



Practitioners' Network
for European Development Cooperation

**Report of
the expert workshop:**

Migration and Development:
an inclusive and comprehensive approach on human mobility

Crisis, Fragility and Migration Working Group (CFM WG)

--- Brussels-Madrid, January 2021 ---

Executive summary

On a global level, international development and migration are closely intertwined. At the EU level, development agencies are called to reinforce their approaches to support partner countries in maximising the impact of human mobility on development. In this regard, the Practitioners' Network – Working Group on Crisis, Fragility and Migration has promoted the exchange of practices and approaches between its members through a series of technical seminars. These led to the Migration and Development expert workshop organised at the end of 2020 by Enabel (the Belgian Development Agency) and FIIAPP. The workshop focused on the contribution of operational & technical interventions to policy development and programming, and the learning processes, methodologies and approaches.

In Session I of the workshop, EU institutions, Member States and their development agencies reflected on their frameworks and past experiences in supporting the migration and development-oriented policy-making in partner countries. They acknowledged the critical need to build trust-based and balanced partnerships with partner countries. They also considered that within the new strategic framework set by the European Pact on Migration and Asylum and through the new financing instrument for development, the NDICI, the Practitioners' Network can play a major role thanks to their proximity with local and partners actors.

For this, it is crucial that donors and development agencies base their actions on documented and evidence-based assessments of past and existing practices.

The Migration and Development expert workshop organised by Enabel and FIIAPP for the Practitioners' Network – Working Group on Crisis, Fragility and Migration provided hands-on reflections on the monitoring, evaluation and capitalisation challenges to be addressed together by EU institutions, Member States and their development agencies in the area of migration and development. Session II of the workshop focused on the challenges faced by development practitioners torn between the contractual need to monitor, evaluate and assess the impact of their specific intervention(s) and the challenge to contribute (and measure) to maximising the development impact of migration.

Through practical examples and longer-term considerations, development practitioners have presented the monitoring, evaluation and capitalisation strategies, methodologies and approaches tested in the field to capture the mutual impacts of migration and development.

Background

The 2030 Agenda for Sustainable Development recognized that international migration is a multidimensional reality of great relevance to the development of countries of origin, transit and destination that requires coherent and comprehensive responses (the main reference to migration is Target No.10.7). It also recognized the positive contribution of migrants to inclusive growth and sustainable development. The inclusion of migration within the SDGs sets up a relevant basis to further develop the governance of migration in the next few years. Furthermore, the Global Compact for Safe, Orderly and Regular Migration (2018) is the main tool with which to move forward in the implementation of the above mentioned 2030 Agenda; it is the guiding framework that will orientate the design of human mobility public policies.

At the EU level, development agencies are called to strengthen (and possibly align) their approaches and to support partner countries in the development of comprehensive, responsive and sustainable governance mechanisms, beyond emergency and crisis-management.

In this framework, the Crisis, Fragility and Migration Working Group (CFM WG) of the Practitioners' Network (PN) provides a unique platform for discussing practices and approaches around human mobility and migration. As reminded by Mrs. Anna Terrón, Director of FIIAPP, the series of five remote sessions on Migration and Development organised throughout 2020 by the CFM WG featured technical discussions on best and innovative practices linking migration and their impact on development. The remote sessions aimed at addressing the most pressing issues such as the need for policy coherence around migration or how to ensure education in emergency contexts, through the practices and lessons learnt from projects and programmes.¹

These sessions offered the opportunity to discuss practices and approaches tested by 29 different projects implemented by 10 development agencies, namely AECID, AfD, AICS, British Council, Enabel, Expertise France, FIIAPP, GIZ, Sida and SNV, in more than 30 countries in Africa, Asia, Central and South America, as well as Europe. Several features were considered as common challenges as well as good practices tested in the different contexts and countries. The efforts made by development agencies to capitalize on those challenges, lessons learnt and practices, will increase the quality of intervention and, in turn, contribute to the achievement of the SDGs.

The conclusive expert workshop on migration and development organised in November 2020 built on previous thematic exchanges and focused on (1) the contribution of operational & technical interventions to policy development and programming; and (2) the potential, the challenges and the gaps of capitalisation/learning processes, methodologies and approaches. The online event co-organised by Enabel and FIIAPP gathered 95 participants from PN development agencies, the European Commission (DG DEVCO), Member States as well as NGOs and various organisations.²

Mrs. Anna Terrón also stressed the contribution that the Practitioners' Network can make to implement the external dimension of the new European Pact for Migration and Asylum given its capacity to test and share innovative & replicable practices on migration and development.

