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Mid-term Evaluation of the EU-India Cooperation and Dialogue on Migration and Mobility Project

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Acronyms

BTIA	Broad based Trade and Investment Agreement
CAMM	Common Agreement on Migration and Mobility
DoA	Description of the Action
DG Home	Directorate-General Home Affairs
DWCP	Decent Work Country Programme
EU	European Union
FPI	Foreign Policy Instrument
GAMM	Global Approach to Migration and Mobility
GoI	Government of India
HLDMM	High Level Dialogue on Migration and Mobility
ICMPD	International Centre for Migration and Policy Development
ILO	International Labour Organization
MEA	Ministry of External Affairs
PAC	Project Advisory Committee
PSC	Project Steering Committee
SDG	Sustainable Development Goal

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Executive summary

Background

The EU-India Cooperation and Dialogue on Migration and Mobility project is a 3-year, 3 million Euro initiative funded by the EU, which began in September 2017. The project followed on to the endorsement of the Common Agenda for Migration and Mobility (CAMM) by the European Union (EU) and Government of India (GoI) in 2016. It aims to support implementation of the CAMM through its specific objective of strengthening migration and mobility dialogue and cooperation between the EU and India through support to the EU-India High Level Dialogue on Migration and Mobility (HLDMM) and the implementation of the CAMM, including its future annex of actions; and its overall objective of contributing to a better management of mobility and legal migration between the EU and GoI, as well as to prevent and combat irregular migratory flows stemming from India.

The four desired outcomes for the project, as articulated in the Description of the Action (DoA), is (1) Regular and sustained dialogue between the GoI and EU on migration and mobility is strengthened; (2) Improved knowledge base of migration flows between India and the EU; (3) Enhanced legal, policy and administrative institutional capacity of India and the EU on the governance and management of labour migration; and (4) International standards and best practices on migration management implemented.

Activities to be implemented in support of the desired outcomes include coordination and administrative support services to the HLDMM held between the GoI and EU. The DoA outlines a vast number of activities for implementation that are indicative and to be determined during the course of project implementation. These activities, which were articulated in support of the high level dialogue between the GoI and EU across the 4 pillars, include a total of 61 seminars/meetings/workshops or trainings; 27 papers or policy briefs; 6 study visits; 6 global conferences; 25 information materials; and 3 awareness campaigns.¹

To support the high level dialogues and implementation of the CAMM through the activities described above, the EU chose and funded the International Labour Organization (ILO) in Delhi and the International Centre for Migration Policy and Development (ICMPD) headquartered in Brussels. According to the DoA, ICMPD is largely tasked with those activities falling under the irregular migration and protection pillars, while the ILO is largely tasked with those activities falling under regular migration and mobility and trafficking in human beings, in line with its mandate.² Both parties had select activities under other pillars as well, and there were joint tasks identified and confirmed later during project implementation.

The interlocutor representing the EU is the Directorate-General Home Affairs (DG HOME), with the EU Delegation in Delhi serving as its representative in India; and the Ministry of External Affairs (MEA) for the GoI. There are two committees for the project as identified in the DoA, the Project Advisory Committee (PAC), which is to provide strategic direction and orientation for the project; and the Project Steering Committee (PSC), which is to provide practical guidance to the implementation of activities. The EU delegation, ILO, and ICMPD are members of both committees, and the GoI participates in the PAC only.

¹ *Ibid.*

² DoA, p. 10.

Evaluation purpose and scope

The primary objective of the mid-term evaluation is to examine the project design in light of the various challenges faced by the project thus far, to identify and analyze the implementation of the specific challenges, and offer recommendations for possible operational realignment and subsequent course correction in line with the CAMM. The stakeholders to the evaluation include the ILO India office, ICMPD (Brussels and Vienna offices), the EU as both donor and project participant, as well as the GoI. The primary audience of the evaluation includes the ILO, the ICMPD management at country, regional, and headquarters levels, as well as the DG HOME and FPI services of the EU.

Methods

A qualitative approach was implemented, drawing upon data collected through semi-structured interviews with 19 stakeholders between 24 June and 19 July 2019, both in India and via Skype calls. A review of available documentation was also carried out, with additional material reviewed, including the ILO India's Decent Work Country Programme (DWCP) and online information on migration flows and dialogue between the EU and GoI.

Findings

Project design and relevance: The project intervention logic is based on the CAMM in its reference to the four pillars of regular migration, irregular migration, migration and development, and international protection; and the desired outcomes of the project relate to implementation of these four areas of work, with a particular focus on improved capacity and knowledge in the implementation of international standards. There is a discrepancy in the nuanced language on capacity development in the project logframe as reflecting the actual approach of the project in practice. This language also contributes to a lack of clarity in the logic flow. There was not clear consultation and engagement with the GoI in the project design phase, a reality that has had far-reaching consequences. Lastly, the project design is relevant to the CAMM, the ILO's DWCP and the SDGs.

