



Government of Ghana

DIASPORA ENGAGEMENT POLICY



GOVERNMENT OF GHANA



**MINISTRY OF FOREIGN AFFAIRS AND
REGIONAL INTEGRATION**

**DIASPORA ENGAGEMENT POLICY FOR
GHANA**

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FOREWORD

Ghana has a long history of migration, dating back to the pre-colonial era. Today, the number of compatriots living abroad is estimated to range between 1.5 million and 3 million across 33 countries worldwide. The largest numbers of them can be found in countries such as Nigeria, Cote d'Ivoire, UK, USA, Germany, the Netherlands, Canada, among others.

The Ghanaian diaspora contributes to Ghana's development through remittances estimated to be more than US\$2 billion on average per year. According to the Bank of Ghana, migrant remittances through formal channels to Ghana increased from US\$1.5 billion in 2005 to US\$2.1 billion in 2010 and then again to US\$4.9 billion in 2015, before declining to US\$2.98 billion in 2016 and then rising again to US\$3.54 billion in 2017 and US\$4.29 billion in 2020.

It is in acknowledgement of the immense contributions of the Ghanaian diaspora to the nation's development that the Government of Ghana (GoG) has, over the years, embarked on initiatives to engage them. These include the creation of the Diaspora Support Unit within the Ministry of Foreign Affairs and Regional Integration (MFARI) in 2012, which was upgraded in 2014 to a Diaspora Affairs Bureau (currently, the Diaspora Affairs Unit), and the creation of the Diaspora Affairs Office at the Office

of the President in 2017 for further institutional capacity building.

Despite the enormous contributions of the Ghanaian diaspora towards the country's development, and in spite of the structures that have been put in place to engage the Ghanaian Diaspora, there is no formal policy or programme in the country that spells out how the diaspora could be engaged for the mutual benefit of both parties. In light of this, Ghana's Diaspora Engagement Policy (DEP), the first of such in the history of the country, has been developed to provide the necessary framework within which the Ghanaian Diaspora can be constructively engaged in political, social, economic and cultural discourses towards the effective mobilisation and coordination of their contributions to the national development process. The DEP seeks to harness the human and material resources of the diaspora for the socio-economic transformation of Ghana, and it is consistent with the current trend in many countries where governments are making conscious efforts to tap the development potentials of their citizens abroad.

The Policy builds on earlier efforts by the various governments of Ghana to boost the relationship between the homeland and its diaspora to symbolically identify the Ghanaian Diaspora with the homeland through programmes such as the organisation of the Emancipation Day and the Pan-African Festival of Arts and Culture (PANAFEST),

which have been held since 1998, the Homecoming Summits of 2001, 2009 and 2019 as well as the 2007 Joseph Project, among others. The passage of Act 699 of 2006, Representation of the People's (Amendment) Act (ROPAA) to integrate the Ghanaian Diaspora into the political discourse in Ghana is also relevant to the diaspora's identification with the country. The Policy outlines strategies to promote the Diaspora's sense of belonging to the Ghanaian community and to promote the rich festivals and cultural heritage of Ghana to enhance the attachment of the diaspora to the homeland. The Policy also outlines strategies to encourage the development of voluntary social insurance schemes in Ghana for Ghanaians living abroad.

Overall, the policy aims at leveraging investment benefits and privileges; mobilising remittances, as well as transnational networks and skills transfer for sustainable development; and ensuring effective return, readmission and reintegration. It also seeks to not just engage the African Diaspora, but to create linkages between the second and third generation diasporas and Ghana and its cultural heritage, and between the youth diaspora in particular, and Ghana.

In conclusion, one can surmise that the successful implementation of the Diaspora Engagement Policy (DEP) will require an institutional and legal framework that will enable all stakeholders to be fully committed to its implementation. Under the National Migration Policy (NMP), a Ghana National

Commission on Migration (GNCM) is to be established for its implementation. The GNCM is expected to work collaboratively with all relevant public and private sector entities, as well as civil society organisations. Since the DEP derives its relevance from the NMP, it is expected that the Diaspora Affairs Office at the Presidency, working collaboratively with the Diaspora Affairs Unit of the Ministry of Foreign Affairs and Regional Integration, the GNCM, and all relevant ministries, departments and agencies will play their respective roles to ensure the successful implementation of the policy. It is, therefore, expected that this policy document would be translated from paper commitment to practice.

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The process for the development of the Diaspora Engagement Policy could not have been made possible without the collaborative efforts and extensive consultations involving varied groups of stakeholders, both state and non-state.

In this regard, special mention is made of the MFARI, particularly the Diaspora Affairs Unit, which, with sponsorship from the ECOWAS-Spanish Fund for Migration and Development, on 30th November 2015, commissioned the Centre for Migration Studies, University of Ghana as Consultants to develop a Diaspora Engagement Policy for the country. Despite the number of challenges encountered by the Consultants, they were able to come up with four drafts of the Policy document by the end of November 2016. In the process, the Consultants conducted consultative meetings in the three ecological zones of Ghana, as well as in Nigeria and Canada, irrespective of an abortive trip to South Africa for similar consultations with Ghanaians living there and a study tour to India.

Special appreciation also goes to the Diaspora Affairs Office at the Presidency (DAOOP) for successfully completing the Diaspora Engagement Policy (DEP) it inherited from the MFARI. The current document which happens to be the fifth draft of the policy incorporates the feedback from additional consultative meetings with the Ghanaian

communities in both the United Kingdom and Germany conducted by DAOOP and the consultants with sponsorship from the Migration European Union Expertise (MIEUX) Initiative. It is expected that the policy, when launched, will become the legal document that defines the framework of government's engagement with the Ghanaian diaspora.

Again, special appreciation goes to all the MDAs for their invaluable contributions, viz. Ghana Missions abroad, Ministry of Finance, Bank of Ghana, Ministry of the Interior, Ghana Investment Promotion Centre, Ghana Immigration Service, Ministry of Justice and Attorney-General's Department, Ministry of Communication, Ministry of Trade and Industry, Ghana Statistical Service, National Development Planning Commission, Ghana Revenue Authority, National Population Council, Ghana Police Service, Ministry of Tourism, Culture and Creative Arts etc., as well as to non-state institutions, including the African-American Association of Ghana, Ghana-Caribbean Association, Panafest Foundation, Development Partners including the German Federal Ministry for Economic Cooperation and Development (BMZ)'s commissioned Programme Shaping Development-Oriented Migration (MEG) implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, the European Union through MIEUX Initiative, the European Union-Germany-Ghana Joint Action on Jobs, Migration and Development, the International

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ACRONYMS

ACP	–	African, Caribbean, and Pacific
Group of States		
AU	-	African Union
BoG	-	Bank of Ghana
CEPS	-	Customs Excise and
Preventive Service		
CSOs	-	Civil Society Organisations
DAF	-	Diaspora Africa Forum
DAB	-	Diaspora Affairs Bureau
DAOOP	-	Diaspora Affairs, Office of the
President		
DAU	-	Diaspora Affairs Unit
DEP	-	Diaspora Engagement Policy
ECOWAS	-	Economic Community of West
African States		
EU	-	European Union
FDI	-	Foreign Direct Investment
GAG	-	Ghana Association of Garages
GCIM	-	Global Commission on
International Migration		
GFMD	-	Global Forum on Migration and
Development		
GIPC	-	Ghana Investment Promotion
Centre		
GIS	-	Ghana Immigration Service
GIZ	-	German Cooperation
(Deutsche Gesellschaft für		
Internationale		
Zusammenarbeit)		

GSGDA	-	Ghana Shared Growth and Development Agenda
GSS	-	Ghana Statistical Service
GTA	-	Ghana Tourism Authority
HLD	-	High-Level Dialogue
HTA	-	Home Town Association
IDPs	-	Internally Displaced Persons
ILO	-	International Labour Organisation
IOM	-	International Organisation for Migration
JICA	-	Japan International Cooperation Agency
LI	-	Legislative Instrument
MDAs	-	Ministries, Departments and Agencies
MELR	-	Ministry of Employment and Labour Relations
MFARI	-	Ministry of Foreign Affairs and Regional Integration
MoF	-	Ministry of Finance
Mol	-	Ministry of the Interior
MoU	-	Memorandum of Understanding
NCC	-	National Commission on Culture
NDPC	-	National Development Planning Commission
NMC	-	National Migration Commission
NMP	-	National Migration Policy
NPC	-	National Population Council
OAU	-	Organisation of African Union

ODA Assistance	-	Official Development
PANAFEST and Culture	-	Pan African Festival of Arts
PNDC Council	-	Provisional National Defense
PNDCL Council Law	-	Provisional National Defense
RNHC of Chiefs	-	Regional and National Houses
ROPAA (Amendment) Act	-	Representation of the People's
ROPAL (Amendment) Law	-	Representation of the People's
SAP Programme	-	Structural Adjustment
TOGA Association	-	Tour Operators and Guides
TOUGA Ghana	-	Tour Operators Union of
UNDP Development Programme	-	United Nations
USA	-	United States of America

Executive Summary

Introduction

In recent years, international migration has been fueled by increasing globalisation, urbanisation, and geopolitical upheavals around the world. Quite expectedly, the developed countries have been the major destinations of international migrants, while countries of Asia, Latin America, and Africa have been the source regions. While in the past migration was generally seen as a source of brain drain, recent scholarship has shown that, if properly managed, migration can contribute to socio-economic development in both migrant source and destination regions.

Ghana has a long history of migration, dating back to the pre-colonial era. Today, the estimated number of Ghanaians living abroad ranges between 1.5 million and 3.0 million; and they are found in more than 33 countries worldwide. According to the results of the Ghana 2021 Population and Housing Census, 293,416 persons who were former household members were reported to be living outside the country. Quite expectedly, Ghanaians continue to migrate to earlier destinations such as Nigeria, Cote d'Ivoire, Togo, UK, Germany, the Netherlands, and the USA, where they have networks that facilitate the subsequent flow of migrants by way of cumulative causation or inertia of a sort.

Ghanaian emigrants contribute to Ghana's development in different ways, including sending remittances that have been estimated to be more than \$2 billion on average per year in recent years, not to mention other kinds of remittances and philanthropic donations that they send. According to Bank of Ghana, migrant remittances through formal channels to Ghana increased from \$1.5 billion in 2005 to \$2.1 billion in 2010 and then again to \$4.9 billion in 2015, before declining to USD \$2.98 billion in 2016 and then rising again to USD\$ 3.54 billion in 2017 and US\$4.29 billion in 2020. The Ghanaian diaspora includes young people who stay abroad after pursuing further studies, who have acquired innovative skills that can be transferred to Ghana to contribute to the nation's development.

The Ghana Diaspora Engagement Policy (DEP) seeks to harness the human and material resources of the diaspora for the socio-economic transformation of Ghana. The Policy is also consistent with the trend in many countries where governments are making conscious efforts to tap the development potential of their citizens abroad. For Ghana, the Policy is also in response to the 1992 Republican Constitution and other legal and legislative instruments and policies (e.g., the Ghana National Migration Policy, ROPAA) that enjoin the country to extend certain rights and responsibilities to Ghanaians in the Diaspora. Ghana has also responded to United Nations' recommendation to governments to integrate migration into their

development agenda as indicated in its 2015- 2030 framework for development planning- the Sustainable Development Goals (SDGs)- commonly referred to as Agenda 2030. The development of this DEP undoubtedly presents an opportunity for the mutual benefit of Ghanaians in the home country and members of the diaspora.

Rationale and Policy Thrust

The Ghanaian Diaspora is a large, diverse population that elicits a comprehensive policy framework to facilitate a smooth process for engagement with the multiplicity of people involved for the benefit of the country's development. In acknowledgement of the immense contributions of the Ghanaian Diaspora to the nation's development, the Government of Ghana (GoG) has, over the years, embarked on initiatives to engage the population. These initiatives include the introduction of the Ministry of Tourism and Diaspora Relations during the first term of the second regime of the 4th republic, which developed campaigns to encourage diaspora visits. Further institutional frameworks put in place to engage the diaspora include the creation of the Diaspora Support Unit in 2012 within the Ministry of Foreign Affairs and Regional Integration which was upgraded in 2014 to a Diaspora Affairs Bureau (currently, the Diaspora Affairs Unit [DAU]) and the creation of the Diaspora Affairs, Office of the President (DAOOP) for further institutional capacity building.

Despite the immense contributions of the Ghanaian Diaspora to the nation's development, and in spite of the structures that have been put in place to engage the Ghanaian Diaspora, there is no formal policy or programme in the country that spells out how the diaspora could be engaged for the mutual benefit of the country and the diaspora. The purpose of the Diaspora Engagement Policy is, therefore, to provide the necessary framework within which the Ghanaian Diaspora could be constructively engaged in political, social, economic and cultural discourses towards the effective mobilisation and coordination of their contributions to the national development process.

Policy Goal and Objectives

The main goal of the DEP is to promote constructive engagement between Ghana and its diaspora for the purpose of achieving sustainable development of the Ghanaian population both within and outside the country.

The policy has the following three policy objectives:

- i. To promote capacity-building and enhancement of diaspora-homeland relationship for the mutual benefit of both parties;

- ii. To strengthen systems for involving the Ghanaian Diaspora in mobilising resources for sustainable national development;
- iii. To facilitate the production and dissemination of accurate and relevant data on the Ghanaian Diaspora in a timely manner to strengthen the homeland's further sustainable engagement with the Diaspora.

For each of these three policy objectives, the policy presents the main areas of concern and the specific objectives that are related to them along with proposed strategies to achieve them.

The Policy Process

The development of the Diaspora Engagement Policy involved a systematic, collaborative and consultative process with funding support from the Spanish Government and ECOWAS beginning with a comprehensive situational analysis on the Ghanaian Diaspora. This was followed by stakeholder consultative meetings and workshops in each of the three ecological zones in Ghana that brought representatives from all (the then) ten regions of the country.

There were also diaspora consultative meetings or diaspora listening engagements in Nigeria, Canada, United Kingdom, and Germany, aimed at soliciting views from the Ghanaian Diaspora while learning

from best practices that informed the development of the policy framework. The African Diaspora Community in Ghana was also consulted to solicit their views. Moreover, many Ghanaian missions abroad also collated views from some Ghanaians in their countries of operation. Views were also provided by the Universal Pan-African Coalition. In addition, an online survey funded by the EU with technical support from Migration EU Expertise (MIEUX) was conducted to solicit additional views from the diaspora.