Session I : ADDRESSING MIGRATION CHALLENGE THROUGH EU-FUNDED INTERNATIONAL PARTNERSHIPS: A COMPREHENSIVE APPROACH

Migration, be it international, regional or internal, has important impacts on all parties involved. Development agencies support partner countries to develop and to implement their Migration and Development strategies/policies as well as their other policies in mainstreaming migration across different policy sectors. In doing so, they support the creation of trust-based and balanced partnerships with partner countries. The exchanges between Mr. Jean-Louis De Brouwer (Egmont Institute), Mrs. Camilla Hagström (EC/DEVCO), Mrs. Karoline Fernández de la Hoz (Ministry of

¹ Session 1: Linking development and migration governance: a multi-level and cross-cutting approach (13.05.2020); Session 2: Inclusive social policies, with a focus on migrant youth and women (27.05.2020); Session 3: Linking development and humanitarian aid: Education in emergencies (3.06.2020); Session 4: Labour mobility and development (10.06.2020); Session 5: Improving cooperation on diaspora engagement (17.06.2020).

² Agenda in Annex

Inclusion, Social Protection and Migrations of Spain/ OBERAXE³) and Mrs. Radhia Oudjani (AFD) identified the key elements of building meaningful and successful partnerships. First, a high level of **trust** among the different stakeholders including the private sector, diaspora members/groups, local and national authorities is crucial. Second, the need to question what each partnership is for and what are the **interests** of the parties involved. Third, **coordination** is a key feature and it needs to be broken down at different levels, from institutions and donors to the operational level, in a view to highlight challenges and successes on the ground. As an example, the governance model developed at a country level by Education Cannot Wait seems to be a successful partnership and coordination approach. Institutional donors and NGOs took the lead in developing a model adapted to the specific context in Afghanistan, with strong political leadership and will from the Ministry of Education, to ensure appropriate local ownership.⁴ Also, the experience of international mobility/legal migration projects fostering coordination and partnerships among public and private stakeholders proved to be an interesting example that federates actors dealing with skills & training, employment, entrepreneurship and private sector development, both from the public and the private spheres, both in partner countries and in EU member States.

The importance of building **trust** among the different partners was once again highlighted by all stakeholders (donors as well as development agencies) as paramount in building partnerships with partner countries. Interests of the EU and the partners countries need to be balanced: development practitioners are well placed to support the EU and its Member States to identify the interests, the capacities and the needs of partner countries. Thanks to their continuous proximity with local and partners actors, development agencies were recognised as crucial players in building and maintaining sustainable and trustful partnerships.

Moreover, collaborative relations with local, public and private stakeholders, contribute to building solid capacities and securing **ownership** of interventions and processes, which in turn contribute to fostering and improving such partnerships. The EU and its Member States need to make sure that EU and the partners' interests are balanced notwithstanding that the policy and budgetary frameworks are mainly set by the EU.

The new programming instrument for international cooperation, the NDICI still under negotiation, is first and foremost a development instrument, where migration and human mobility find its place as leverage for development and important feature in the partnerships with partner countries. As an integral part of development cooperation, migration has to be mainstreamed in the NDICI and operational partners have a role to play. While the NDICI is still being negotiated among the different parties, the EC and its Delegations are already engaging in a programming exercise based on the **Team Europe approach** aimed at combining resources from the EU, the Member States and financial institutions to focus on specific development objectives, among which those also set up in the Pact for Migration and Asylum, as far as the external dimension of migration is concerned.

The Team Europe approach is a useful way of working together towards the programming of the NDICI – through country and region-based Team Europe Initiatives. However, as far as migration is concerned, in the first round of country preparatory documents, none of the draft Team Europe

³ Spanish Observatory on Racism and Xenophobia

⁴ This has been highlighted during the preparatory session 3: Linking development and humanitarian aid: Education in emergencies (3.06.2020). [Education Cannot Wait](#) is a global fund to transform the delivery of education in emergencies.

Initiatives foresees a specific focus on migration and human mobility. This can be a signal for the need to streamline migration throughout other sector approaches, or that Member States and development actors should work better together at country/regional levels to make sure that, where relevant, such Initiatives have an actual thematic focus on migration.

Among the challenges ahead for development actors and agencies in particular, Mr. Jean-Louis De Brouwer, Director of the European Affairs Program, Egmont Institute, highlighted the need to (1) using the NDICI to reinforce cooperation through not only joint programming but also joint implementation; (2) capitalising on approaches that have potential for sustainability; (3) building an EU knowledge base on migration and development (with country and sector-specific analysis); and (4) capitalising on existing knowledge of successful and unsuccessful aid modalities.

Session II: FROM IMPLEMENTATION TO COLLECTIVE KNOWLEDGE: CAPITALISING ON LESSONS LEARNT

Development actors are working on the migration and development nexus since mid-2000, with migration being acknowledged as an important coping strategy to fight poverty and improve living conditions by many individuals around the world. Development actors contributed to the understanding of the articulation between migration and development finally recognized in the Agenda 2030, the SDGs and the Global Compact for Migration (GCM, 2018). These documents represent the common framework and an important roadmap for all development actors.