Project implementation: achievements and challenges: A limited number of planned activities were officially approved and finalized by the time of the evaluation. Of those deliverables produced by the implementing partners, some were considered very useful and of high quality by the EU and GoI. Significant delays in project implementation are due to delayed PAC meetings and confirmation of work plans, and long review processes in place to finalize deliverables. Additional challenges faced relate to time and capacity to engage, different concerns and perspectives on migration by the EU and GoI, and cultural differences and communication. Partnership management occupied a significant amount of time, causing frustration and tension for multiple parties, including the implementing parties themselves, the EU delegation in Delhi and DG Home in Europe. The implementing partners found it challenging to work together due to a number of reasons, which may also be regarded as a contributing factor to delayed implementation.

Progress toward desired outcomes: The project has made some progress on Outcomes 1, 2 and 3, while contributing toward its specific objective of sustained talks on migration. There has been little progress made on the project's overall objective. The project has contributed toward raised awareness at workshops and other events of a broad range of actors who participated, yet the intended use of that raised awareness among a very wide range of actors has not clearly featured into the project's strategy in achieving its four desired outcomes. The project has led to a continued engagement between the EU and GoI. While it is unknown what would have occurred in the absence of the project, the EU and GoI have met two times in two years to discuss the CAMM,

and the project has succeeded in drawing more attention to migration between the India-EU corridor. Just 20 percent of deliverables produced were identified by the EU Delegation as specifically supporting dialogue between the EU and GoI, with the observation that all deliverables to some extent supported some level of communication about migration and mobility that enabled the EU and GoI to learn about each other's interests and agendas. Several realities may lessen the urgency around the talks going forward, particularly for the GoI. This includes the UK's exiting of the EU, and the low possibility of trade talks between the EU and India resuming soon. Yet given the EU-India strategic partnership is growing on other fronts, should momentum be maintained, the talks on migration may well continue.

Conclusion

The CAMM is at the center of the project, with its 4 areas of migration – regular, irregular, migration and development, and protection – serving as a focus for the project. With the 4 desired outcomes for the project relating to increased capacity and understanding, increased institutional capacity, and the application of best practices, the interventions are designed to address the 4 areas of the CAMM.

The evaluation notes a flaw in the project design, as the nuanced language on capacity development does not enable clear relationships within the hierarchy of the design, and nor does it reflect the project approach in practice. The GoI was not actively engaged as a participant in the project from the start, a reality that has had far-reaching consequences for the project and has contributed toward delayed implementation of the project.

A related challenge has been the different perspectives and agendas on migration between the EU and GoI. Whereas the GoI is keen to address legal labour migration following failed talks on trade with the EU, DG Home is more focused on addressing irregular migration, and can only offer vague promises on legal migration within the context of the CAMM. Other factors contributing to delayed implementation of the project include time and capacity of the EU and MEA to engage in timely review processes, challenges with communication on expectations for the deliverables produced by the implementing partners, and the unproductive partnership between the 2 implementing partners.

The delayed implementation of the project has resulted in minimal achievement of its desired outcomes, yet some progress has been made on outcomes 1-3. The project has contributed toward establishing a mechanism for talks on migration, in addition to drawing greater attention to migration between the EU-India corridor. As experienced by the EU Delegation, 20 percent of the deliverables produced by the implementing partners have made a strong contribution to talks between the EU and GoI.

The likelihood of a long-term sustainable and positive contribution to the EU-India relationship on migration and mobility is tenuous given the exit of the UK from the EU. The vast majority of Indian nationals in India reside in the UK, and thus discussions may not be as enticing for the GoI. Further, given that the CAMM does not provide the GoI the strong prospect of addressing legal migration from India, whether the GoI may continue dialogue on migration within the context of the CAMM may depend on whether trade talks resume to address legal migration between the EU and India. Yet given the momentum gained by the project in recent months, and the progress made on specific areas of discussion supported by select deliverables, there may be ways the EU and GoI can sustain their dialogue within the larger context of their strategic partnership.

The evaluation regards the concept of a project intervention used as a tool to advance bilateral dialogue as positive in principle. Yet the experience of the CAMM suggests that both parties, the GoI and EU, need to be fully onboard with aligned interests in achieving dialogue in order for such a project to be effective.

Recommendations

The evaluation puts forward below several recommendations to the EU, ILO and ICMPD specific to the project design, focusing of activities, roles and responsibilities, and management of the project. The eleven recommendations outlined below are directed at the EU, ILO and ICMPD, in collaboration with MEA, are all rather urgent in planning and executing the remaining months of the project, yet should not require any additional resources beyond the project budget.