The Diaspora Affairs Bureau (currently the Diaspora Affairs Unit) at the Ministry of Foreign Affairs and Regional Integration and the Diaspora Affairs, Office of the President, constituted the core groups with representation from relevant ministries, departments and agencies including the private sector and development partners that reviewed the draft policy from its inception to conclusion.

Conceptual Framework

The DEP is guided by Gamlen's (2006) framework on diaspora engagement policies which categorises diaspora engagement policies and programmes into three broad areas as follows:

- i. Programmes which seek to build capacity by producing state-centric diaspora communities with corresponding state institutions to deal with these communities;

- ii. Strategies that extend rights to the people in the Diaspora;
- iii. Programmes and policies which seek to obtain obligations from the diaspora, including measures intended to encourage the diaspora to transfer their skills, resources, and remittances back home.

Guiding (Inter)national Protocols and Legislative Instruments

The DEP is guided by several principles, drawn from various national and international conventions and protocols as well as legislative instruments. Noteworthy among these include those for the protection of migrants' rights, and on forced labour and social security as well as SDG Target 10.7 (Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies). Others include the Global Compact for Safe, Orderly and Regular Migration; the aspects of the five priority areas of the 2015 Valletta Plan of Action that are relevant to the policy (priority 1 and 5 on development benefits of migration and return, readmission and reintegration); the principles of the 2006 African Union Migration Policy Framework for Africa; and the 2008 Common Approach on Migration of the Economic Community of West African States (ECOWAS); and 1992 Constitution of Ghana, which upholds the rights of all

Ghanaians, and the framework of the National Migration Policy of Ghana.

Main Policy Issues

The DEP addresses many policy issues with corresponding policy actions to achieve specific objectives stated under each of them. The following are the main policy areas identified in the policy:

Enhancing Diaspora-Homeland Relationship through Symbolic Nation Building

The policy builds on earlier efforts by the various governments of Ghana to boost the relationship between the homeland and its diaspora to symbolically identify the Ghanaian Diaspora with the homeland through the organisation of the Emancipation Day and the Pan-African Festival of Arts and Culture (PANAFEST), which have been held in Ghana since 1998.

The passage of *Act 699* of 2006, *Representation of the People's (Amendment) Act (ROPAA)* to integrate the Ghanaian Diaspora into the political discourse in Ghana is also relevant to the diaspora's identification with the country. The policy outlines strategies to promote the Diaspora's sense of belonging to the Ghanaian community and promote the rich festivals and cultural heritage of Ghana to enhance the attachment of the diaspora to the homeland.

Programmes for institutional capacity building

Institutional capacity-building is necessary for ensuring effective homeland-diaspora engagement. The capacity of relevant institutions, both in Ghana and abroad, needs to be strengthened to support the engagement process that the policy envisions. This capacity-building has already begun in Ghana with the establishment of the Diaspora Support Unit in 2012 and its upgrading to the Diaspora Affairs Bureau in 2014. This is a demonstration of government's efforts towards strengthening the capacity of its diaspora institutions. There is, however, the need to strengthen all relevant institutions, both in Ghana and abroad to expedite the two-way engagement between Ghana and the diaspora.

Programmes for Obtaining Obligations from the Diaspora

These have been categorised into the following main areas:

Leveraging Investment benefits and privileges

As agents of development, members of the diaspora can mobilise cash and in-kind resources towards the national development agenda of their homelands. The Policy envisions leveraging investment benefits through strategies that promote foreign direct investment options in Ghana from the Ghanaian

Diaspora. The Policy further calls for the mainstreaming of diaspora investments, skills and knowledge transfer into development planning, in addition to promoting made-in-Ghana products abroad through expo-fares. It also calls for the design of attractive financial packages to enhance diaspora investment for development.

Mobilising Remittances for Sustainable Development:

Remittances from the Ghanaian Diaspora, estimated to average US\$2 billion annually, have contributed immensely to promoting socio-economic development in Ghana. Remittances also have impacts on the Ghanaian economy through investment in housing which has spill-over effects on many businesses. Given the clearly positive impacts of remittances to socio-economic development, the Government of Ghana is committed to implementing programmes to maximise the benefits and minimise the challenges associated with their flow. Strategies to sustain and increase diaspora remittance flow to Ghana, therefore, include collaborative engagement among the Diaspora Affairs, Office of the President, Ministry of Foreign Affairs and Regional Integration, Bank of Ghana and other financial institutions to ensure the country benefits immensely from diaspora remittance in-flows as well as attracting philanthropic donations from the Ghanaian Diaspora.

Transnational Networks and Skills Transfer for Sustainable Development:

Transnational migration has enabled the diaspora to contribute to national development while at their destinations outside the country of origin. From their host or destination countries and through revisits, they also transmit social remittances, including ideas, skills, practices and behaviours to Ghana. The strategies to sustain transnational networks and skills transfer include the provision of clear and concise information, preferably through the Ghana Investment Promotion Centre, the Diaspora Affairs, Office of the President (DAOOP) in collaboration with the Diaspora Affairs Unit at the MFARI and other relevant agencies, on the steps in initiating business/development ventures in Ghana. There is also the need to develop legal frameworks to protect the intellectual property rights and patents of investors to boost diaspora investor confidence in the country.

Diaspora, Tourism and Cultural Heritage:

Tourism and cultural heritage are two important organising concepts around diaspora engagement. Tourism attracts people to places they want to know, enjoy, or simply connect with because it is part of their history. The promotion of cultural heritage for tourism creates a win-win situation for the homeland and the diaspora. Strategies to strengthen diaspora engagement through tourism and cultural heritage

include developing diaspora-specific programmes that are targeted at specific sub-groups and needs, and developing partnerships with traditional authorities, local communities and diaspora institutions to design and market tourism products that are likely to be both general and unique to particular diaspora groups. It also entails ensuring cost effective design of tourism and cultural programmes, as well as promoting public/private sector participation.

Return, Readmission and Reintegration:

Effective management of return migration has benefits for source countries. Many migrants may return at a point in time to their countries of origin and may seek readmission into their professions or reintegration into the socio-economic environment of the homeland. Returnees may need assistance to adjust to their now “new” environment, depending on how long they have been away and the factors that influenced their desire to return home. This is especially the case among those who return from places of war or other forms of violent ethnic or xenophobic clashes.

The policy’s strategies in this regard include the development of a national return, readmission and reintegration framework for all categories of return migrants (skilled and unskilled, voluntary and forced returnees, professional, among others) within a relatively short period of time; returnee migration

programmes that cover preparation prior to return to equip potential returnees with information on adjustment, reintegration, and socio-economic opportunities in Ghana. In addition, the Policy calls for the establishment of returnee counselling services that can address the peculiar needs of return migrants.

The African Diaspora:

The Trans-Saharan Atlantic Slave Trade (Slave Trade) resulted in the forced migration of about 30 million people from sub-Saharan Africa to North American and Caribbean plantations and elsewhere. Many of the descendants of these victims of the Slave Trade still identify themselves with Africa as their ancestral home and have been contributing immensely to different sectors of the Ghanaian economy, including education, health, tourism, agriculture, the Information Technology Industry, etc.

Ghana, which hosted one of the main transit ports of exit of victims of the slave trade to North America, has increasingly become a preferred home country of many members of this historic African Diaspora. Despite the contributions that the African Diaspora make to the Ghanaian economy, many of them face challenges, such as complicated processes for visa and citizenship acquisition, that require policy actions for redress. Strategies to address the concerns of the African Diaspora, and for integrating them successfully into the Ghanaian society, include

the organisation of an annual African Diaspora festival in Ghana; repackaging existing cultural programmes (e.g., PANAFEST and Emancipation Day celebrations) to target the African Diaspora; and establishing a Unit within Ghana Missions in the USA and selected destinations of the diaspora, as centres for Ghanaian citizenship orientation for African Diaspora.

Creating Linkages between the Second and Third Generation Diasporas and Ghana:

The second and third generation Ghanaian Diaspora may not be Ghanaian by citizenship but may have various interests in Ghana's development by virtue of their Ghanaian parentage or by marriage. The policy's strategies that target them include a review of existing legal frameworks and enacting new laws, as necessary, to facilitate the voluntary integration of second and third generation Ghanaian diaspora into the Ghanaian society; the promotion of sports, especially football, at the international and continental levels to integrate this category of the Ghanaian Diaspora into Ghana's development; and the provision of special tax incentives to those with interest in investing in certain sectors in the country.

Cultural Heritage and the Second and Third Generation Diaspora:

On account of not having the opportunity to visit Ghana before, many second and third generation Ghanaian Diaspora may know very little about their history and heritage. Such people may want to experience some of the cultural activities and other social and economic engagements that can educate them about their heritage. It is important to address the special needs of the second and third generation diaspora by promoting inter-cultural youth linkages that target them by showcasing Ghanaian cultural festivals abroad as well as establishing language learning centres within Ghana missions abroad to provide Ghanaian language lessons for them. The policy further proposes to implement a module within the National Service Scheme that allows second and third generation diaspora to opt to undertake a year's service in Ghana as a way to be acquainted with the Ghanaian society, towards the possibility of their eventual integration should they decide to do so.

Creating Linkages between the Youth Diaspora and Ghana:

The Ghanaian Diaspora includes young people who voluntarily emigrate to seek greener pastures in different destination countries across the globe. These include students on government scholarships abroad who do not return immediately after their studies but choose to find livelihoods in their new-

found destinations as young professionals. This category of young people in the diaspora requires different approaches of engagement to link them back to their roots. The policy's strategies for engaging the youth diaspora include the creation of a youth social platform for interaction between them and their counterparts in Ghana, especially concerning skills development and transfer. There is also the need to establish a reintegration unit within the Diaspora Affairs, Office of the President, to support Ghanaian youth diaspora towards reintegration into the Ghanaian society upon their return.

Data, Research and Information Systems on the Diaspora:

The adoption and successful implementation of the DEP will depend largely on available evidence-based data. Ghana, like many other developing countries, lacks reliable and timely migration data. For example, the exact size of the Ghanaian Diaspora is unknown, leading to the different estimates that are available on Ghanaians living abroad. The tools for collecting data by the various migration data systems need to be streamlined and standardised to include data on second and third generation Ghanaian diaspora to make the data more comprehensive and useful than they are currently. An information system on the diaspora is as crucial as the policy that is required to engage them. Developing such an information system

requires collaboration between government and the diaspora, particularly diaspora associations while not neglecting the individual diaspora. Technology that helps to ensure confidentiality and anonymity in data collection could be used to develop a sustainable and reliable database on the diaspora.

Institutional Framework for Policy Implementation:

The successful implementation of the DEP requires an institutional framework with all stakeholders fully committed to its implementation. Under the National Migration Policy, a Ghana National Commission on Migration (GNCM) is to be established for its implementation. The GNCM is expected to work collaboratively with all relevant public and private sector entities, as well as civil society organisations. Since the DEP is a policy that derives its relevance from the NMP, it is expected that the Diaspora Affairs, Office of the President will have overall coordinating responsibility for the implementation of the policy, working collaboratively with the Diaspora Affairs Unit at the Ministry of Foreign Affairs and Regional Integration, the GNCM, and all relevant MDAs. The collaborating agencies and their related functions have been presented to indicate their respective roles and responsibilities. There is also a comprehensive Action Plan that spells out the framework for the effective implementation of the policy for a period of five years (2023-2028).

1.0 Introduction

1.1 The Global Context

The global stock of international migrants increased from 156 million in 1990 to 173 million in 2000, and again to 222 million in 2010, and reached 281 million by 2020, when it constituted 3.6 percent of the world's total population. Developed countries, such as the United States of America, Germany, United Kingdom, France, Spain, Canada, Australia, and Italy, are the major destinations of international migrants, while Asia, Latin America and Africa are the main migrant source regions. In the African context, available data indicate that intra-Africa migration is higher than migration between Africa and the rest of the world (Adepoju 2011; Awumbila et al. 2013; UN ECA 2015; UNDESA 2019).

The developmental impact of international migration has long been a source of debate in academic and policy circles. About five decades ago, it was generally argued that migration causes shortage of labour, declining productivity, and brain drain in migrant-sending areas. Migration was also assumed to put pressure on social amenities, lead to increased unemployment and brain waste, and undermines the standards of living in host countries. Recent scholarship has, however, shown that if properly managed, migration can contribute to economic development in both migrant-source regions and destinations. For one thing, migrants' remittances have been recognised as an important tool for promoting socio-economic development and reducing poverty in

developing countries. In 2018, global remittance flows totalled some \$689 billion, of which \$529 billion (about 77%) went to low- and middle- income countries. This figure is more than three times the official development assistance (ODA) that these countries received then (UNDESA 2019).

Moreover, for the first time, in 2015, the United Nations included migration in its 2015- 2030 development framework for its members, the Sustainable Development Goals (SDGs), commonly known as Agenda 2030. This was the first time that migration was formally recognised as a development topic and integrated into a global development agenda. Generally, the ten targets in the SDGs on migration seek to address the complex and dynamic relationship between migration and development and related issues (IOM, 2020).

The realisation that emigrants can contribute to socio-economic development in their home countries has led to the formulation of national programmes and policies for harnessing the development potential of the diaspora. Many African governments, for instance, now view the increasing numbers of Africans abroad as a resource that can be drawn upon to enhance development at home. The development of Ghana's Diaspora Engagement Policy (DEP) is, therefore, consistent with the global trend where governments are making conscious efforts to tap into the development potential of their citizens abroad.

1.2 The Ghanaian Context

The large size of the Ghanaian emigrant population abroad and their immense contribution to national development means that the development of a Diaspora Engagement Policy for Ghana is very important. While ethnic and political conflicts have historically led to the displacement of some people, most Ghanaians have moved across international borders for socio-economic reasons, such as family unification and the search for better employment and education. In the pre-colonial era, Ghanaians moved to other regions in Africa for trading and in search of security and fertile lands for farming (Peil 1995; Adepou 2003).