Within this framework, development practitioners are called to measure the mutual impacts of migration and development, as well as contributing to a factual and balanced knowledge base on the articulation between migration and development.

A common understanding is that impacts of migration on development (and vice-versa) are not linear and are determined by a variety of factors which are rarely grasped by Monitoring & Evaluation (M&E) systems and need to be addressed through **contextual analyses** as well as other complementary tools. These analyses help identify and understand time/context-specific elements and conditions that influence the field where interventions take place.

At the EU level, and in particular since the Valletta Declaration and the establishment of the EUTF for Africa, agencies and practitioners have developed a more substantial understanding of the need to capitalise on innovative experiences and align those systems and methodologies, in order to collect data (both quantitative and qualitative) that can be aggregated and discussed beyond the individual interventions.

During the Migration and Development expert workshop, practical examples were discussed from interventions focusing on access to justice, local migration governance and access to services by refugees, IDPs and migrant people. All speakers highlighted the general consensus among donor institutions (national and EU) and practitioners on the need to make sure that monitoring tools use **mixed methods** to capture the complexity of local realities and the changes that development interventions can engrain. Also, all speakers aligned with what Mrs. Camilla Hagström (EC/DEVCO) presented as the need to acknowledge that the impacts of a specific action (or set of actions) on migration is captured in the medium to long-term. No quick fixes/gains are possible or sustainable,

and no monitoring/evaluation/assessment system can provide short-term information on (sustainable) immediate impacts.

The overall challenge is to move from an output, short-term and communication-based way of measuring and using the knowledge produced through development interventions, to **a more systemic and change-oriented system**. Sonja Fransen (UNU-MERIT Migration governance fellow researcher) suggested that the shift that donors and practitioners look for is from the boxes of their Theory of Change to the “arrows” linking those boxes: the mechanisms and the practices. Practitioners respond to this challenge by using more and more **Action-Research methodologies** to reflect on mechanisms (and changes promoted) instead of the outputs produced.

Mrs. Lea Pascal and Mrs. Isabelle De Ruyt (EC/DEVCO), Mrs. Cécilia De Decker (Belgian MFAIC), Mr. Ozan Revi (BC), Mr. Paul Bossyns (Enabel) and Mr. Guénolé Oudry (AfD), described the different set of mixed methods the different institutions and organisations are developing and using in order to capture at best the mutual impacts of migration and development. Sharing practices and ideas on such methods allowed having a clearer view on what common directions institutions and practitioners are taking, and where there is still room/need for experimenting and aligning in the future.

- Identifying (agreeing on/applying) a common set of indicators across interventions (different donors, different implementing agencies) on a given thematic area with local partners; reviewing the set on a regular basis; checking the set against context analysis, flexibly revised when necessary, used as a basis for design/programming of interventions;
- Carrying out regular and thorough context analysis to build a background understanding of the specific results achieved by individual interventions and by groups of interventions funded under a specific instrument.
- EU development practitioners highlighted the challenges in balancing the monitoring of the outputs of specific interventions (or systems of interventions); the need to capitalise already during implementation in order to feed the communication needs of the donors (national institutions, EU, others...) by providing hands-on information on good practices and lessons to be learnt; the longer-term need to understand trends and sustainability of specific methodologies, partnerships, approaches...

This implies that both donor institutions and practitioners pass from intervention/agency-specific systems to **a collective effort** to:

- Collect information on outputs of individual interventions (or set of interventions);
- Produce systemic information on changes produced through Research-Action methodologies (at intervention and/or domain level);
- Support systematic collection of context-specific and/or duplicable best practices and lessons learnt;
- Carry out context analysis along commonly agreed lines, applied to their specific area(s) of intervention.

Challenges specifically identified by practitioners include:

- **Knowledge production:** (1) The identification of indicators at intervention level accommodating both operational needs to monitor the implementation, and external communication needs does not seem to be efficient. (2) The combination between output-based assessments and quality-based research to ensure the contextualisation of data collected demands the combination of data produced for/through specific interventions and data/analysis collected and produced on a longer time-scale. (3) The inclusion/involvement of local actors in the production/analysis of data is a powerful tool to operationalise the partnerships. The production and management of knowledge distilled from practices is key to making sure that those practices are understood and integrated by the partners/by partner countries. Yet, this requires a longer design phase to allow for the local institutional rhythm to be embedded in the drafting phase, as well as a flexible approach by both donors and implementing agencies to adapt to visions/needs/priorities of national and local partners in terms of knowledge production/management.
- **Knowledge management & sharing:** (1) Different approaches to learning exist between donors and implementing agencies, with important impacts not only on the use of lessons learnt, but also on the flexibility and adaptation on the programming & design of interventions. (2) Lessons learnt are rarely put into practice, used as a basis for programming & design. (3) In a sensitive area such as migration, the knowledge produced through monitoring, evaluation, accountability and learning systems is often intended/used by donors for communication instead as a tool to improve the implementation capacity of a specific intervention or a contribution to a more complex (systemic, integrated, complete, ...) set of knowledges. (4) Ensuring the identification of good practices and approaches to build collective and usable knowledge.