1. Revise the DoA (including logframe) to reflect the project design in practice, ideally in a collaborative exercise that supports all stakeholder understanding.
2. The implementing partners should focus on outputs that are event-focused or workshop-focused as a means toward bringing the two sides together to support greater movement on dialogue and less on research and other products designed to raise awareness.
3. Any products agreed upon should be explicitly linked to upcoming dialogue scheduled between the EU and GoI.
4. Consider building upon the momentum generated by those 20 percent of deliverables identified as most effective in supporting dialogue so far.
5. Prioritize identification of ways to involve multiple levels of interaction between the GoI and EU in events scheduled going forward.
6. Monitoring of work can focus on the nature of outputs produced by the implementing partners, length of time of review process, clarity in expectation and communication achieved, relevance of the event or workshop to scheduled talks between the EU and GoI, and the degree to which they helped shape and contribute toward their talks.
7. For any products that are still to be finalized, streamline the review process by ensuring clear communication established to better articulate expectations and agreement on the nature of the deliverable to be produced and the timeline to be followed.
8. Areas of work that do require ILO facilitation for ICMPD vis-à-vis the GoI going forward should be well documented, shared among stakeholders and addressed by the senior management level within the 2 organizations.
9. Carry out an analysis of the CAMM and other relevant international human rights documents such as the SDGs to identify where the project might focus on incorporating a human centered approach for the remaining months of the project.
10. Consider a no-cost extension for the project given the delayed start date.
11. Reflect on both the China and India projects to compare and learn from each experience.

The evaluation offers several recommendations to the EU for the implementation of similar projects in the future.

12. In a strategic partnership, the EU instrument must be supported by the establishment of a working relationship on migration from the start.
13. Request or offer ways the partner government may take equal ownership and investment in the process from the start of the project before project launch.
14. While the EU may be the “owner” of the project and is directly contracting with implementing partners, consultation and buy-in from the partner country on the choice of implementing partners is advised to ensure smoother operations and facilitate relationship building.
15. In choosing implementing partners for similar projects in the future, consider multiple factors, including types of organizations to partner, various contractual possibilities, location, and mandate vis-à-vis the partner government.

Background of the project

The EU-India Cooperation and Dialogue on Migration and Mobility project is a 3-year, 3 million Euro initiative funded by the EU, which began in September 2017. The project followed on to the endorsement of the Common Agenda for Migration and Mobility (CAMM) by the European Union (EU) and Government of India (GoI) in 2016. It aims to support implementation of the CAMM through its specific objective of strengthening migration and mobility dialogue and cooperation between the EU and India through support to the EU-India High Level Dialogue on Migration and Mobility (HLDMM) and the implementation of the CAMM, including its future annex of actions; and its overall objective of contributing to a better management of mobility and legal migration between the EU and GoI, as well as to prevent and combat irregular migratory flows stemming from India.

The CAMM itself provides a comprehensive framework for cooperation on joint objectives, recommendations and actions for the EU and GoI in the following four priority areas: (1) Better organizing and promoting regular migration and fostering well-managed mobility; (2) Preventing and combating irregular migration, addressing trafficking in human beings; (3) Maximizing the development impact of migration and mobility; and, (4) Promoting international protection.

The four desired outcomes for the project, as articulated in the Description of the Action (DoA), is found in Table 1 below:

Table 1:
Project outcome areas³

Outcome 1	Regular and sustained dialogue between the GoI and EU on migration and mobility is strengthened
Outcome 2	Improved knowledge base of migration flows between India and the EU
Outcome 3	Enhanced legal, policy and administrative institutional capacity of India and the EU on the governance and management of labour migration
Outcome 4	International standards and best practices on migration management implemented

Activities to be implemented in support of the desired outcomes include coordination and administrative support services to the HLDMM held between the GoI and EU; technical, capacity building and advisory services; organization of events, workshops, field visits, trainings, study tour, forums, expert exchanges; provision of research, briefings and studies; and provision of communication and visibility activities. The DoA outlines a vast number of activities for implementation that are indicative and to be determined during the course of project implementation. These activities, which were articulated in support of the high level dialogue between the GoI and EU across the 4 pillars, include a total of 61 seminars/meetings/workshops or trainings; 27 papers or policy briefs; 6 study visits; 6 global conferences; 25 information materials; and 3 awareness campaigns.⁴

To support the high level dialogues and implementation of the CAMM through the activities described above, the EU chose and funded the International Labour Organization (ILO) in Delhi and the International Centre for Migration Policy and Development (ICMPD) headquartered in Brussels. According to the DoA, ICMPD is largely tasked with those activities falling under the

³ DoA, p. 18.

⁴ *Ibid.*

irregular migration and protection pillars, while the ILO is largely tasked with those activities falling under regular migration and mobility and trafficking in human beings, in line with its mandate.⁵ Both parties had select activities under other pillars as well, and there were joint tasks identified and confirmed later during project implementation.

The interlocutor representing the EU is the Directorate-General Home Affairs (DG HOME), with the EU Delegation in Delhi serving as its representative in India; and the Ministry of External Affairs (MEA) for the GoI. There are two committees for the project as identified in the DoA, the Project Advisory Committee (PAC), which is to provide strategic direction and orientation for the project; and the Project Steering Committee (PSC), which is to provide practical guidance to the implementation of activities. The EU delegation, ILO, and ICMPD are members of both committees, and the GoI participates in the PAC only.