The movements in the pre-colonial era were largely not regarded as international migration because the migrants regarded the West African sub-region as a borderless area within which goods and people moved freely (Awumbila et al., 2014). Colonial policies altered the motivation, direction, and composition of migration in many parts of Africa, including Ghana (then the Gold Coast), by introducing various political and economic structures, and establishing national boundaries (Adepou, 2005). Ghana was generally a net receiver of migrants during the colonial era in the 19th century up to the first half of the 20th century, as many people from other West African countries migrated to Ghana to work on the cocoa plantations and the mines.

Ghanaians have emigrated to Europe and North America and later to Asia, apart from African countries, during the post-independence era in two identifiable waves. The first

of these waves was from the late 1970s to the 1980s, when poor climatic conditions and associated drought and famine as well as a downturn in the economy led to the exodus of Ghanaian teachers and other professionals to Nigeria and other African and non-African countries. The second major wave of migration started from the 1980s, when the implementation of Structural Adjustment Programme (SAP) brought harsh economic conditions and compelled many Ghanaians to emigrate, with massive movement of skilled labour, particularly medical practitioners including doctors, pharmacists, nurses, and engineers, among other professionals, to the West, Saudi Arabia, and elsewhere. There has been a reduction in the volume of emigrants since the 1990s as the economic fortunes of Ghana have improved. Quite expectedly, Ghanaians continue to migrate to earlier destinations such as Nigeria, Cote d'Ivoire, U.K, Germany, the Netherlands, and U.S., where they have networks that facilitate the subsequent flow of migrants by way of cumulative causation or inertia of a sort. This notwithstanding, Ghana has, in recent years, experienced a more balanced net migration rate due to its relative political and economic stability, resulting in diverse mobility patterns in the form of immigration, emigration and transit migration (Awumbila et al., 2008).

According to IOM (2009), Ghanaian migrants are found in more than 33 countries and this makes Ghana one of the top ten countries in the world that have produced and are involved in producing a 'new diaspora' in recent times. Estimates of the number of Ghanaians in various countries, however, vary widely due to the paucity of data. For instance, the report of the 2010 Ghana Population and

Housing Census indicates that there were 250,624 Ghanaians living in other countries for six months and over prior to the census across the globe. This report which is based on responses from household members of the migrants left behind is evidently unreliable. Data provided by receiving countries and Ghanaian missions abroad are relatively more reliable. According to Twum Baah (2005), one-and-half decades ago, about 1.5 million Ghanaians were living outside the country. It has also been estimated that about 71 per cent of the Ghanaian emigrant population is resident in ECOWAS countries (Quartey, 2009). A recent estimate by Awumbila et al. (2014), which is based on population census results from receiving countries in West Africa, shows that there are about 347,487 Ghanaian emigrants in ECOWAS countries alone. Within the ECOWAS sub-region, Nigeria and Côte d'Ivoire are the leading destinations of Ghanaian emigrants. Outside Africa, the United States of America, United Kingdom, Italy, Germany, and Canada are the major countries hosting Ghanaian emigrants. Recent migration patterns among Ghanaian emigrants are geared towards the Gulf regions due to restrictive immigration policies within Europe and North America. According to the Ministry of Foreign Affairs and Regional Integration (MFARI), of the total number of Ghanaians resident abroad, 268 diaspora associations have been registered by 42 out of the 54 missions abroad.

In addition to the large size of the Ghanaian emigrant population, a diaspora policy for Ghana is very important because of the contribution of the diaspora to socio-economic development in the home country. Although data on financial transfers tend to underestimate the actual

size of remittances received, available figures from the Bank of Ghana, which tend to capture only financial transfers received through formal channels, indicate that migrant remittances to Ghana increased from \$1.5 billion in 2005 to \$2.1 billion in 2010 and then \$4.9 billion in 2015 before declining to USD\$ 2.98 in 2016 and then rising again to USD\$ 3.54 billion in 2017 and US\$4.29 billion in 2020. The Ghanaian Diaspora also contributes to socio-economic development through investments, promotion of tourism and knowledge transfers.

In recognition of the role of the Diaspora in national development, the Government of Ghana has developed a number of programmes and legal instruments to enhance the country's relationship with the Ghanaian Diaspora. The National Migration Policy which was adopted in April 2016 emphasises the need to mainstream the Ghanaian Diaspora into the national development process. Undoubtedly, the members of the diaspora and the home country stand to benefit immensely from the successful implementation of this Diaspora Engagement Policy.

2.0 Rationale and Policy Thrust

2.1 Purpose

Ghana had no comprehensive migration policy until April 2016 when it adopted the National Migration Policy. Since then, Ghana has sought to develop a Diaspora Engagement Policy as recommended by the national policy. Meanwhile, the Ghanaian diaspora continues to play a significant role in the development of the country, to the extent that various past and current political leaders of

Ghana have made efforts to further augment the contribution of the diaspora to national development. More recent efforts in this regard include the organisation of the Ghana Diaspora Celebration & Homecoming Summit 2019 (GDHS'19), a four-day event aimed at recognising and celebrating the immense contributions of the Ghanaian Diaspora to national development and the Year of Return, which marked the 400th anniversary of the arrival of enslaved Africans in the Americas.

The Ghanaian diaspora is not made up of only Ghanaians who trace their origins to Ghana, but also other people, particularly people of African descent who have interests in Ghana on account of the relatively stable and peaceful democratic environment the country enjoys within a sub-region that is characterised by political and economic instability. Thus, there is a need to have a policy framework that facilitates a smooth process for engagement of all such people for the benefit of the country's development.

Additionally, prominent traditional leaders have been encouraging their emigrant subjects to maintain their links and interest in the development of their home communities. Many Ghanaians resident abroad have responded to such overtures from their traditional leaders by investing in some community development projects such as construction of community centres, chiefs' palaces, schools, health facilities, among others. In spite of the contributions of the Ghanaian Diaspora to the nation's development, there has been no formal policy or programme in the country that spells out how the diaspora

could be engaged for the mutual benefit of the country and the diaspora.

The Government of Ghana has since 2017 established a Diaspora Affairs Office at the Office of the President in recognition of the Ghanaian diaspora's contribution to the country's vision of attaining development without aid. Yet, there has been no formal framework for these Diaspora offices or centres to carry out their respective mandates of engaging Ghanaian nationals and other people who are resident outside Ghana but have investment interests in Ghana.

The National Migration Policy (NMP) has also shown the importance of the Ghanaian Diaspora to development in the country. However, since the NMP is the umbrella migration policy, it is necessary to have a diaspora-specific policy that provides the strategies for engaging the diaspora to achieve specific development objectives that are traceable to diaspora's involvement in line with best practices in countries within and outside sub-Saharan Africa.

The Diaspora Engagement Policy further provides avenues to effectively engage temporary or permanent return migrants who, for some reasons, did not make themselves available for engagement or could not take advantage of the opportunities within the diaspora, due either to suspicions they had about Ghana's missions and embassies abroad or on account of their geographical locational circumstances. Obviously, some of these persons have experiences and know-how that could be

tapped to create jobs upon their return for the mutual benefit of both the diaspora and the home country.

Clearly, the Diaspora Engagement Policy will provide a formal framework to engage and sustain dialogue with Ghanaians resident outside the country and the broader Ghanaian diaspora in areas of common interest pertaining to sustainable development. It is hoped that the policy will erase all forms of suspicions between Ghanaians in the diaspora on one hand, and Ghanaians at home and the Government of Ghana, on the other. For example, there are indications that many Ghanaians do not register with the Ghanaian missions abroad due largely to the suspicions they have about the missions and embassies. This policy document, therefore, provides transparent guidelines to inform the process of engagement with the Ghanaian Diaspora relative to the benefits that would inure to both Ghana as the country of origin and the Ghanaian Diaspora.

2.2 Policy Goal and Objectives

2.2.1 Policy Goal

The main goal of the Diaspora Engagement Policy (DEP) is to promote constructive engagement between Ghana and its diaspora for the purpose of achieving sustainable development of the Ghanaian population both within and outside the country.

2.2.2 Policy Objectives

The policy objectives include the following¹:

- i. To promote capacity-building and enhancement of diaspora-homeland relationship for the mutual benefit of both parties;
- ii. To strengthen systems for involving the Ghanaian Diaspora in mobilising resources for sustainable national development;
- iii. To facilitate the production and dissemination of accurate and relevant data on the Ghanaian Diaspora in a timely manner to strengthen the homeland's further sustainable engagement with the Diaspora.

In order to achieve these policy objectives, it is important that the policy highlights the main areas of concern and present the specific objectives relative to them with proposed strategies to achieve them. These are outlined under Section 4.0 to include concerns pertaining to diaspora-homeland relationship through symbolic nation building; establishing transnational networks; citizenship and nationality; young or second and third generation

¹ A fourth objective was proposed but is withheld for future consideration: To provide legal instruments and programmes that extend some rights and privileges that Ghanaians in Ghana enjoy to their counterparts in the Diaspora.

diasporas; leveraging investment benefits and privileges; mobilising remittances for sustainable development; transnational networks and skills transfer for sustainable development; diaspora, tourism and cultural heritage; family, migration and development; return, readmission and reintegration; as well as data, research and information systems on the Diaspora.

2.3 The Policy Process

The development of the Diaspora Engagement Policy involved a systematic collaborative process both within and outside Ghana to achieve policy credibility and ownership with funding support from the Spanish Government and ECOWAS. First, a comprehensive situational analysis was done on the Ghanaian Diaspora. Among other things, this analysis sought reliable information on areas considered as opportunities or challenges to inform the content of the main policy.

Furthermore, considering that the Diaspora Engagement Policy is to address the interests of both the Ghanaian population within and outside Ghana as well as all people with interests in Ghana's socio-economic progress, the views of relevant stakeholders in Ghana and Ghanaian emigrants in selected destination countries were solicited. This process entailed various stakeholder meetings, consultations, and workshops. More specifically, diaspora stakeholder meetings, or listening consultative meetings, were held in Nigeria, Canada, the UK and Germany. With these meetings, the views of Ghanaian nationals in the selected destination countries were gathered on what they considered as areas of interest they would like the policy to address. In addition to these meetings, many Ghanaian

missions abroad collated useful views from some Ghanaians in their respective countries of operation to inform the policy.

In addition to the diaspora engagement consultative meetings, national stakeholder meetings were organised to solicit the views of individuals and relevant organisations within Ghana. Three of such national consultative meetings were held at the three zonal levels in Accra, Sunyani, and Tamale, respectively representing the southern, middle and northern geographic zones of the country. The southern zone was made up of participants from Central, Greater Accra, Volta and Eastern regions, while the middle zone involved participants from Western, Ashanti and Brong-Ahafo regions. Participants from Northern, Upper East and Upper West regions took part in the consultative meetings in the Northern zone. The African Diaspora Community in Ghana was also consulted and their views were incorporated into the policy just as those of the Universal Pan-African Coalition. An online survey funded by the EU with technical support from Migration EU Expertise (MIEUX) was also conducted to solicit additional views from the diaspora. The Diaspora Affairs Unit at the Ministry of Foreign Affairs and Regional Integration (MFARI) and the Diaspora Affairs, Office of the President (DAOOP) constituted the core group, with representation from relevant ministries, departments and agencies including the private sector and development partners, that reviewed the draft policy from its inception to conclusion.

3.0 Conceptual Framework and Guiding (Inter)national Protocols and Legislative Instruments

3.1 Conceptual Framework

Gamlen's (2006) framework on diaspora engagement policies is adopted to guide the formulation of the Diaspora Engagement Policy in Ghana. According to this framework, there are three broad categories of diaspora engagement programmes. The first category entails programmes which seek to build capacity by producing state-centric diaspora communities and designing corresponding state institutions to deal with those communities. The second category is made up of strategies which extend rights to the people in the Diaspora, while the third group of programmes seek to extract (hereafter replaced with 'obtain') obligations from the diaspora. The latter include measures meant to encourage people in the Diaspora to transfer their skills, resources and remittances back home.

3.1.1 Programmes to Build Capacity

Diaspora engagement programmes which are intended to build capacity can be further divided into two sub-groups. The first sub-category seeks to promote symbolic nation building, by adopting measures which entail inclusive historic and symbolic celebrations, conferences, and cultural programmes to strengthen emigrants' ties to the homeland. The situational analysis indicates that some of these programmes have already been organised in Ghana on *ad hoc* basis and they include the Emancipation Day which has been held in Ghana since 1998 and Pan African Festival of Arts and Culture (PANAFEST) which reinforces

claims of shared national identity with the Diaspora. The Home Coming Summit in 2001 and The Joseph Project which was organised in 2007 also promote Ghanaian emigrants' sense of belonging to the transnational community. The policy is required to provide a strategy for organising more of such programmes on a regular basis.

The second set of capacity building programmes, which aimed at institution building, includes establishing consular and consultative bodies, transnational networks, and ministerial level agencies. From the situational analysis, it is evident that the establishment of a Diaspora Unit in 2012, which was later upgraded to Diaspora Affairs Bureau (DAB) and now Diaspora Affairs Unit (DAU), was part of the government's efforts to strengthen institutional capacity to effectively engage with the Diaspora.

3.1.2 Programmes for Obtaining Obligations from the Diaspora

Governments around the world have formulated policies to obtain obligations from their diaspora. For instance, USA and Switzerland have mandatory payment systems by which they levy taxes on their emigrants, while other countries, such as the Philippines, obtain mandatory payments through less formal channels, such as fees collected from emigrant workers recruited through state programmes (Gamlen, 2006). The situational analysis shows that Ghana has no policies in place to levy taxes on emigrants. The Government of Ghana has, however, developed a number of programmes that indirectly seek to obtain obligations from the diaspora as they participate in economic activities in the country. For instance, the Ghana Investment Promotion Centre has programmes to educate

the Diaspora on investment opportunities in Ghana. Moreover, the Ghana Investment Promotion Centre Act, 2013 (Act 865), Section 28 (6), exempts a citizen of Ghana who loses his citizenship by reason of the assumption of the citizenship of another country from complying with the minimum capital requirement stipulated by the Act. Also, the Government of Ghana has implemented policies that allow Ghanaian emigrants to operate foreign accounts in Ghanaian banks. Ghanaian emigrants are allowed to procure mortgage or loans from banks in Ghana for the purchase of their houses (Teye et al., 2016). The issuance of foreign-currency-denominated bonds also provides investment avenues for Ghanaians in the Diaspora. As noted already, some government agencies (e.g., the Ministries of Health and Education) have implemented programmes to facilitate knowledge transfer from diaspora experts to their Ghanaian counterparts. Still these programmes operate mainly on *ad hoc* basis, and the Diaspora Engagement Policy provides comprehensive strategies to boost their developmental impacts.