Challenges specifically identified by donor institutions (EU and national):

- Quality assessments (three-monthly analysis of more qualitative results at individual intervention level).

Developing strategic and thematic evaluations on entire sectors and/or portfolios aggregating data from different implementing actors (development agencies, NGOs, multilateral organisations...) against the framework of commonly agreed indicators.

Conclusion

Development agencies play a strategic role in supporting partner countries on migration and development-related matters. In particular when building partnerships, development agencies are **key stakeholders** for EU and MS institutions. Thanks to their continuous and long-standing cooperation with a broad range of actors in partner countries, the members of the Practitioners' Network developed approaches to progressively consolidate trust with institutions/organisations in partner countries allowing for partnerships to be operationalised.

Such **trust-based relations and partnerships** allow for shared identification of best practices and lessons learnt among implementing agencies, partner and donor institutions, shared throughout the

implementation of projects and programmes. These **practices** are crucial **to feed** reflexion and **action**. Examples taken from the workshop include:

- How to ensure that migration traditions embedded in local cultures are fully understood and integrated in the projects;
- How to ensure that the context-specific developments that have an impact on local contexts (e.g. major infrastructure projects, decreasing security threats, rapid expansions of livelihood, new opportunities for education...) are duly captured in the analysis and monitoring of the impact of the interventions;
- How to ensure that local partners are fully involved in building monitoring/learning systems to share knowledge that is jointly produced.

The expertise and experience of development agencies are further maximised when they work jointly. The **PN** allows agencies to build on **collective experiences** across the migration and development nexus. The PN also allows to maximise the impact of **knowledge produced and shared**, especially on the changes that interventions and programmes on migration and development capture thanks to comprehensive MEAL systems including contextual and systems analysis, operationalised through participatory and innovative methodologies such as Research-Actions.

PN members welcome the use of these tools to shift from a focus on single intervention to **understanding mechanisms, processes and changes** promoted in partnerships with institutions and organisations in partner countries.

ANNEX – AGENDA

Migration and Development: an inclusive and comprehensive approach on human mobility Thursday, 26 November 2020, 15:00-17:00 (Teams)	
15.00 – 15.15	Opening - Introductory session Anna Terrón, Director, FIIAPP
15.15 – 16.15	Session 1: ADDRESSING MIGRATION CHALLENGE THROUGH EU–FUNDED INTERNATIONAL PARTNERSHIPS: A COMPREHENSIVE APPROACH 15.15 – 15.30. Opening remarks: Jean-Louis De Brouwer , Director of the European Affairs Program, Egmont Institute 15.30 – 16.00: Comments and discussion Panel <ul style="list-style-type: none"> - DEVCO representative: Camilla Hagström, Deputy Head of Unit B3, Migration and Employment - MS representative: Karoline Fernández de la Hoz, Director OBERAXE (Spanish Observatory on Racism and Xenophobia), Directorate General for Integration and Humanitarian Aid, Secretary of State for Migration, Ministry of Inclusion, Social Protection and Migrations of Spain - MS development agency: Radhia Oudjani, Directrice, Département Gouvernance Justice et droits humains, Direction des opérations, Expertise France 16.00 – 16.15: Q&A Moderation: Jonathan Zaragoza (FIIAPP)
16.15 – 16.25	Break
16.25 – 17.25	Session 2: FROM IMPLEMENTATION TO COLLECTIVE KNOWLEDGE: CAPITALISING ON LESSONS LEARNT 16.25-16.40 Opening remarks: Sonja Fransen , Research Fellow, UNU-MERIT, Maastricht, <i>Connecting the dots: towards strategic learning agenda's in M&D evaluation</i> 16.40-17.10: Comments and discussion Panel <ul style="list-style-type: none"> - DEVCO representatives: Lea Pascal, International Aid / Cooperation Officer and Isabelle De Ruyt, International Aid / Cooperation Officer (DEVCO D2). - MS representative: Cécilia De Decker, Special Evaluator of the Belgian Development Cooperation - MS development agencies: Ozan Revi, MyJustice Senior Programme Manager, British Council, Paul Bossyns, Enabel and Guénoilé Oudry, Team manager Migration Projects, Agence Française de Développement (AFD), 17.10 – 17.25: Q&A Moderation: Raffaella Greco Tonegutti (Enabel)
17.25 - 17.30	Conclusions and next steps Jean Van Wetter, Director, Enabel