Project context

The project is funded from the EU Foreign Partnership Instrument (FPI) service.⁶ In 2014, India graduated from the EU's development assistance programme and was categorized as a strategic partner. Without development assistance funds available to support programming on migration, the EU has made use of the FPI as another mechanism by which to engage with India on a policy issue of concern. Projects with India and China are the only FPI's on migration and mobility funded by the EU, and thus it is a relatively new modality for the EU.

India and the EU complement each other when it comes to mobility as India has the largest youth population in the world, numbering approximately 464 million, while Europe has an aging population. India has recently looked overseas for jobs for its citizens, particularly as the country's economic growth has been slower in recent years. The vast majority of its workforce overseas is semi and unskilled labour in the Gulf and Southeast Asia, with less than 10 percent of skilled labour finding work in the economies of Europe, North America, Australia and other OECD countries.⁷ Europe, on the other hand, has an aging population and a declining growth rate. By 2100, Europe's working-age population will have declined to 327 million from 456 million in 2015.⁸ Thus a migration strategy is key to Europe's future development and growth.

Migration flows between India and the EU may be characterized by greater flows from India to Europe, with the highest migration flows to the United Kingdom. The number of Schengen visas issued to Indian nationals increased 60 percent from 2010 to 2016, and in 2015, 17,625 irregular Indian migrants were identified in the EU.⁹ Further, EU Member States receive nearly 5000 asylum applications from Indian citizens annually, out of which approximately 40 percent are granted protection.¹⁰

While there are areas for mutual benefit for India and the EU, there are challenges concerning cooperation on visas, protection, and return of migrants with irregular status. While India does

⁵ DoA, p. 10.

⁶ The FPI is the EU's first instrument specifically designed to promote the Union's strategic interests worldwide by reinforcing its external strategies, policies and actions.

⁷ ILO Decent Work Country Programme 2018-2022, p. 28.

⁸ <https://www.cgdev.org/sites/default/files/maximizing-shared-benefits-legal-migration-pathways.pdf>

⁹ DoA, p. 3-4. This number was obtained by Eurostate, but is indicative of only those who have been caught. It is noted that generally Indians do not arrive in Europe irregularly, but rather overstay their visa duration which leads to irregularity in status. Figures for other years were not located, and thus understanding trends in irregular migration from India to Europe is not known by the evaluation.

¹⁰ The figures used in the 2017 DoA correspond with 2018 figures at approximately 5000, according to the following EC resource: https://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_quarterly_report#Main_trends_in_the_number_of_asylum_applicants. More recent statistics on numbers of applicants granted protection, however, were not identified, and 40 percent represents the statistic cited in the DoA.

have a clear unwritten policy to receive Indian nationals with irregular status, the national level is responsible for return, while the states are responsible for reintegration. There is also difficulty in nationality identification, which causes delays.

The project follows a range of interactions on a number of issues between the EU and India over several decades, including economic and trade, security, and climate change. As a result of strong bilateral economic ties, India and the EU started negotiations for a Broad based Trade and Investment Agreement (BTIA) in 2007. The agenda of negotiations covered not just trade in goods and services but also investment, public procurement, intellectual policy and geographical indicators, and competition policy.¹¹

Of relevance to the project's focus on migration and mobility is the Mode-4 liberalization, which was a key area of negotiation within the BTIA. India wanted greater liberalization in terms of movement of professionals and improved market access for agricultural products, pharmaceuticals, and textiles. India also favored a liberal visa regime under the Mode-4 quota of services trade, which would allow Indian IT professionals to reside and work temporarily in the EU. Moreover, India favored broader sectoral definitions, longer stay durations and flexibility of movement within EU markets under Mode 4.¹²

The EU introduced a safeguard clause, which would go into effect whenever a 20 per cent sector limit is reached. Since the safeguards are sectoral, it may affect the IT sector where Indian companies hoped to gain business. Indian policy makers believed that without a significant coverage of Mode-4 services, BTIA would not be possible. Thus the issue of movement of personnel between EU and India became a potential make or break point for the India-EU BTIA, particularly for the GoI.¹³

Trade negotiations between the GoI and EU stalled in 2013. Following the 2017 EU-India Summit, the EU and GoI had extensive exchanges to evaluate whether conditions were right to resume negotiations. Officially, both sides are committed to restart "once there is sufficient mutual understanding on the scope and ambition thereof."¹⁴

Purpose and scope of the evaluation

There have been various challenges faced in the implementation of the first half of the project, which has resulted in delays. As noted in the TORs, found in Annex 1, the primary objective of the mid-term evaluation is to examine the project design in light of these various challenges, to identify and analyze the implementation of the specific challenges, and offer recommendations for possible operational realignment and subsequent course correction in line with the CAMM. The evaluation is primarily directed towards improving the project's relevance, effectiveness and efficiency based on the lessons learned thus far, and contributing towards organizational learning for the implementing partners. Of high priority is to understand how the project can proceed in an efficient and effective way under the given context, and whether there is a need to re-align the strategic objectives and/or focus of the intervention. Related to this is an examination of the project's relevance for the GoI and EU in supporting the objectives and principles of the CAMM and the HLDMM.