3.2 Guiding (Inter)national Protocols and Legislative Instruments

The Ghana Diaspora Engagement Policy is guided by principles drawn from a number of national and international protocols and legislative instruments including the following:

- (a) All international conventions and protocols for the protection of migrants' rights. These include the International Convention on Civil and Political

Rights; Global Compact for Safe, Orderly and Regular Migration; International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.

- (b) All international protocols and conventions on forced labour, including the following: ILO Conventions 29 and 105 which prohibit/abolish all forms of forced and compulsory labour; conventions concerning migration in abusive conditions and the promotion of equality of opportunity and treatment of migrant workers; conventions against transnational organised crime; protocol against the smuggling of migrants by land, sea and air.
- (c) All international protocols on social security. These include ILO Convention No. 102 concerning Social Security (Minimum Standards), 1962 and ILO Convention No. 118, concerning Equality of Treatment (Social Security), 1962.
- (d) The 2006 African Union's Migration Policy Framework for Africa, which encourages states to develop migration policies that can bring positive outcomes for both receiving and sending countries.
- (e) The AU migration protocol on free movement which has been signed by 54 Member States but ratified by only four States so far.
- (f) ECOWAS Free Movement Protocol, which provides for free entry, settlement and establishment of

ECOWAS citizens in member states. The implementation of this protocol means that Ghanaians in ECOWAS member countries must enjoy the same level of protection and benefits as Ghanaians in Ghana.

- (g) The ECOWAS Common Approach on migration adopted in 2008, which emphasises free movement of ECOWAS citizens, the need to protect migrants, and effective management of migration for development.
- (h) The 1992 Constitution of Ghana, which guarantees the rights of Ghanaians to emigrate and the right of all persons to circulate freely within Ghana.
- (i) The National Migration Policy of Ghana which, among other things, “aims at maximising the development and investment potential of the diaspora through an enhanced engagement. It also recommends strategies aimed at increasing remittance flows and reducing barriers to remittance transfers and facilitate dual citizenship and transnationalism through effective migration management”.
- (j) The UN Global Compact for Safe, Orderly and Regular Migration, December 2018.

3.2.1 International Frameworks

The DEP finds meaning within broad legal and policy frameworks in Ghana. As a country, Ghana has managed

migration over time, relying on a variety of (inter)national policies and laws. Recently, however, the country has adopted a National Migration Policy, which serves as a national framework for managing all forms of migration involving Ghanaians. In the area of forced migration, two international legal instruments are particularly instructive to the Ghanaian context. Article 1 (2) of the 1951 Geneva Convention Relating to the Status of Refugees provides a definition of a refugee as a person who “as a result of events occurring before 1st January 1951 and owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or owing to such fear, is unwilling to return to it.”

The 1967 Protocol Relating to the Status of Refugees removed the temporal restrictions of events occurring before 1951 and thus broadened the definition to include events post-1951. The OAU Convention Governing Specific Aspects of Refugee Problems in Africa (1969) further extended the definition to include “every person who, owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part or the whole of his country of origin or nationality, is compelled to leave his place of habitual residence in order to seek refuge in another place outside his country of origin or nationality.” This Convention was unanimously signed in September 1969 and ratified by OAU Member States, including Ghana, in June 1975. Ghana is signatory

to both conventions. These two international legal definitions inform the characterisation of Ghana's 'victim' diaspora – Ghanaians who left for fear of political persecution at different epochs of the country's migration history.

Equally important international legal frameworks include the United Nations' Universal Declaration of Human Rights (1948). Article 15(1) and (2) outline the individual's right to a nationality and the protection against arbitrary deprivation of nationality and the right to change one's nationality. Article 13(1) and (2) also state one's right to freedom of movement and residence within the borders of each state and the right to leave any country, including one's own, and to return to it. This provision does not, however, automatically guarantee admission into a destination country. Most important are the International Covenant on Civil and Political Rights and International Covenant on Social, Economic and Cultural Rights which were concluded in 1966 and have since come into force.

Ghana has also ratified a number of other international conventions including the ILO's forced labour conventions (ILO Conventions 29 and 105) which prohibit/abolish all forms of forced and compulsory labour (1957 and 1958 respectively), Conventions concerning migration in abusive conditions and the promotion of equality of opportunity and treatment of migrant workers (1975), Conventions on the rights of migrant workers and members of their families (1990), Conventions against transnational organised crime (2000), Protocol against smuggling of migrants by land, sea and air (2002), Protocol to prevent, suppress, and punish trafficking of

persons, especially women and children (2002), among others.

The United Nations launched a Global Commission on International Migration (GCIM) in 2003 aimed at establishing a framework for a coherent, comprehensive and global response to the issue of international migration. The Commission's report in 2005 emphasised the potential benefits of migration for development. This was followed by a High-Level Dialogue on International Migration (HLD) in 2006. The outcome of this meeting, captured in the UN Secretary General's report, recommended the creation of a forum for UN member states to discuss migration and development nexus issues. This led to the creation of the annual Global Forum on Migration and Development (GFMD). In December 2018, the United Nations formally adopted the Global Compact for Safe, Orderly and Regular Migration, said to be grounded in values of state sovereignty, responsibility-sharing, non-discrimination, and human rights whilst recognising that "a cooperative approach is needed to optimise the overall benefits of migration, while addressing its risks and challenges for individuals and communities in countries of origin, transit and destination".

Consistent with United Nations initiatives, the Council of Europe introduced, in 2005, the Global Approach to Migration and the EU-African Union Partnership on Migration, Mobility and Employment. This is also known as the 'Joint Africa-EU Strategy' and it constitutes a road map for future co-operation. This generated the Rabat, Tripoli and Lisbon Declarations, and bi-lateral dialogues with so-called "priority" sub-Saharan African countries. Steps were

taken by all parties to go beyond declaration of conventions and treaties to concrete actions. Such global and regional initiatives and international agreements (multilateral, regional or sub-regional) have served to inform the response of Ghana to international migration.

3.2.2 Continental and Regional Frameworks

At the continental level, the most significant legal framework for the protection of the human rights and freedoms of migrants is the 1981 African Charter on Human and Peoples' Rights. The Charter gives every individual the right to equal protection under the law and prohibits the mass expulsion of non-nationals. Other important conventions and treaties include: the Organisation of Africa Unity (now African Union) Convention Governing the Specific Aspects of Refugee Problems in Africa (1969), the African Charter on the Rights and Welfare of the Child (1990), and the African Union Convention for the Protection and Assistance of Internally-Displaced Persons (IDPs) in Africa (The Kampala Convention, 2009), which is the first comprehensive regional agreement to address internal displacement, including prevention, response and durable solutions. Among various frameworks and declarations on migration by the AU are the Migration Policy Strategic Framework for Africa, Joint Africa-EU 37 Declaration on Migration and Development, Ouagadougou Action Plan, AU Plan of Action on Drug Control and Crime Prevention (2007-2012) and Africa-EU Partnership on Migration, Mobility and Employment.

Other pan-African migration agreements endorsed and signed by Ghana include the Migration Policy Framework for Africa in Banjul in 2006 and the AU Common Position on Migration and Development. At the sub-regional level, Ghana is party to the Niamey Convention on Cross-Border Co-operation within the ECOWAS Region, which seeks to improve cooperation between populations living across common national borders and the Lagos Plan of Action for the Economic Development of Africa (1980-2000) and the Final Act of Lagos (1980). Also, the 2000 ACP-EU Partnership Agreement (Cotonou Agreement, revised 2005) strengthens the international development agenda while countering international terrorism, conflicts, illicit trafficking, irregular migration and global environmental threats.

The ECOWAS Treaty, which was adopted in 1979, provides in Article 27 that “Member States shall by agreements with each other, exempt Community Citizens from holding visitors’ visas and residence permits and allow them to work and undertake commercial and industrial activities within their territories”. The Revised ECOWAS Treaty of 1997, in order to achieve the aims of the Community, also provides in Article 3 (1) for “the removal, between Member States, of obstacles to the free movement of persons, goods, services and capital, and to the right of residence and establishment”. These provisions reflect the three-pronged approach to the migration policy of ECOWAS enshrined in the 1979 Protocol on the Free Movement of Persons, Right of Residence and Establishment.

All ECOWAS 15-Member States, including Ghana, have ratified the 1979 Protocol even though its effective application and implementation is fraught with several challenges at the national and sub-regional levels. The ECOWAS Protocol requires a series of legislative, regulatory, and practical measures for the effective application of the law. Additionally, the implementation of the Protocol is limited by national and supra-national institutional weaknesses and inadequate capacity of implementing agencies.

The most recent sub-regional instrument was the 2008 ECOWAS Common Approach on Migration, adopted at the 33rd Summit of the ECOWAS Heads of State and Governments. This migration framework provides for the necessary policy guidelines for the Member States to move beyond migration control and exclusion to migration management and opportunity.

The ECOWAS Protocol was to be implemented in three phases, each comprising approximately five years. The first phase provides for the Right of Entry, which became effective in 1980 and guarantees to community citizens in possession of valid travel documents or international peace certificates admission to other Member States without any visa requirements provided their length of stay does not exceed 91 days. The second phase, which started in 1986, grants the Right of Residence to Community Citizens in a Member State and to be employed in accordance with municipal laws of the country of residence; and the third phase provides for the Right of Establishment of Business Ventures by Community Citizens in Member States other than their own.

3.2.3 National Legal and Policy Frameworks

At the national level, Ghana has historically used different policies and laws to manage migration on an *ad hoc* basis. For instance, in colonial times, immigration into Ghana was managed by a Colonial Ordinance, which predominantly focused on foreign civil servants, traders and missionaries. However, in the immediate post-independence period, consistent with the Pan-Africanist ideologies of Dr. Kwame Nkrumah and his view of Ghana's leadership position on African Unity issues, Ghana pursued a liberal migration policy. Thereafter, the government enacted the Aliens Act, 1963 (Act 160) to provide conditions for foreigners to enter the country as well as for the residence and employment of foreigners in Ghana. This was partly in response to the fact that the country experienced net immigration due to the influx of nationals from West African countries for employment purposes. In 1969, Ghana's Prime Minister, Dr. K.A. Busia, promulgated the "the Aliens Compliance Order" which was meant to make aliens in Ghana to comply with the legal regime in the country. The Order required all aliens in Ghana to obtain the relevant permits within two weeks or face expulsion. It led to the first and largest deportation exercise in Ghana, affecting thousands of African migrants in Ghana, particularly from Togo, Benin, Cote d'Ivoire, Burkina Faso, Nigeria, Mali and Niger.

Since the adoption of the 1992 constitution, however, migration management in the country has been done through provisions enshrined in the constitution as well as national policies, legislations and regulations. Some of the

national policies, legislations and regulations on migration management in Ghana include: the Petroleum (Exploration and Production) Act, 1984 (PNDC 84); the Revised 1994 Population Policy; Refugee Law of 1992 (PNDC 305D); the Ghana Investment Promotion Centre Act of 1994 (Act 478); Ghana Free Zone Act, 1995 (Act 504); and the Children's Act 1998 (Act 560). Others include the Immigration Act of 2000 (Act 573); Citizenship Act, 2000 (Act 591); The Citizenship Regulations, 2001 (LI 1690); The Immigration Regulations of 2001 (L.I. 1691), The Labour Act, 2003 (Act 651); The Human Trafficking Act, 2005 (Act 694); Minerals and Mining Act, 2006 (Act 703); Foreign Exchange Act 2006 (Act 723); Representation of the Peoples (Amendment) Act 2006 (Act 669); Labour Regulations, 2007 (L.I. 1833); Human Trafficking (Amendment) Act, 2009 (Act 784); The National Youth Policy, 2010; National Ageing Policy, 2010; Immigration Amendment Act, 2012 (Act 848); The National Urban Policy Framework, 2012; and the Ghana National Climate Change Policy, 2013.

4.0 Main Policy Issues

The policy covers a number of policy issues that are relevant to enhancing the engagement between Ghana and her diaspora.²

² The following main issues were also proposed but are withheld for future purposes due to some considerations:

1. Legal instruments and programmes that extend rights to the diaspora
2. Social Security and Portability
3. Political Incorporation and Voting Rights
4. Social Protection and Human Rights

4.1 Capacity building

The increased transnational connectivity of migrants allows them to traverse national borders and to initiate and sustain simultaneous relations among their origin, destinations, and other network locations. This new reality has shaped the way 'origin' and 'destination' are conceptualised. The views of the diaspora about Ghana could be blurred with time and may constitute imaginary rather than actual reflections of the 'homeland'. At the same time, the concept of 'destination' might have lost its predominance as a means of severing or weakening Ghanaian migrants' relations with the homeland in contemporary transnational settings. Thus, it is critical to find means to translate Ghanaian diaspora's feelings of attachment and nostalgia into concrete development opportunities for Ghana. In order to engage the diaspora effectively, there is the need for strong and effective state and non-state institutions in Ghana and abroad as well as dynamic diaspora associations for joint ownership and implementation of the policy. These institutions will also ensure that programmes and interventions that may be required are successfully implemented not only for engagement with the diaspora, but also to engender a conducive economic environment and for attaining a higher economic status for the country. In this regard, the diaspora will be encouraged to play leading roles in the transfer of innovative skills through various transnational professional networks; setting up of individual business as well as joint ventures with businesses in the homeland and leading international business consortia in viable economic investments in Ghana. The Home-Coming Summit will continue to provide the opportunity for the

Ghanaian diaspora to visit the home and develop networks for future return visits and business partnerships. Other programmes supporting the declaration of 2019 as the Year of Return shall continue to be implemented to sustain the process of bringing together the Ghanaian and African Diaspora. These will be done in line with the recommendations in the SDG Target 17.16 ('Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, particularly in developing countries') and Target 17.17 ('Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships') (IOM, 2020: 91- 92).

4.1.1 Enhancing Diaspora-Homeland Relationship through Symbolic Nation Building

Since her independence in 1957, Ghana has made several efforts to develop and improve state-diaspora relations. In the late 1950s, the first President of Ghana, Kwame Nkrumah, pioneered a continental diaspora engagement programme not only through his vision of uniting Africa, but also through his concept of "African Personality". President Nkrumah declared on many platforms that Africa would be stronger if it unites its entire population (both home and abroad), for national and continental development. His pan-African views culminated in the holding of the All-African People's Conference in 1958, at which he advocated for consolidation of all African states into one.

