# EVALUATION OF THE EU’S EXTERNAL ACTION SUPPORT IN THE AREA OF MIGRATION (2008-2018)

## SELECTED EVALUATION FINDINGS

1. The European Union (EU) has developed a comprehensive and holistic external policy agenda on migration. But its implementation has been hampered by a lack of coherence / shared vision between EU actors and partner countries, as well as between the EU and the EU Member States.

2. The EU’s global vision and ability to raise broad migration issues has been a source of value added in EU external actions, as have the scale of its support and long-term commitment.

3. Good complementarity of EU instruments, financing channels, and modalities has permitted to tailor migration interventions flexibly and well to country needs. Regional dialogue and high-level political dialogue have been effective complements to bilateral policy dialogue.

## KEY LESSONS LEARNT

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<th>1</th>
<th>Embedding the EU’s migration actions in its broad political and policy vision and engagement across all sectors has proven to be a critical factor of success.</th>
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<td>2</td>
<td>Keeping in mind their different mandates, comparative advantages, and capacities, existing consultation and coordination mechanisms between DGs INTPA/NEAR and HOME can function effectively in order to transmit a consistent message to partner countries.</td>
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<td>3</td>
<td>The EU has done well in using regional cooperation programmes to address migration in countries of origin, transit, and destination. Regional and, where appropriate, cross-regional approaches/multi-country dialogues are an effective way to take better into account the multi-country “migration chain.”</td>
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<td>4</td>
<td>An enhanced advocacy role from the EU vis-à-vis the EU Member States and third countries can be an effective way to promote the regular entry to the EU of needed labour migrants. A similarly enhanced advocacy role at the level of EU Delegation vis-à-vis third countries can enhance mutually beneficial regional migration for development.</td>
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<td>5</td>
<td>Having a shared and balanced strategic vision of EU and EU MS on migration to Europe, as well as a realistic view of what cooperation can and cannot accomplish, is an important factor for progress.</td>
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<td>6</td>
<td>Promoting mutually beneficial migration from third countries into the EU is a relevant and effective way to address European labour market needs, while discouraging irregular entry.</td>
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<td>7</td>
<td>Reinforcing the legal distinction between THB and SoM throughout the programme cycle helps in appropriately addressing and reporting on trafficking, and in better identifying and protecting its victims.</td>
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<td>8</td>
<td>Devoting a significant share of external resources to suppressing THB is important. At the same time, given the link between THB and SoM, designing joint actions addressing both crimes is likely more effective.</td>
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<td>9</td>
<td>A precondition of strong programmatic support in the fight against THB and SoM is taking better into account country- and local- specific social structures and market forces that drive them.</td>
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EU results in promoting mutually beneficial legal (labour) migration have been modest. Despite the aspirational nature of EU policies, European political realities have promoted a focus on reducing irregular migration to Europe.

While the EU has delivered solid support to implementing policies in Trafficking of Human Beings (THB) and Smuggling of Migrants (SoM), partner country capacities to address these crimes remain weak and monitoring progress is difficult.

UN agencies and other international agencies have been, on balance, a positive factor for external action in migration. At the same time, they raise issues of hand-over and sustainability. While some problems persist, the EU’s engagement with civil society has improved over the years.
Selected good practices in EU external support to migration

**GOOD PRACTICES**

**MOLDOVA**
- In Moldova, the EU supported the elaboration of the first *Extended Migration Profiles* which are internationally recognised comprehensive data and information tools for policymaking. It became a fully government-owned sustainable tool and Moldova continues to receive requests from other countries in the region to share its experience.

**SENEGAL**
- The Tekki-Fi awareness campaign informs not only about dangers and costs of irregular migration but also about the opportunities of staying and succeeding in Senegal. These campaigns are contributing to a shift towards a greater appreciation of local economic opportunities.

**MOOROCCO**
- The strong complementarity between EU Trust Fund and European Neighbourhood Instrument provided not only additional financial resources for migration, but additional opportunities for policy dialogue. Projects financed under EU Trust Fund were largely regional in nature, while EU bilateral support to Morocco emphasised support to migration policymaking and implementation.

**LEBANON**
- The EU supported the setup of the Migrant Domestic Workers Federation, the first domestic workers association in the region. Government has taken first steps towards a thorough reform of the local sponsorship system, which restricts migrant domestic workers’ labour rights.

**TURKEY**
- The intervention “Supporting Migration Policy Development in Turkey”, implemented by ICDPM from 2017 to 2019, has been instrumental in preparing good practice reports focussing on the United Kingdom, Germany, Sweden, Russia and Italy and including details of both migration policy development and crisis management.

**BANGLADESH**
- The EU supported the creation of the Bangladesh Migration Governance Framework, adapting global-level frameworks to the Bangladeshi context. EU support has also focussed on other aspects of safe and regular labour mobility and helped to set-up a referral system along specific corridors (e.g. Hong Kong), as well as Migrant Resource Centres.

**NIGERIA**
- The integration of Trafficking in Persons into the basic and secondary school curricula has proven to be a very innovative approach to reach children early on and promote greater awareness of the issue among young people.

**SERBIA**
- The EU has supported, through various grants, a major Serbian Civil Society Organisation focussing on THB, ASTRA, which has played a key role in policy monitoring and research in the last decade. The Public Prosecutor’s Office, in line with international standards, also signed a memorandum of understanding with this Civil Society Organisation.

**EASTERN PARTNERSHIP PANEL**
- Much relevant and useful analytical and policy-related material was collected from Eastern Partnership Panel’s stakeholders, compiled by the IOM and made globally available to external parties through the Panel’s website and dedicated intranet portal, which was well visited.

**KHARTOUM PROCESS**
- Protection of women and girls, together with the most vulnerable migrants, has been present in several thematic Khartoum Process meetings. A specific thematic meeting (Sept. 2018, Stockholm) offered an opportunity to establish a common understanding of the specific protection risks faced by women and girls on the move from Africa to Europe and consider how best to respond to those risks within the framework of the Khartoum Process.

**KEY FIGURES OF EU ACTION**

- **353 million EUR** support through UN agencies, mainly IOM, ILO, UNHCR and UNICEF
- **82 million EUR** (24%) sector policy programmes
- **348 million EUR** (35%) Cross-thematic (THB & SoM)
- **71 million EUR** (7%) Migration dialogues
- **40 million EUR** (4%) THB
- **232 million EUR** (23%) Other
- **2011-2018** support in areas of migration during the period

- **994 million EUR** were contracted in areas of migration during the period
  - **155 million EUR** allocated to country-level support
  - **441 million EUR** allocated to regional-level support

- **56%** of the total regional support, mostly channelled through the EUTF
- **Most of the committed amounts went to Africa**

- **44%** of the total regional support, mostly channelled through the EUTF
- **Support to migration more than doubled** in absolute value in the period under review (2011-2018)

(*) during the period 2011-2018 and in the areas covered by the evaluation (i.e. legal labour migration, THB and SoM).