¹¹ https://commerce.gov.in/international_nextDetail_WTO.aspx?LinkID=32&idwto=34

¹² Interview with stakeholder, Delhi, June 2019, and additional email correspondence, 9-10 September 2019; See also Sachdeva, Gulshan, Ed. (2019). *Challenges in Europe: Indian Perspectives*. Palgrave Macmillan: Singapore. Chapter 15, entitled "EU-India Economic Relations and FTA Negotiations" (p. 291-320) features discussion on the BTIA and Mode 4.

¹³ *Ibid.*

¹⁴ European Commission, 2019.

The stakeholders to the evaluation include the ILO India office, ICMPD (Brussels and Vienna offices), the EU as both donor and project participant, as well as the GoI. The primary audience of the evaluation includes the ILO, the ICMPD management at country, regional, and headquarters levels, as well as the DG HOME and FPI services of the EU.

Method

A total of 29 evaluation questions was originally listed in the TORs found in Annex 1. They were further refined and agreed upon, numbering 18 in total, as outlined in Table 2 and in Annex 2:

Table 2:
Evaluation Questions

Eval Domain	Questions
Relevance and validity of project design	To what degree does the project design (priorities, outcomes, outputs and activities) address the CAMM priorities and stakeholder needs?
	To what extent is the project design logical, coherent and oriented toward sustainable impact?
	To what extent is the project's M&E system effective and appropriate?
	To what degree was the project design responsive to national sustainable development plans for the SDGs and ILO DWCP?
Effectiveness	To what extent has the project contributed to the implementation and continued dialogue between the EU and India – as defined by the priorities agreed to in April 2017?
	To what degree has the project made progress towards achieving its planned objectives?
	To what extent are the institutional arrangements effective?
	To what extent is there bilateral ownership over the project?
	To what extent is there bilateral engagement and participation in the project?
	To what level does the project effectively address gender?
	To what extent will the delays and other challenges identified likely impact the achievement of the project objective?
	To what extent did the project leverage partnerships from other ILO and ICMPD projects in the country and region to build linkages in support of its overall project objective?
Efficiency	Has the level of support received by the project from relevant ILO and ICMPD units, GOI, EU services, and other partners been effective?
	To what extent have the resources (technical expertise, staff, time, cost) been used in a timely and cost-effective manner?
	To what degree was the organization of the project team responsive to changes and needs on the ground?
	To what extent are the project governance structures (Steering Committee and Project Advisory Committee) effectively and efficiently implementing their oversight functions?
Sustainability	To what degree is the link between the provided resources and inputs appropriate and sufficient in achieving the desired outcomes?
	To what extent are the results of the intervention likely to have a long-term sustainable and positive contribution to the EU-India relationship on migration and mobility?

To respond to the evaluation questions, a qualitative approach was implemented for the evaluation, drawing upon data collected through semi-structured interviews with 19 stakeholders between 24 June and 19 July 2019, both in Delhi and via Skype calls. A review of

available project documents was also carried out, with additional material reviewed, including the ILO India's Decent Work Country Programme (DWCP) and online information on migration flows and dialogue between the EU and GoI.

Those who participated in interviews represented the primary parties concerned, including MEA, DG Home, the ILO, ICMPD, and the EU delegation in Delhi. Additional interviewees included an academic known for his decades-long research on the EU and migration issues, and who is currently contributing to research for the project; another government official who participated in a capacity building activity with the ILO early on in the project; and representatives of the Italian Embassy in Delhi who collaborated with the ILO Delhi office on a project activity. A list of those interviewed is found in Annex 3.

The findings are organized based on emerging themes from the data. Main findings for each section are articulated at the beginning with discussion following. A discussion of concrete recommendations for the project going forward concludes the report. A summary response to each of the evaluation questions is found in Annex 4. Lessons learned are discussed in the conclusions section of the report, and are detailed in Annex 5.

Limitations

The following limitations for the evaluation are identified:

Degree of frankness and sharing of ideas during the data collection process: Many of the evaluation questions relate to assessing not only the project design and its relevance and effectiveness given the desired outcomes, but also the degree to which stakeholders are invested in the process and the extent to which their priorities are aligned. Given the high-level policy talks at the center of the project, and the nature of the challenges experienced in the project implementation, the level of openness during interviews varied, particularly with government officials. This may have impacted the data collected and thus the findings and recommendations formulated.

Timing of the evaluation: An important milestone was achieved for the project during the evaluation. The second PAC meeting and the HLDMM were held week of 8 July in Delhi. The vast majority of interviews were held prior to these meetings, and thus the evaluation acquired a limited understanding of the outcome of these meetings from the full range of stakeholder perspectives.