Since the late 1990s, a number of programmes have been implemented by various governments of Ghana to further boost the relationship between the state and the people of Ghana (the Homeland), on the one hand, and the Ghanaian and African diasporas, on the other. Prominent among these programmes are the Emancipation Day and the Pan African Festival of Arts and Culture (PANAFEST) which have been held in Ghana since 1998.

4.1.1.1 Objectives

The policy objectives are to:

- (a) Enhance the Ghanaian Diaspora's sense of belonging to Ghana and reinforce claims of shared national identity, using programmes designed for the Home-Coming Summit;
- (b) Promote the rich festivals and cultural heritage of Ghana to promote the tourism potential of the country for increased revenue;
- (c) Develop processes for creating and coordinating strong interactions among Ghanaians living abroad and those at home, and among the diaspora in various spheres of economic activities at the Home Coming Summit activities;
- (d) Enable the Diaspora to participate in the determination of the governance of the country.

4.1.1.2 Policy Actions

- (a) Encourage Ghanaian missions abroad to organise cultural and national programmes that showcase the Ghanaian culture and heritage;
- (b) Repackage existing cultural programmes such as PANAFEST and Emancipation Day celebrations to target many diaspora groups;
- (c) Organise more seminars and business workshops in all parts of the country during festivals to expand opportunities for more fruitful interaction times for the Diaspora and their Ghanaian counterparts;
- (d) Adopt closer working relations between the MFARI and other relevant ministries to ensure that past symbolic milestones such as the ROPAA find translation in practice and not merely paper declarations;
- (e) Review the Representation of the People (Amendment) Act, 2006 Act 699, to make it practically implementable;
- (f) Involve traditional authorities and other civil society organisations (CSOs) in diaspora-related activities to ensure increased inclusiveness in the process;
- (g) Strengthen existing networks among hometown associations abroad and, government and other associations, and jointly organise diaspora events for maximum effect;
- (h) Organise more competitions and cultural events through the Ministry of Education and the National Youth Authority to offer the Ghanaian diaspora youth, including young professionals with opportunities to connect with the home environment

- to explore the potential of developing a career and livelihood in Ghana;
- (i) Strengthen the National Service Scheme and internship programmes for young diaspora being implemented by the Diaspora Affairs, Office of the President and extend such programmes to the tertiary institutions to develop special exchange programmes for Ghanaian young diaspora;
 - (j) Build a comprehensive database of the human resource requirements of Ghana in sectors such as education, health, social services and engineering and make them available to the Ghanaian Diaspora on periodic basis to enable them make informed decisions about their future in the diaspora or their possible re-location to Ghana;
 - (k) Institute an annual diaspora forum to enable the diaspora to make an input into parliamentary proceedings in Ghana.

4.1.2 Programmes for Institutional Capacity Building

For effective implementation of diaspora programmes, many governments are building the capacity of their relevant diaspora-related institutions. Ghana, for example, established a Diaspora Unit in 2012, which was later upgraded to the Diaspora Affairs Bureau (DAB) in 2014. Currently, there is the Diaspora Affairs, Office of the President (DAOOP), which is the highest institution for the implementation of this policy. This clearly points to the government's efforts to boost the capacity of its diaspora institutions. Still, there is the need to strengthen all relevant institutions, both in Ghana and abroad to expedite the two-way engagement between Ghana and the diaspora.

4.1.2.1 Policy Objectives

The policy objectives are to:

- (a) Establish the necessary institutional mechanisms for the effective coordination and administration of diaspora-homeland relationships with a website facility that is up-to-date;
- (b) Assess the composition and structure of existing hometown associations, alumni, professional and other groups in destination countries;
- (c) Work in collaboration with relevant national and international organisations to strengthen transnational networks at different spatial levels (i.e., community, town, city, regional and national);
- (d) Ensure that state and non-state institutions and actors responsible for diaspora-related programmes have the requisite capacities and the conducive environment to effectively engage the diaspora to participate in Ghana's economic development;
- (e) Build capacity and social capital of the leadership of diaspora groups to encourage the diaspora to have trust in Ghanaians in general, and the Ghana government and its institutions, in particular;
- (f) Mobilise Ghanaian diaspora professional groups to develop and sustain transnational networks for knowledge transfer and collaborations, especially among the young diaspora, including their professional associations;

- (g) Reduce unnecessary bureaucracies at the ports and harbours relative to clearing of goods imported into the country to increase Ghanaian investor confidence in the country.

4.1.2.2 Policy Actions

- (a) Build capacity of staff working on migration-related issues at all relevant government ministries, agencies and departments, particularly the Diaspora Affairs, Office of the President (DAOOP), the MFARI, and Ghana's Missions Abroad;
- (b) Strengthen collaboration between and among the Diaspora Affairs at the Presidency and other relevant state agencies namely, the MFARI, Ministry of the Interior, Ministry of Trade, other relevant MDAs and Ghana's Missions abroad;
- (c) Improve the capacity of institutions to facilitate effective access to relevant information on the Ghanaian Diaspora;
- (d) Improve the capacity of institutions on the use of modern advanced technological forms of communication (social media platforms such as Twitter (now X), Facebook, LinkedIn etc.) to reach out to the diaspora especially the younger generation;
- (e) Simplify personal data collection and generation of database processes at all Ghanaian missions abroad;
- (f) Promote transnational collaborations among diaspora professional and hometown associations,

- faith-based entities, the missions abroad and local actors;
- (g) Simplify clearance processes at Ghana's ports of entry to remove unnecessary bureaucracies at the ports;
 - (h) Establish honorary consulate-general offices in countries with large Ghanaian diaspora populations such as the United States of America.

4.3 Programmes for Obtaining Obligations from the Diaspora

4.3.1 Leveraging Investment benefits and privileges

To incorporate diaspora groups into national development processes, many governments have formulated policies to obtain obligations from the diaspora. Some developed countries, such as the USA and Switzerland, have mandatory payment systems in place to levy taxes on emigrants, while other countries, such as the Philippines, obtain mandatory payments through less formal channels such as fees from emigrant workers recruited through state agencies. Whilst Ghana has no policy to levy taxes on emigrants, the Government of Ghana has developed a number of programmes to obtain obligations from the diaspora. There is the need to leverage investment benefits and privileges that accrue to members of the Ghanaian Diaspora in a coherent manner, if these programmes are to be successful.

4.3.1.1 Policy Objectives

The policy objectives are to:

- (a) Promote foreign direct investment options in Ghana among the Ghanaian Diaspora;
- (b) Assess and increase the range of investment opportunities the Ghanaian Diaspora could leverage;
- (c) Promote diaspora investment for development;
- (d) Maximise investments from diaspora transnational business networks;
- (e) Reduce the cost of investments in Ghana by providing the diaspora with the relevant local knowledge on investment and investment culture in Ghana.

4.3.1.2 Policy Actions

- (a) Collaborate with diaspora business and professional groups on marketing investment opportunities in Ghana;
- (b) Provide real time data on investment portfolios in Ghana;
- (c)** Initiate institutional reforms in relevant sectors such as agriculture, manufacturing, education, health, financial and other services;
- (d) Develop business partnerships using Ghanaian diaspora members as an interface between Ghana, the destination country, the market, and investors;
- (e) Promote made-in-Ghana products abroad through expo-fares to attract collaborative investment with the Ghanaian diaspora in producing and marketing

- these products outside Ghana, with the Ghanaian missions acting as facilitating institutions;
- (f) Strengthen Ghanaian missions abroad to provide support to small and medium size entrepreneurs to register their businesses in the host country;
 - (g) Design attractive financial packages to foster diaspora investment for development in the origin country;
 - (h) Mainstream diaspora investments, skills and knowledge transfer into development planning;
 - (i) Initiate processes to build in diaspora's local knowledge into investment negotiations;
 - (j) Extend preferential treatment (e.g., ease of conducting business in Ghana) to 'former Ghanaians' who have lost their citizenship through acquiring another citizenship;
 - (k) Set up branches of Ghanaian banks in Europe to facilitate access to foreign currencies and cheaper loans;
 - (l) Institute schemes to release mortgage equity from diaspora properties abroad to be used to buy bonds and treasury bills in Ghana;
 - (m) Encourage health and education tourism by Ghanaian diasporas by improving the quality of healthcare and education in Ghana;
 - (n) Formalise the land tenure system in Ghana to remove obstacles to the acquisition of land for private and business purposes.

4.3.2 Mobilising Remittances and Philanthropic Transfers for Sustainable Development

Ghana is one of the major recipients of international remittances in Africa. For instance, in 2015, the total remittance of USD\$4.98 billion accounted for 13.2 percent of the nation's GDP. In 2017, the remittances figure of USD\$3.54 billion contributed 7.7 per cent to GDP. In 2020, even under the challenges of the COVID-19 and associated negative impacts on human mobility, Ghanaians resident abroad transferred remittances totalling USD\$4.29 billion accounted 6.3 percent of the GDP. This indicates that even though the percentage share of the GDP from remittances declined from the 2017 level, the quantum of remittance transfer increased. There are many positive development impacts of remittances in Ghana. At the national level, foreign exchange from remittances helps to reduce the current account deficit as well as the external debt of Ghana. Remittances also have impacts on the Ghanaian economy through investment in housing which has spin-off effects on a large number of businesses. A significant proportion of international financial transfers to Ghana are used for consumption and recurrent expenditures, including living expenses, education, hospital bills, marriage ceremonies, funerals and the cost of migrating abroad. At the community level, remittances sent by hometown associations and individual migrants have been used to finance community development projects in many parts of Ghana. Remittance receipts also boost businesses in various communities. There are, however, a number of challenges associated with mobilising remittances for development in Ghana. For instance, a large proportion of international remittances to

Ghana are transferred through informal channels, such as friends, relatives, self-carry when visiting home and hiding money in letters being posted. High cost of transferring money through formal institutions, lack of bank accounts by many poor people in Ghana, long queues at some financial institutions and strict adherence to personal identification procedures render the banking system a less desirable remittance-receiving channel for many poor families. The fact that a large percentage of remittances to Ghana is transferred through informal channels is quite disturbing because these channels are not reliable. The use of informal channels also makes it difficult for the state to monitor the inflow of money for effective planning. The fact that a significant proportion of remittances is consumed is also worrying as it reduces the developmental impacts of financial flows to the country. Given the clearly positive impacts of remittance to socio-economic development, the Government of Ghana is committed to implementing programmes to maximise the benefits and minimise the challenges associated with its flow. While aiming at implementing objectives to attract benefits from the diaspora, efforts will be made through bilateral and multilateral agreements to protect against the exploitation/high cost of transfers from the diaspora towards achieving SDG Target 10c ('By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than five per cent').

4.3.2.1 Policy Objectives

The policy objectives are to:

- (a) Increase migrants' remittance flows to Ghana;
- (b) Remove barriers to the use of formal channels of sending and receiving remittances;
- (c) Develop mechanisms to reduce transaction costs of remitting to Ghana;
- (d) Enhance the developmental impacts of remittances on Ghana;
- (e) Provide reliable data on remittance flow for the purpose of planning;
- (f) Encourage individual diaspora and diaspora organisations to give philanthropic donations and to attract them through their networks at their destination;
- (g) Reduce administrative cost of doing business in Ghana;
- (h) Ensure that the investment climate encourages investment in Ghana.

4.3.2.2 Policy Actions

- (a) Engage the diaspora to actively take steps to increase remittance flow;
- (b) Work with MFARI, Bank of Ghana and other financial institutions to facilitate remittance transfer at lower costs;
- (c) Reduce barriers and costs associated with remittance transfers to Ghana;
- (d) Use innovative strategies to formalise informal organisations that transfer remittances to Ghana;

- (e) Strengthen the capacity of the Ghana Statistical Service and Bank of Ghana to collect and produce reliable data on remittance and philanthropic donations from the diaspora and their networks;
- (f) Institute reward systems in recognition of philanthropic donations to enhance the willingness of the diaspora to increase their donation and search for them from their networks;
- (g) Encourage the financial institutions to educate people in the diaspora and local recipients on safe channels of remitting and investment opportunities to enhance the developmental impacts of remittances;
- (h) Create incentives to attract remittances and complement with good business environment to attract diaspora entrepreneurs;
- (i) Organise diaspora trade and investment or business fora to encourage Ghanaians abroad to invest their resources in relevant sectors in the country;
- (j) Establish a Diaspora Investment Fund to support small and medium scale businesses to contribute to national development;
- (k) Empower Ghanaian missions to initiate innovative trustworthy systems to provide support services to Ghanaians abroad to be able to send remittances home through the provision of national identification cards other than a passport;
- (l) Facilitate the establishment of diaspora money transfer institutions by the Ghanaian diaspora to reduce the cost of remittance transfer to Ghana;

- (m) Create framework and tax concessions to support individual diaspora and diaspora organisations to give and attract philanthropic donations;
- (n) Pursue appropriate reforms in the investment climate to attract diaspora investment;
- (o) Issue identity cards to Ghanaian diaspora, especially for irregular migrants, for remittance transfer purposes;
- (p) Enact a law that ensures that a percentage of the revenue from diaspora remittances is used to support the GNCM, the Diaspora Affairs office at the office of the President and the Diaspora Unit at MFARI;
- (q) Adopt the 3x1 matching fund scheme (Mexican model) to direct the money sent by hometown associations abroad (collective remittances) to productive uses in their communities of origin, by ensuring that the government multiplies by three the contributions sent by migrants abroad for development projects in their communities;
- (r) Establish remittance banks that will target national development projects such as infrastructure, provision of energy among others for development.