GoI role in the evaluation process: While the GoI participated in the evaluation as a primary actor in the programme, they were not considered a client to the evaluation.¹⁵ The EU Delegation, ILO project team, and ICMPD project team were the primary audience for the evaluation, as noted in the TORs, and they participated both in the data collection interview process and provided comments on draft reports. The GoI's lack of full participation and its implications for the project are discussed below as a finding, yet it also had implications for the evaluation. To some extent the challenges faced by the project with communication and deciphering GoI interests have extended to the evaluation itself, from its design to the articulation of recommendations. As the GoI is not considered a client or "user" of the evaluation, they will reportedly not receive the full report and thus recommendations are not addressed to them. Their absence as a member of the primary audience for the evaluation reflects and reinforces the challenges with the design. This absence does not capture their full inputs to the evaluation as a primary actor in the project. Nor does it cultivate their responsibility as a primary actor to the project.

¹⁵ On page 7 of the TORs, there is reference to the clients of the evaluation: "The clients and users of the independent evaluation include the ILO and ICMPD management at country, regional and Headquarters level as well as the DG Home and FPI service of the European Union."

Findings

A. Project design and relevance

Main findings:

- *The project intervention logic is based on the CAMM in its reference to the four pillars of regular migration, irregular migration, migration and development, and international protection; and the desired outcomes of the project relate to implementation of these four areas of work, with a particular focus on improved capacity and knowledge in the implementation of international standards.*
- *There is a discrepancy in the nuanced language on capacity development in the project logframe as reflecting the actual approach of the project in practice. This language also contributes to a lack of clarity in the logic flow.*
- *There was not clear consultation and engagement with the GoI in the project design phase, a reality that has had far-reaching consequences.*
- *The project design is relevant to the CAMM, the ILO's DWCP and the SDGs.*

i. Analysis of the project design and intervention logic

The project design is based on the CAMM itself, which maps out 4 distinct areas or pillars of migration and mobility, including better organization of regular migration, maximizing the development impact of migration and mobility, preventing and combating irregular migration and addressing trafficking in human beings, and promoting international protection. They constitute a comprehensive approach to migration and mobility, and for the EU, fall within its overall global agenda, the Global Approach to Migration and Mobility (GAMM). Further, there is relevance to the nature of migration flows between India and Europe as constituting multiple types and purposes for migration.

The four desired outcomes of the original project design relate to the establishment of a relationship between the EU and GoI and sustained dialogue on migration and mobility, the building of knowledge and capacity, and implementation of best practices with regard to migration management. The four outcome areas are articulated with reference to capacity and knowledge in each of the four pillars outlined in the CAMM, and are intended to support the project's immediate objective: *To support the EU-India High Level Dialogue on Migration and Mobility (HLDMM) and the implementation of the Common Agenda for Migration and Mobility (CAMM) including its future annex of actions (state and non-state actors are collaborating on the CAMM).* The immediate objective is then designed to contribute toward the overall objective for the project: *To adopt and implement international standards and best practices on migration management at state level.*

A high level theory of change for the original project design is found in Annex 6. The signing of the CAMM was believed to be the impetus for the project, with both parties onboard with the project design and its desired outcomes. Products, seminars and other events produced and organized by the implementing partners lead to both increased learning and institutional capacity, as well as give a focus for bilateral discussions between the GoI and EU. This then leads to greater levels of knowledge and capacity to manage migration by the GoI, which is to then lead to the application of this new knowledge and capacity in the form of new policies that will result in better managed migration flows.

There are a number of assumptions in the intervention logic that are worth noting, as outlined in TOC offered in Annex 7. These include a significant underlying assumption as to political impetus and will to apply new knowledge and institutional capacity acquired by a government body to the political realm of policy-making. Other underlying assumptions include whether the products and events produced and organized by the implementing partners are sufficiently targeted toward furthering understanding and dialogue, as well as greater institutional capacity among targeted actors. Finally, an additional assumption is whether there is the political will for both parties to engage in the project itself based on the signing of the CAMM. Some of these are similar to those assumptions outlined in the project's logframe, while some are new. A similar assumption is the sufficient political will on both sides to move forward on migration issues, in accordance with agreed objectives within the HLDMM. The logframe outlines a few additional ones not covered in the TOC, including there will be openness in India for various ministries to engage on EU related mobility and migration issues and other participation-related assumptions with regard to non-state actors, all of which are valid.

As the project progressed to the inception stage (November – December 2017), the logframe was updated, which features another characterization of the project logic. The overall objective is identified as the desired impact of the project, and the specific objective is identified as the outcome, while the 4 outcome areas described in the DoA are described as outputs. A range of activities is described that largely reflect the kinds of activities described in the DoA. The fourth outcome itself is associated with expert meetings on labour standards in trade and investment agreements; review and framing of policy at state level; and seminars on good practices of reintegration of returnees. Again, the fourth outcome or output is similarly worded as the overall objective or impact, which makes for an unclear logic flow.