4.3.3 Transnational Networks and Knowledge and Skills Transfer for Sustainable Development

The physical dispersion of the Ghanaian diaspora is sometimes perceived as a loss of their skills to Ghana. However, increased transnational connectivity has removed the need for migrants to be physically present in order to contribute to national development. The transmission of social remittances to Ghana by members

of the diaspora has been impressive over the years. Such social remittances include the transfer of skills, ideas, behaviours, practices and social capital accrued from destination countries. These transfers can be executed individually by diaspora members or facilitated by international organisations such as the International Organisation for Migration (IOM) and the United Nations Development Programme (UNDP). So far, individual social remittances have included ideas on democratic governance, transparency and accountability, human rights, punctuality, work ethics and assertiveness, among others. In addition, social capital derived from their membership of business and epistemic networks abroad have enabled the Ghanaian Diaspora to promote transnational investments and collaborations in Ghana. To gain the most from such transfers there is the need to streamline the transition from the so-called 'brain drain' into 'brain gain'. With this Policy, the diaspora will be encouraged to transfer innovative skills through transnational professional networks, set up their individual businesses and joint ventures with businesses in the homeland or lead international business consortia in areas of viable economic investments in Ghana.

4.3.3.1 Policy Objectives

The policy objectives are to:

- (a) Create a database of skills of all Ghanaians abroad;
- (b) Facilitate the circulation and/or transfer of competencies, expertise and experiences from the Ghanaian Diaspora by advertising to the diaspora;

- (c) Tap the professional skills of expatriate Ghanaians through short-term consultancies such as sabbatical leave in Ghana;
- (d) Design pathways for sustainable return and reintegration of Ghanaians abroad who wish to do so;
- (e) Sensitise and equip the skills sector in Ghana with relevant information in order to maximise the benefits from transnational skills transfers.

4.3.3.2 Policy Actions

- (a) Map and regularly update a database of skills of the Ghanaian Diaspora;
- (b) Harness the development potential of different categories of skills in a coherent and systematic manner by compiling a database on skills and human resource competencies of the diaspora;
- (c) Provide clear and concise information, preferably through the Ghana Investment Promotion Centre and the Diaspora Affairs, Office of the President (DAOOP), on steps in initiating business/development ventures in Ghana;
- (d) Promote collaboration between diaspora professionals/associations and those in Ghana to strengthen knowledge transfer and support by providing up-to-date data on human resource needs of Ghana;
- (e) Assist local institutions to improve their efficiency in accessing available intellectual and technical

- resources from the diaspora and peoples of African descent;
- (f) Build capacity of local counterparts of skilled professional bodies to increase potential for effective collaboration with the Diaspora;
 - (g) Develop a legal framework to protect the intellectual property rights and patents of both local and diaspora investors to boost diaspora investor confidence in the country;
 - (h) Sensitise permanent emigrants on the benefits of attaining dual citizenship in order to guarantee full rights and privileges in Ghana for entrepreneurial activities;
 - (i) Collaborate with development partners such as IOM, BMZ through GIZ, JICA, UNDP to fund short-term knowledge exchanges and consultancies;
 - (j) Give preferential consideration to competent diaspora experts in cases of recruitment of international consultants for development and related activities in Ghana;
 - (k) Promote return and re-integration programmes at different spatial (national, regional and community) levels in Ghana;
 - (l) Provide practical support to return migrants in order to minimise incidence of 'brain waste';
 - (m) Organise international fora on 'the role of the Ghanaian Diaspora in national development' to engender direct diaspora input into the national development planning process;
 - (n) Create and implement a legal framework that enables Ghanaian citizens seeking another citizenship in a host country to maintain their original Ghanaian citizenship in situations where

- the host country by law would require him/her to renounce the original citizenship;
- (o) Provide opportunities for younger generation migrants to contribute to Ghana's development through short-term professional and cultural engagements.

4.4 Diaspora, Tourism and Cultural Heritage

Though the Ghanaian Diaspora may visit Ghana as tourists, their inclination to know more about their past or roots may go beyond tourist sites and activities. Tourism and cultural heritage are, therefore, two important issues that are deeply entrenched in diaspora engagement and constitute vital instruments for getting the diaspora connected and eventually involved with their homeland's activities.

Tourism has grown at an accelerated pace over the last few decades and global forecasts indicate an even faster rate of growth in the coming years. Ghana needs to develop its tourism sector as it engages the diaspora in its national development effort. Evidence suggests that many members of the Diaspora who eventually connect and invest in Ghana are more likely to have visited the country the first time as tourists. In domestic tourism, cultural heritage stimulates national pride in one's history. In international tourism, cultural heritage engenders respect and understanding of other cultures and, consequently, promotes peace and understanding among different people. The promotion of cultural heritage for tourism creates a win-win situation for the homeland and the diaspora.

Most of the Ghanaian Diaspora is young people, often torn between their current places of residence and that of their roots, Ghana. Most of them may identify themselves as Ghanaians, but have never lived in Ghana, may not know Ghana through physical contacts, and hardly understand the culture and customs of Ghanaians. There are other older generations of Ghanaians and Africans in the Diaspora who know very little about their history and heritage. These people will welcome opportunities that will make them experience some of the cultural activities, and other things that can inform them about their heritage. Granted that one of the pillars of tourism is people's inherent desire to see and learn about the cultural identity of different parts of the world, the wealth and diversity of cultures and traditional practices in Ghana, including our different attractive dances, music, foods and clothing should be used effectively to brand Ghana to boost tourism among the diaspora.

4.4.1 Objectives

The policy objectives are to:

- (a) Promote the image and cultural identity of Ghana through the development of tourism and cultural heritage by positioning Ghana as a tourist destination of first choice;
- (b) Project Ghana as a country where immense opportunities exist for the Ghanaian Diaspora to discover their cultural identity and be part of its celebration;
- (c) Create opportunities for the diaspora to identify and commit their resources to the national

- development effort;
- (d) Promote diaspora investment, trade and tourism for accelerated economic development.

4.4.2 Policy Actions

- a) The Ministry of Tourism, Culture and Creative Arts, as the lead agency in tourism and cultural heritage, should develop diaspora-specific programmes targeted at specific diaspora groups and their needs;
- b) Develop partnerships with traditional authorities and diaspora institutions to design and market tourism products that are likely to be both general and unique to particular diaspora groups;
- c) Develop effective communication outlets abroad for timely dissemination of information about tourism and cultural activities;
- d) Ensure cost effective design of tourism and cultural programmes with the involvement of both public and private sectors of the economy through public and private sector participation;
- e) Lead MDAs including the GIPC and the Ghana Tourism Authority (GTA) should establish a strong coordinating committee to promote investments, trade and tourism.

4.5 Return, Readmission and Reintegration

Return migration, readmission, and reintegration of migrants are major components of international migration. Effective return migration management has enormous benefits for countries that take it seriously. Many migrants may return to their countries of origin and may seek

readmission into their professions and reintegration into the home society. Such persons may need assistance to adjust to their now “new” environment, depending on how long they stayed outside. This is particularly so for migrants who have returned under very trying circumstances, including those who return from places of war (as in the case of recent returnees from Libya) or other forms of violent ethnic or xenophobic clashes. Some Ghanaian migrants may suffer higher vulnerability due to the challenges of unemployment and low incomes while abroad, or the difficult circumstances through which they migrated abroad. These vulnerable people, including women and children, sick and disabled persons, victims of trafficking, and unaccompanied minors, may require special attention to facilitate their readmission and reintegration on their return. To the extent that the management of return migration has implications for the participation of the diaspora in the economic and social life of Ghana, it should be treated as an important component of any diaspora engagement initiative.

4.5.1 Policy Objectives

The policy objectives are to:

- (a) Ensure that all returnees are registered at various ports of entry to facilitate their easy contact in the future;
- (b) Develop an integrated framework for return and sustainable reintegration for Ghanaians abroad who wish to return to Ghana;

- (c) Shorten the process of readmission of return migrants who are professionals into their professions without compromising quality;
- (d) Provide qualified return migrants equal opportunities as their counterparts who never emigrated to find jobs on their return;
- (e) Foster collaboration between relevant state institutions and the Ghanaian Diaspora to enable the latter to make informed decisions to return;
- (f) Extend counselling services to people who are deported or repatriated to Ghana, and other returnees who may be unprepared for returning;
- (g) Provide counselling and support services to return migrants to prepare them for adjustment and reintegration on their return.

4.5.2 Policy Actions

- (a) Establish an integrated assistance framework on return and reintegration in line with international best practices and standard operating procedures (SOPs) such as the pre-departure and post-return assistance for the Ghanaian diaspora;
- (b) Build the capacity of relevant stakeholders on return and reintegration programmes and identify the specific needs of return migrants and offer appropriate solutions;
- (c) Develop a national readmission framework to enable professionals with special skills to be readmitted into their professions in a relatively short timeframe;
- (d) Develop collaborative mechanisms between public and private sector institutions and civil society

- organisations to facilitate the integration of Ghanaian returnees into the Ghanaian society;
- (e) Develop return migration programmes to include preparation prior to return to equip potential returnees with information on resettlement and socio-economic opportunities, including jobs in Ghana;
 - (f) Organise skills training for returnees to assist them understand job placement processes in Ghana;
 - (e) Establish returnee counselling services to address the peculiar needs of return migrants to facilitate their smooth readmission and reintegration back home;
 - (f) Adopt selective targeting of the most vulnerable returnees for readmission and reintegration programming to address their special needs;
 - (g) Task a specific government agency to work, in collaboration with the Ghanaian Diaspora and their association leaders to coordinate the readmission and reintegration of returnees;
 - (h) Sensitise Ghanaians abroad on the need to continue to maintain strong links with their family members through collaboration between DAU and Ghanaian missions abroad to ensure their smooth reintegration whenever they choose to return home;
 - (i) Target returnees through local and informal associations that implement reintegration programmes;
 - (j) Hold collaborative consultations between relevant public agencies and returnee associations to understand the concerns of returnees to make return migration a mutually beneficial process for sustainable human and national development;

- (k) Develop a framework to engage Ghanaian diaspora professionals to offer short-term *pro bono* professional services in Ghana when they visit home;
- (l) Sign agreements with host countries to facilitate voluntary return;
- (m) Provide sustainable funding sources in support of voluntary returns of Ghanaians;
- (n) Support Ghanaian diaspora members to establish businesses on diaspora return visits home; for example, chartered travel options or the provision of information on return and reintegration.

4.6 The African Diaspora

Historically, Ghana's Diaspora dates back to the Trans-Saharan Atlantic Slave Trade by which about 30 million people from sub-Saharan Africa were forcibly evacuated to settle and work in North American plantations. Many of these victims of the slave trade were taken from the Gold Coast (now Ghana). While many of them died on the high seas in the "middle passage," those who eventually arrived at their destinations never got the opportunity to return. The descendants of these victims of the Slave Trade still associate themselves with the African continent and specific African countries. Ghana, on account of being one of the main transit ports of exit to North America then is seen by many contemporary descendants of the victims of the slave trade, mostly the African-Americans and African-Caribbean, as their preferred or adopted ancestral home country.

Many among these African-American and African-Caribbean descendants of the victims of slavery have

been contributing immensely to different sectors of the Ghanaian economy, including education, health, tourism, agriculture, the Information Technology Industry, etc.

Despite their enormous contributions to the Ghanaian economy, many of these African diaspora face serious challenges, including complicated processes for visa acquisition, and Ghanaian citizenship acquisition, even though they enjoy the provision of the Right of Abode. Others face problems relating to their investment and recognition in Ghana. These challenges need to be addressed through the Diaspora Engagement Policy to maximise their contribution to, and participation in, Ghana's development process.

4.6.1 Policy Objectives

The policy objectives are to:

- (a) Ensure the identification of people of African descent as a Diaspora Group with right of abode in Ghana who may desire to apply for Ghanaian citizenship;
- (b) Ease the process of acquisition of citizenship by people of African descent who choose to return to Ghana;
- (c) Ease bureaucratic processes for them to invest in the Ghanaian economy;
- (d) Provide a framework for effective networking and skills transfer between the diaspora of African descent and the homeland.

4.6.2 Policy Actions

- (a) Organise an African Diaspora Festival once every year to enhance their sense of physical and spiritual belonging to the homeland;
- (b) Collaborate with Diaspora Africa Forum (DAF) to repackage existing cultural programmes such as PANAFEST and Emancipation Day celebrations to target the African diaspora;
- (c) Establish a Unit within Ghana Missions in the USA and the Caribbean as centres for Ghanaian citizenship orientation and related issues for African-Americans and the African-Caribbean and other African diaspora with such interests;
- (d) Implement computer-based on-line application systems for citizenship and passport acquisition, and for investments by the African diaspora;
- (e) Create an African diaspora skills bank in Ghana to support Ghana's bilateral and transnational relationships among the diaspora in the interest of Ghana.

4.7 Second and Third Generation, and Youth Diaspora

4.7.1 Creating Linkages between the Second and Third Generation Diasporas and Ghana

The Ghanaian Diaspora, like many others, is largely made up of people who were Ghanaian citizens by birth before migrating to the current destination countries. These people, in the long run, may give birth to children who, by the laws of the countries of residence, may become

citizens of those countries other than Ghana. Such children become second generation Ghanaian diaspora who may in turn give birth to their own children who may be classified as third generation Ghanaian diasporas. While the second and third generation diaspora may not be Ghanaian by citizenship, they nonetheless may have various interests in whatever happens in Ghana by virtue of their Ghanaian parentage. Some of them may be young professionals who can contribute to economic activities in Ghana through transnational networks. There should, therefore, be strategies to provide opportunities for these second and third generation diaspora to participate in the development process in Ghana based on their own interests.

4.7.1.1 Policy Objectives

The policy objectives are to:

- (a) Institute programmes for second and third generation Ghanaian Diaspora to be oriented to the country of their parents;
- (b) Integrate second and third generation Ghanaian diasporas, including young professionals, into the Ghanaian society;
- (c) Attract second and third generation Ghanaian diasporas to invest in Ghana;
- (d) Leverage remittances from second and third generation Ghanaian diasporas for development in Ghana;
- (e) Facilitate the enjoyment of certain privileges and rights and the undertaking of some responsibilities among the second and third generation Ghanaian

- diasporas who choose to integrate into the Ghanaian society and invest in it;
- (f) Encourage Ghanaian tertiary institutions to promote special tertiary international student (exchange) programmes to attract second and third generation Ghanaian diaspora.