The following discussion focuses on the implications the design holds for planning, and the use of capacity development language in the intervention logic.

Implications of an indicative plan for the project

The DoA outlines a vast number of activities aimed to contribute to identified outcomes. A total of 61 seminars/meetings/workshops or trainings; 27 papers or policy briefs; 6 study visits; 6 global conferences; 25 information materials; and 3 awareness campaigns were planned to address each of the four outcome areas, pending the outcome of future HLDMM. The objective of listing so many activities in the DoA was to ensure that there is room for including anything that may respond to priorities emerging out of the HLDMM. Specifics on both number and content were intended to be determined during the implementation stage, and based on HLDMM outcomes and needs.

The approach lends itself to a more ad hoc means by which to achieve project outcomes rather than a well-crafted and intentional design. Such an approach to working is also ambitious, setting up significant challenges for achieving work to a high standard. Further, while the intent to be responsive to needs as they arise is certainly positive, a balance is required due to the possibility that the grouping of inputs as implemented may not necessarily contribute collectively toward achieving the desired outcomes.

An analysis of the capacity development language used in the project design

The outcomes feature language that reflects capacity development approaches, including improved knowledge (outcome 2), enhanced institutional capacity (outcome 3), and best practices implemented (outcome 4). The evaluation notes that the realization of these outcomes may well contribute toward enhanced policy dialogue between the EU and GoI, were the

assumption discussed above regarding political will proven to be true. Yet the evaluation notes the nuanced capacity development language for each of the outcome areas that convey a different way of working than how the project works in reality, and that introduces a hierarchy into the logic that is not acknowledged by the design.

From a capacity development perspective, an interpretation could be that Outcome 2 addresses the building of new knowledge and skills among targeted individuals or staff, while interventions aimed at achieving Outcome 3 are in support of the organizational level in building institutional capacity to support the individual learning and skills development achieved among staff or officials in Outcome 2. Finally, the support to apply the new knowledge and skills gained under Outcomes 2 and 3 would result in Outcome 4 with the institutional capacity to implement best practices in migration governance.

Such a capacity development approach indicates a hierarchy among Outcomes 2, 3 and 4, whereby various strategies such as training and advising, which would contribute toward realization of Outcome 2, would be further supported by partnerships developed at the institutional level to focus on capacity development specific to organizational development objectives. The result of these institutional and individual capacity development approaches would then result in the implementation of best practices conveyed in Outcome 4. Generally, without realization of the second objective, the third could not be achieved, and without realization of the second and third outcomes, the fourth could not be achieved.

Yet instead of focusing on specific institutions and staff, the project design addresses a wide range of activities aimed at a wide range of stakeholders, both state and non-state. The DoA notes a vast number of direct beneficiaries, including 500 government officials, 1000 parliamentarians, 800 representatives of workers and employers organizations, 200 civil society organizations, experts and academics, 95 members of the diaspora, 20,000 among the general public, 200 recruitment and travel agents; 1000 returned migrants, and 1000 students.¹⁶ A significant number of both state and non-state actors are engaged. While there is rationale for the various actors' involvement discussed in the DoA specific to their relevance to migration as both state and non-state actors, the project design itself lacks specificity on whose capacity is to be built, how, and the means by which this increased capacity then contributes toward each of the desired outcomes and the overall impact.

The activities described in the DoA include primarily the implementation of research studies, product development and trainings and workshops. Activities for Outcome 2 include the generation of information and data to increase knowledge, while Outcome 3 includes trainings and workshops for officials both at the state and national levels, as well as non-state actors, with reference to diaspora networks. The wording of Outcome 3, however, does also make reference to the building of institutional capacity of India and the GoI on governance and management of labour migration through the generation of research studies and workshops. Outcome 4 activities focus on training, workshops and seminars specific to labour standards in trade and investment agreements, good practices on reintegration of returnees, and international human rights with regard to migration governance. The evaluation notes it is clear in practice that the project takes a more general approach to capacity development that may be better characterized as awareness raising instead of the more nuanced language on paper, as discussed above. The activities implemented, as noted on paper, do better correspond with a more general approach to awareness raising.

A related point is the lack of clarity as to where the responsibility lies for achieving the 4 desired outcomes. The DoA does not resolve this. The implementing partners are following the logframe matrix, and implementing activities that aim to support the 4 outcome areas. Yet there is question

¹⁶ DoA, p. 18.

as to what responsibility the EU and GoI have in achieving the 4 desired outcomes, given their role in engaging in dialogue, and how that differs from the roles of the implementing partners. Indeed, most of the assumptions relate to the actions of the EU and GoI during the project.