4.7.1.2 Policy Actions

- (a) Designate an appropriate ministry to strengthen existing mechanisms to attract second and third generation Ghanaian diasporas to have an interest in Ghana's development, through cultural events, such as sports, notably football at the international level in collaboration with Ghanaian associations at the destinations of the diaspora;
- (b) Provide tax incentives to second and third generation Ghanaian diasporas with interest in investing in some sectors of the country;
- (c) Organise special home-coming programmes for interested second and third generation Ghanaian diasporas to showcase areas of possible collaborative investment in Ghana;
- (d) Provide opportunities for second and third generation Ghanaian diasporas to access tertiary education in Ghana through special international student (exchange) programmes;
- (e) Create a social media platform between the Ghana missions and Ghanaians abroad to attract second and third generation diaspora to Ghana;
- (f) Implement a module within the National Service Scheme that allows second and third generation diaspora to opt to undertake a year's national

service in Ghana as a way to be acquainted with the Ghanaian society, towards the possibility of their eventual integration should they decide to do so;

- (g) Reduce the cost of travel to Ghana by providing visa waivers to second and third generation diasporas;
- (h) Set up language learning centres at the destinations that can be supervised by the Ghanaian missions to encourage second and third generation diaspora members to learn Ghanaian languages;
- (i) Encourage the sending of second and third generation children to Ghana periodically in order to build a sense of belonging to Ghana; however, parents should be educated to desist from using the threat of sending the youth to Ghana as punishment, as such threats could create in the children negative feelings about Ghana;
- (j) Facilitate efforts to reduce the cost of family travels to Ghana through chartered flights and waivers for visa fees for their children with foreign citizenship to encourage parents to visit Ghana with diaspora children.

4.7.2 Cultural Heritage and the Second and Third Generation Diaspora

Many second and third generation Ghanaian diaspora are often torn between their current places of residence and that of their roots, Ghana. Most of these young people may identify somewhat with Ghana, but do not know Ghana through physical contact, have never lived in Ghana, or hardly understand the language, culture, and customs of

Ghanaians. Such young people will want to experience various cultural, social and economic activities that can educate them about their heritage. Over the years, some members of this group have organised themselves into loose social networks that promote their connection with the homeland. These networks need formal support from the Ghana Government through “engaging policies and programmes” to make them more effective and sustainable. A formal integration of the second and third generation diaspora into the Ghanaian society will accelerate the socio-economic development of the country.

4.7.2.1 Policy Objectives

The policy objectives are to:

- (a) Make the second and third generation diaspora an integral part of the engagement process;
- (b) Target second and third generation diaspora as a special group with peculiar needs that have to be addressed;
- (c) Create opportunities for the second and third generation diasporas to identify with, and commit their resources to the national development effort;
- (d) Develop special tourism and cultural heritage programmes to attract and assist the second and third generation diaspora to appreciate their Ghanaian cultural heritage;
- (e) Create innovative avenues for the second and third generation diaspora to interact more regularly with the youth and relevant professional associations in Ghana to establish networks that can promote their mutual interests;

- (f) Provide adequate resources for the Ghana Missions abroad to collaborate with hometown associations and other networks to attract second and third generation diaspora through programmes on Independence Day and at other important national events to encourage them to identify with Ghana.

4.7.2.2 Policy Actions

- a) Create a desk in a relevant ministry, or charge the National Youth Authority, to mobilise the second and third generation diaspora as a special group;
- b) Organise cultural, sports, entertainment, and educational programmes for second and third generation diaspora and the youth of Ghana for socialising, networking, and developing common interests with their counterparts in the homeland;
- c) Create joint avenues for skills and enterprise development between this group and other homeland groups for the transfer of skills;
- d) Create avenues for second and third generation diaspora to interact more regularly with the youth in Ghana to network and develop their common interests;
- e) Encourage hometown associations and other organisations, including professional associations and networks to get the second and third generation diaspora involved in national programmes to enable them to identify more with Ghana;
- f) Promote joint consultations and working sessions between the second and third generation diaspora and other private sector players in the economy;

- g) Establish language learning centres within the Ghana missions abroad to provide Ghanaian language lessons for second and third generation Ghanaians;
- h) Promote inter-cultural youth linkages targeting second and third generation Ghanaians in the diaspora by showcasing Ghanaian cultural festivals abroad;
- i) Organise and coordinate visits to Ghana for the second and third generation Ghanaian diaspora during special Ghanaian occasions and festivals.

4.7.3 Creating Linkages between the Youth Diaspora and Ghana

The Ghanaian diaspora includes young people who voluntarily emigrate to seek greener pastures in different destination countries across the globe or were sent abroad by their migrant Ghanaian parent(s) while they were very young, in their formative years or left behind by the migrant parents but joined them after some time. There are some who also go on government scholarships for further studies abroad and end up as part of the Ghanaian diaspora by either delaying their return to Ghana or deciding to live and work in their new-found destination countries. This category of young people in the diaspora does not belong to the second and third generation and requires different approaches of engagement as a way of linking them back to their roots.

4.7.3.1 Policy Objectives

The policy objectives are to:

- a) Ensure that the youth diaspora continue to uphold their Ghanaian identity;
- b) Facilitate the mobility of the youth through immigration and travel-friendly processes;
- c) Create opportunities for the youth diaspora to make their skills and other resources relevant to Ghana's development;
- d) Encourage the youth diaspora to be involved in viable investment ventures for job creation back home;
- e) Create an enabling environment to facilitate return visits through chartered flights promoted by the Ghanaian missions and the eventual return and reintegration of these youth into the Ghanaian economy in order to contribute their rich expertise towards national development.

4.7.3.2 Policy Actions

- a) Equip the Ghana missions abroad to enable them issue/renew travel and identity documentation for these Ghanaian youth at subsidised fees and in a timely fashion;
- b) Create a social platform for interaction between the youth diaspora and their counterparts in Ghana relative to skills development and transfer;
- c) Embark on 'roadshows' on investment opportunities in Ghana, targeting Ghanaian youth diaspora; and minimise bureaucracies associated

- with the processing of document related to investment initiatives in Ghana;
- d) Establish a reintegration unit within the DAU to support Ghanaian youth diaspora towards their reintegration into the Ghanaian society upon their return;
 - e) Broaden the participation of the youth in diaspora communities at their destination by encouraging the associations to establish the youth wing and let them play major roles in the organisation of events such as Independence Day celebration;
 - f) Provide support to the youth diaspora groups and associations by building their capacity, while obtaining greater obligations from such collectives;
 - g) Communicate changes in the educational system in Ghana (from 'O' and 'A' Level to Junior High School and Senior High School) to foreign governments to facilitate admission of the youth into higher educational institutions.

4.8 Data, Research and Information Systems on the Diaspora

4.8.1 Migration Data on the Diaspora

The adoption and successful implementation of any policy depends largely on available data and research evidence. In Ghana, like many other developing countries, migration data are often scanty, outdated, and unreliable. Unsurprisingly, even the number of Ghanaians living abroad, as presented by various sources including the national censuses, is routinely contested. Meanwhile,

several ministries, departments and institutions generate and use different types of migration data, depending on context. The tools for collecting data by the various migration data systems, for example, need to be streamlined to include data on second and third generation Ghanaian diaspora, for instance, to make the data more comprehensive and useful than they are now. Efforts should be made to procure comprehensive datasets on the Ghanaian diaspora, disaggregated per their socio-demographic characteristics, including their age, sex, income, employment status, education, occupation, country of residence, among others.

4.8.1.1 Policy Objectives

The policy objectives are to:

- (a) Establish a sustainable system of data collection on the Ghanaian Diaspora that documents all diaspora and related variables and issues in the mutual interest of Ghanaians at home and abroad;
- (b) Procure highly reliable and useful data on the Diaspora to strengthen the Ghana-Diaspora engagement process.

4.8.1.2 Policy Actions

- (a) The migration data systems - including administrative, passenger statistics (air, road and sea/river), surveys, censuses, etc. - should be scrutinised to produce reliable data for the management of migration and for addressing the

- needs of Ghana and her diaspora towards a sustainable national development;
- (b) Efforts shall be made to build a comprehensive database on the human resource needs of Ghana in sectors such as education, health, social services and engineering, which should be made available to the Ghanaian diaspora on a regular basis to enable them to make informed decisions on their relocation and investment plans in Ghana;
 - (c) Register all major diaspora associations to facilitate their engagement with the home country;
 - (d) Use waivers of processing fees on documents such as visa and passport to incentivise members of the diaspora to register with Ghanaian Embassies/High Commissions, as a means of collecting data on the diaspora.

4.8.2 Research and Information Systems on the Diaspora

Migration research in Ghana has long been saddled with the lack of reliable data. This, however, should not prevent the government and other actors, including those in academia, from conducting good and timely research on migration, in general, and the diaspora, in particular.

Reliable information on the diaspora is as crucial as the policy that is required to engage them. Developing such information systems requires collaboration between government and the diaspora individuals and associations. To a large extent, lack of trust in government and public institutions has, over the years, prevented the diaspora from participating in registration systems.

4.8.2.1 Policy Objectives

The policy objectives are to:

- (a) Build enduring and sustainable information systems to facilitate quick research on the Ghanaian Diaspora to support the engagement dialogues between the people in the homeland and the diaspora;
- (b) Work with diaspora associations and relevant institutions, to forge sustained collaboration with the Ghanaian Diaspora to document relevant diaspora issues that are of mutual interest to Ghanaians irrespective of their country of residence.

4.8.2.2 Policy Actions

- (a) Establish an on-line one-touch platform to facilitate data collection on diaspora issues. This should aim at identifying the Ghanaian diaspora by socio-demographic characteristics, including age, sex, educational status, occupation, and country of destination;
- (b) Adopt innovative technology that helps to protect data and to ensure confidentiality and anonymity of the diaspora to boost their trust and confidence in government information systems.

5.0 Policy Implementation

5.1 Institutional Framework for Policy Implementation

The successful implementation of the DEP requires an institutional framework with all stakeholders fully

committed to its implementation. Under the National Migration Policy, a Ghana National Commission on Migration (GNCM) is to be established for its implementation. The GNCM, however, is expected to work collaboratively with all relevant public and private sector and civil society organisations. Since the DEP is a policy nested in, and derives its relevance from, the NMP, it is conceived that the Diaspora Affairs, Office of the President, will coordinate the implementation of the DEP in collaboration with the GNCM and the Diaspora Affairs Unit at the MFARI. Since the GNCM is yet to be established, it is proposed that a team of experts should be identified to act as an interim body to coordinate the implementation of the policy until the GNCM is set up to take over. This should be done under the supervision of the Ministry of the Interior (the host of the NMP) in close collaboration with the key stakeholders.

Several ministries, departments and agencies have been identified to play key roles in the implementation of the DEP. These have been identified below alongside their expected roles to facilitate the effective implementation of the DEP.

5.2 Relevant Institutions

5.2.1 Diaspora Affairs, Office of the President

The Diaspora Affairs, Office of the President (DAOOP), will coordinate all diaspora-related issues in close collaboration with the GNCM and the Diaspora Affairs Unit within the MFARI to ensure the effective implementation of this policy. The DAU will be supported by the MFARI for its role in the policy implementation. The DAOOP will be

required to liaise with the Bank of Ghana to mobilise required resources from within and outside Ghana to support the DEP implementation. The collaboration activities of the DAOOP will require the support of the Government and relevant MDAs as well as the diaspora. Such support should include financial resources, advocacy and related programmes that bring the diaspora and their activities into the public domain.

5.2.2 Ministry of Foreign Affairs and Regional Integration

The Ministry of Foreign Affairs and Regional Integration (MFARI) has the mandate to address the welfare and interests of Ghanaians abroad while ensuring that non-Ghanaian nationals in Ghana enjoy protection within the legal framework of Ghana. The MFARI will work collaboratively with the Diaspora Affairs, Office of the President, and Ghana's missions abroad, to build a database of the Ghanaian Diaspora together with their networks to facilitate sustainable engagement for the benefit of the country and the Ghanaian Diaspora. The Ministry will also work in collaboration with its missions abroad to mobilise the Ghanaian Diaspora to support national development efforts. MFARI is also expected to ensure that Ghana's missions abroad are adequately resourced and have the capacity to act as liaison between Ghana and its diaspora in the engagement process for sustainable national development.

5.2.2.1 Diaspora Affairs Unit

The Diaspora Affairs Unit (DAU) (formerly a Bureau) operates within the MFARI and was initially the coordinating unit for the preparation of the Diaspora Engagement Policy. The Diaspora Affairs Unit, within the MFARI, will work with the DAOOP to coordinate the implementation of the DEP in collaboration with the Ghana National Commission on Migration (GNCM) and other relevant ministries, departments and agencies. The Unit will facilitate all engagement processes with the Ghanaian Diaspora and report through the MFARI to the Diaspora Affairs, Office of the President.

5.2.2.2 Ghana Missions Abroad

Ghana missions abroad are the first points of contact and links with the Ghanaian Diaspora. The missions abroad will be required to roll out programmes and strategies to provide reliable database on the Ghanaian Diaspora to create avenues for engagement and dialogue. The missions shall work to remove any suspicions that the Ghanaian Diaspora might have about them as a way of strengthening their engagement with Ghanaians abroad. The missions will also mobilise the Ghanaian Diaspora to support national development in Ghana.

5.2.3 Ministry of Finance

The Ministry of Finance (MoF) will ensure adequate provision of required resources to the Diaspora Affairs, Office of the President, to facilitate its work and those of other relevant agencies in the implementation of the Policy.

The Ministry will collaborate with the DAOOP and MFARI to mobilise resources from both internal and international sources for the implementation of the Policy.

5.2.4 Ghana Investment Promotion Centre

The Ghana Investment Promotion Centre, (GIPC) the agency in charge of investment activities in the country and their promotion abroad, will provide information on investment and investment opportunities in Ghana to attract the Ghanaian Diaspora community to invest in Ghana. It will collaborate with Diaspora Affairs, Office of the President (DAOOP), the Ministry of Foreign Affairs and Regional Integration (MFARI), Ghana Missions Abroad, the Ministry of Tourism, Culture and Creative Arts (MTCA), the Ghana Tourism Board (GTB), among other relevant MDAs, to organise joint business meetings and investment fora amongst diaspora businesses and their counterparts in Ghana to showcase investment opportunities in various sectors. It will also thereby promote diaspora investment, trade and tourism in Ghana and facilitate partnerships of diaspora and the home country businesses through the establishment of strong and effective coordinating committees to monitor the investment activities of such partnerships. Furthermore, the GIPC, in collaboration with other MDAs, will use innovative technology to improve its trade and investment database to make investment information attractive and to facilitate skills exchange among homeland businesses and their counterparts in the diaspora.

5.2.5 Bank of Ghana

The Bank of Ghana (BoG) will work with other relevant institutions to collect and disseminate data on remittances from the Ghanaian Diaspora into Ghana and monitor and guide the use of foreign resource inflows through remittances. It will also collaborate with Diaspora Affairs offices and other relevant stakeholders in the building of reliable database on the Ghanaian Diaspora community and provide them with relevant monetary policy information to guide the investment plans of the diaspora.

5.2.6 Ministry of the Interior

The Ministry of the Interior (MINTER), within its mandate of formulating policies and strategic plans related to migration management as outlined under the National Migration Policy, will work with the Ghana Immigration Service (GIS) to ensure the smooth entry into and exit from Ghana of the Ghanaian Diaspora within the legal framework of Ghana. For effective data management and consistency in reporting, the Ministry will also collaborate with the MFARI and Missions Abroad to provide a database on Ghanaians in the diaspora with dual citizenship and to initiate bilateral discussions with their countries of destination to facilitate the enjoyment of political rights they may be entitled to in Ghana, in accordance with the laws of Ghana. The ministry will, from time to time, initiate actions to revise these rights as may be deemed to be in the interest of Ghana.

5.2.7 Ghana Immigration Service

The Ghana Immigration Service (GIS), as the agency in charge of managing and facilitating movement of people through Ghana's borders, will establish a database on members of the Ghanaian Diaspora who visit home to foster resource mobilisation for national development. The GIS will also collaborate with other bodies especially GIPC to monitor the investment activities of the diaspora in Ghana.

5.2.8 Office of the Attorney General and Ministry of Justice

The Office of the Attorney General and Ministry of Justice will collaborate with all security agencies in the country to enforce legal instruments on the fundamental human rights of all Ghanaians, including those in the diaspora. The Ministry will also ensure that rule of law is upheld in the country to engender confidence of the Ghanaian Diaspora in the Ghanaian economy to increase their interest to invest in the homeland.

5.2.9 Ministry of Information

The Ministry of Information will ensure free flow of information to the Ghanaian Diaspora on viable areas of investment for the purpose of attracting resource mobilisation for development in the country. The Ministry will also provide information on the Ghanaian Diaspora to the Ghanaian public to facilitate partnerships between Ghanaians resident in Ghana and Ghanaians in the diaspora.

5.2.10 Ministry of Trade and Industry

The Ministry of Trade and Industry (MoTI) will promote diaspora investment in Ghana and also collaborate with the diaspora and Ghanaian missions and the Ghana Export Promotion Authority, among others, to hold trade and investment fairs or fora in host countries. The Ministry will also provide information on areas of viable investment to the Ghanaian Diaspora and encourage Ghanaian entrepreneurs abroad to partner with their counterparts in Ghana.

5.2.11 Ghana Statistical Service

The Ghana Statistical Service (GSS) is expected to work collaboratively with the DAOOP, the DAU of the MFARI and Ghana Missions abroad to adopt a sustainable system for data collection, analysis and utilisation to inform the country's development with support from the Ghanaian Diaspora.

5.2.12 National Identification Authority

The National Identification Authority (NIA) is expected to work collaboratively with the DAOOP, the DAU of the MFARI and Ghana Missions abroad to register and capture data on Ghanaians in destination countries to provide a basis for a database on Ghanaians abroad.

5.2.13 National Development Planning Commission

The National Development Planning Commission (NDPC) has oversight responsibility for all development processes, programmes and initiatives in Ghana. The NDPC will factor the DEP into its development planning activities and work with other relevant agencies and stakeholders for the effective monitoring and evaluation of the DEP.

5.2.14 Customs Excise and Preventive Service

The Customs Excise and Preventive Service (CEPS) is mandated to collect import and export duty tax, petroleum tax and import excise. It also is responsible for safeguarding national revenue through the prevention of smuggling of goods across Ghana's borders and for maintaining national security along the country's borders. The CEPS will promote responsible importation of goods into the country by providing accurate information to the Ghanaian Diaspora on the relevant tax regime on goods imported into the country and receipt of goods from philanthropists. It will also contribute to the implementation of specific policies on imports and exports that are related to the Ghanaian Diaspora.

5.2.15 National Population Council

The National Population Council (NPC) coordinates all population-related programmes and activities in Ghana and advises government on the integration of population variables into development planning in the country. The NPC will work in close collaboration with all public and private agencies to monitor the smooth implementation of

the DEP and provide feedback to government to inform further programming towards effective integration of the Ghanaian Diaspora in the country's socio-economic development.

5.2.16 Ghana Police Service

The Ghana Police Service (GPS) will work in close collaboration with the GIS and other relevant agencies to ensure that the rights and privileges of return Ghana diaspora members are fully protected within the legal framework of the country. In addition, the GPS collaborates with GIS to deal with cross-border trafficking incidents. The main focus of the Service is preventing and prosecuting internal trafficking in persons cases, while collaborating with external agencies in dealing with international trafficking in persons issues too.

5.2.17 Ministry of Tourism, Culture and Creative Arts

The Ministry will work to develop strategic tourist sites in the country as sources of attraction to the Ghanaian diaspora. The Ministry will also work with other ministries and agencies to develop the hospitality industry to further boost Ghana's attraction to the outside world, especially to the Ghanaian diaspora. In addition, the Ministry will develop innovative ways of making the Ghanaian diaspora, especially the youth and the second and third generation diaspora, to generate interest in, and become familiar with, the country's culture.

6.0 Resource Mobilisation for Policy Implementation

The effective implementation of any policy requires the provision of adequate human, material and financial resources. It is expected that there would be collaborative arrangements between the Government of Ghana and the Ghanaian Diaspora to mobilise the much-needed resources for the effective implementation of the Diaspora Engagement Policy (DEP).

6.1 Policy Objectives

The policy objectives are to:

- (a) Ensure that the DEP is supported with sustainable resources for its effective implementation;
- (b) Ensure that there is a transparent and accountable system of financial administration for the policy implementation at all levels.

6.2 Policy Actions

- (a) The Diaspora Affairs, Office of the President, in collaboration with the Ministry of Foreign Affairs and Regional Integration (MFARI), will lead the resource mobilisation efforts for the implementation of the DEP. The Diaspora Affairs and the Ministry will integrate the resource needs for the implementation of the DEP in their respective annual budgetary proposals to the Executive for consideration and approval. This will ensure that the financial resources required for the

implementation of the DEP will be incorporated into the national budgetary allocations to MDAs;

- (b) The MFARI shall use its foreign missions across the globe to embark on public education among Ghanaians abroad on the importance of the DEP and encourage them to make voluntary contributions in the form of donations in cash or in kind towards the implementation of the policy;
- (c) The Diaspora Affairs, Office of the President, in collaboration with the MFARI, shall work out a mechanism to identify Ghanaian hometown associations within and outside Ghana and engage them towards the mobilisation of resources for the implementation of the DEP. Ghanaian emigrants usually organise themselves into various social, economic and religious associations for the purposes of providing socio-economic and spiritual support to members and mobilising resources for development programmes and activities in Ghana. A way could be found to formalise these associations under the auspices of the Ghanaian missions abroad. These associations and civil society organisations could also be used to mobilise funds for the implementation of the Diaspora Engagement Policy;
- (d) The Diaspora Affairs, Office of the President, shall engage the private sector and industry for funding to support the implementation of the DEP. It will engage individuals at both home and abroad to voluntarily contribute in diverse ways to support the

implementation of the DEP. One effective way to achieve this is through the creation of diaspora-homeland citizenship ventures which the DEP deems a matter of high priority, relative to national development, therefore, deserving of the necessary support for its implementation.

7.0 Monitoring and Evaluation of Policy Implementation

The successful implementation of the DEP requires a roll out of a monitoring and evaluation plan to ensure that the objectives of the policy are achieved as have been envisaged. It is expected that all relevant stakeholders will play a role in the policy's successful implementation.

7.1 Policy Objectives

- (a) Ensure the full implementation of the DEP to achieve the set objectives;
- (b) Ensure value for money in the implementation of the DEP.

7.2 Policy Actions

- (a) The Diaspora Affairs, Office of the President, the MFARI and all the relevant ministries, departments and agencies in collaboration with the GNCM, shall work with other stakeholders such as the Centre for Migration Studies of the University of Ghana to monitor the progress of implementation of the DEP;

- (b) Develop relevant indicators including number of Ghanaians resident abroad who invest in Ghana, annual remittance in-flow from the Ghanaian Diaspora into Ghana, the Ghanaian Diaspora's participation in political administration in the country, number of entrepreneurial partnerships between the Ghanaian Diaspora and their counterparts resident in Ghana, etc., to guide the monitoring and evaluation of the Policy;

- (c) Undertake periodic review of the policy based on the results of the monitoring and evaluation exercises conducted in the course of the policy implementation.

Appendices

Glossary of terms

Country of destination: The country that is a destination for migratory flows (regular or irregular) or where the migrant resides; also known as receiving country.

Country of origin: The country that is a source of migratory flows (regular or irregular) or where migrant is coming from; also known as sending country.

Diaspora: Ghanaians who have migrated and are resident outside Ghana; Ghanaians born to Ghanaian parents (either one or both) living outside Ghana, described as second and third generations; the youth (who migrated from Ghana or were born abroad); descendants of enslaved Africans and all persons of African descent who have historical and cultural ties with Ghana and also have interest in Ghana's development.

Emigration: The act of departing or exiting from one country with a view to settling in another. International human rights norms provide that all persons should be free to leave any country, including their own, and that only in very limited circumstances may a State impose restrictions on an individual's right to leave its territory.

First Generation Ghanaian Diaspora: They are Ghanaian citizens by birth before migrating to their current destination countries.

Immigration: A process by which non-nationals move into a country for the purpose of settlement.

Integration/adjustment: The process by which immigrants become accepted into society both as individuals and as a group. The particular requirements for acceptance by a receiving society vary from country to country, and the responsibility for integration is a two-way process of adaptation by migrants and host societies. Integration does not necessarily imply permanent settlement. It does, however, imply consideration of the rights and obligations of migrants and host societies, of access to different kinds of services and the labour market and of identification and respect for a core set of values that bind migrants and host communities in a common purpose.

International Migration: Movement of persons who leave their country of origin, or the country of habitual residence, to establish themselves either permanently or temporarily in another country. An international boundary or frontier must, therefore, be crossed.

Migration: The movement of a person or a group of persons, either across an international border, or within a state for a period of at least six months or a year and above. It is a population movement, encompassing any kind of movement of people, whatever its composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification.

Migration management: A term used to encompass numerous governmental functions and a national system of orderly and humane management for cross-border migration, particularly managing the entry and presence of foreigners within the borders of the state and protection of immigrants, refugees and others in need of protection.

Nationality: Legal bond between an individual and a State. The International Court of Justice defined nationality in the *Nottebohm case, 1955*, as "...a legal bond having as its basis a social fact of attachment, a genuine connection of existence, interests and sentiments, together with the existence of reciprocal rights and duties...the individual upon whom it is conferred, either directly by law or as a result of the act of the authorities, is in fact more closely connected with the population of the State conferring the nationality than with any other State." According to *Art. 1, Hague Convention on Certain Questions Relating to the Conflict of Nationality Laws, 1930* "it is for each State to determine under its own laws who are its nationals. This law shall be recognised by other States in so far as it is consistent with international conventions, international custom, and the principles of law generally recognised with regard to nationality."

Naturalisation: Granting by a State of its nationality to a non-national through a formal act on the application of the individual concerned. International law does not provide detailed rules for naturalisation, but it recognises the competence of every State to naturalise those who are not its nationals and who apply to become its nationals.

Permit: Documentation, usually issued by a governmental authority, which allows something to exist or someone to perform certain acts or services.

Protection: The concept of protection encompasses all activities aimed at ensuring full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law, i.e. human rights law, international humanitarian law and refugee law. Human rights and humanitarian organisations must conduct these activities in an impartial manner (not on the basis of race, national or ethnic origin, language or gender)" (Inter-Agency Standing Committee).

Readmission: Act by a State accepting the re-entry of an individual (Own national, third-country national or stateless person).

Reintegration: Re-inclusion or re-incorporation of a person into a group or the process of give-and-take in the home country as return migrants learn to live with their families and communities back home.

Remittances: Monies earned or acquired by non-nationals that are transferred back to their country of origin. Remittances can also be in kind, such as goods. We also have social remittances which include a set of skills, ideas and practices acquired by the migrant that impact social development.

Residence permit: A document issued by the competent authorities of a State to a non-national, confirming that he

or she has the right to live in the State concerned during the period of validity of the permit.

Return migration: It is a process whereby migrants go back to their home country or habitual residence usually after spending at least one year in another country; the process may be voluntary or involuntary, temporary or permanent for purposes of settlement.

Second Generation Ghanaian Diasporas: Ghanaians born to Ghanaian parents living outside Ghana or children of first-generation Ghanaian diasporas; by the laws of the countries of residence, they may become citizens of those countries other than Ghana but may have interest in Ghana's development.

Transnationalism: The process whereby people establish and maintain socio-cultural connections across geopolitical borders.

Travel documents: Generic term used to encompass all documents issued by a competent authority which are acceptable proof of identity for the purpose of entering another country. Passports and visas are the most widely used forms of travel documents. Some states also accept certain identity cards or other documents.

Third Generation Diasporas: They are children of second-generation Ghanaian diasporas; by the laws of the countries of residence, they may become citizens of those countries other than Ghana but may have interest in Ghana's development.

Undocumented migrant: A non-national who enters or stays in a country without the appropriate documentation. This includes, among others: a person (a) who has no legal documentation to enter a country but manages to enter clandestinely, (b) who enters or stays using fraudulent documentation, (c) who, after entering using legal documentation, has stayed beyond the time authorised or otherwise violated the terms of entry and remained without authorisation.

Work Permit: A legal document issued by a competent authority of a State giving authorisation for employment of migrant workers in the host country during the period of validity of the permit.

Youth Diaspora: Young people who voluntarily migrate to seek greener pastures in different destination countries across the globe. These include students on government scholarships abroad who do not return immediately after their studies but choose to find livelihoods in their new-found destination countries as young professionals.

Sources:

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