In summary, the evaluation notes the lack of clarity in the intervention logic and the confusing use of language. The project in practice approaches capacity development from primarily an awareness raising approach, and not the varying types of capacity development approaches the language conveys. Indeed the project has evolved in practice and today does not reflect the design on paper. Lastly, the evaluation notes the confusion expressed among the implementing partners with regard to the logic and use of language in the project design, an indication of a need for the implementing partners and the EU Delegation to review the logic in depth and develop a common understanding going forward.

ii. An imbalance in GoI and EU roles and participation in the project design

As an integral player in the project who is to receive capacity building services, the GoI was not effectively involved in the project design process. Given the EU's dual role of both funding and "owning" the project in terms of its coordination and oversight, there is an imbalance, particularly within the political context of policy dialogue on a sensitive topic between two strategic partners, as the EU notes the GoI to be. Further, the Concept Note, which was crafted earlier in the project development phase, outlines Outcome 3 as specific to the GoI's capacity built only, which was later changed to feature both the GoI and EU in the DoA. Yet the logframe featured in the DoA articulates again Outcome 3 as specific to the GoI only in terms of built capacity.

The GoI's involvement from the start was not clear to the partners, and there were various assumptions made as to whether the GoI was indeed onboard with the project. There was uncertainty as to their acceptance and buy-in from the beginning, which was complicated by the lack of a clear and strong diplomatic relationship on migration between the EU Delegation in Delhi and the MEA. There was limited consultation and engagement on the project design itself, including what aspects of capacity the GoI believed needed to be built and the process for how that might happen. Nor did seeking their contributions to decision-making about implementing partners and possible cost-sharing take place.

Thus the evaluation notes a discrepancy during the design phase of the project that does not reflect the spirit of the initiative itself, which was intended to be a strategic partnership between the EU and the GoI on a sensitive topic for negotiation. Instead the GoI's signature on the CAMM was interpreted as buy-in to the project itself, and their presence at the project launch in September 2017 was interpreted as agreement to go forward with its implementation.

iii. Project's relevance

As noted above, the project itself is based on the CAMM, a bilateral policy between the GoI and the EU. Its relevance to the CAMM itself is found in its organization around its 4 pillars, and in its effort to support its implementation.

The project is also relevant to the ILO India's Decent Work Country Program (DWCP) 2018-2022 in its support to Priority 2, Outcome 2.4 in particular. *Priority 2: Create sustainable, inclusive and decent employment for women and youth, especially vulnerable to socio-economic and environmental exclusion and in informal economy* has four outcomes that address growth strategies, skilling and improved employment services, promotion of sustainable enterprises and transition to a stronger formalized economy, and the adoption of policies and institutional mechanisms for safe and informed labour migration. A document owned and signed by the GoI

and ILO tripartite partners, the DWCP importantly lends legitimacy to the ILO's contribution to and role in the project.

The overarching development objective of the DWCP is to “create a more decent future of work through better quality of jobs, transition to formal employment and environment sustainability”. The project objectives of contributing toward greater capacity to manage migration flows between India and the EU contribute toward Outcome 2.4 in its promotion of safe labour migration. The DWCP Outcome 2.4 notes that unsafe and poorly informed migration seriously jeopardizes its goal of Decent Work for All.¹⁷

The issue of migration is one of growing concern to the global community, as demonstrated by its inclusion in the Sustainable Development Goals (SDGs). The project objectives contribute toward Sustainable Development Goal (SDG) number 10 in which member States commit to cooperate internationally to facilitate safe, orderly and regular migration (Target 10.7). In addition, the project intends to address the specific vulnerability of migrants with irregular status, related to one of the values of the SDGs in its pledge to leave no one behind. The global community has also attempted to develop a comprehensive approach to cooperation on migration with the development of the Global Compact on Safe, Orderly and Regular Migration and the Global Compact on Refugees, which were adopted in 2018.

B. Project implementation: achievements and challenges

Main findings:

- *A limited number of planned activities were officially approved and finalized by the time of the evaluation. Of those deliverables produced by the implementing partners, some were considered very useful and of high quality by the EU and GoI.*
- *Significant delays in project implementation are due to delayed PAC meetings and confirmation of work plans, and long review processes in place to finalize deliverables. Additional challenges faced relate to time and capacity to engage, different concerns and perspectives on migration by the EU and GoI, and cultural differences and communication.*
- *Partnership management occupied a significant amount of time, causing frustration and tension for multiple parties, including the implementing parties themselves, the EU delegation in Delhi and DG Home in Europe. The implementing partners found it challenging to work together due to a number of reasons, which may also be regarded as a contributing factor to delayed implementation.*

i. Project outputs achieved

The major milestones achieved by the project are featured in Figure 1 below, providing a sense of timing on project launch and the major meetings convened. The first PAC meeting did not take place until well after the project launch and inception phase, and the second PAC meeting took place more than one year later. The project has only experienced one HLDMM meeting, which took place during the evaluation in July 2019.

Figure 1:
Project milestones 2017-2019

¹⁷ DWCP 2018-2022, p. 28.



The delay in these project milestones has had significant implication for the project in formulating the implementing partners’ work plans. During the first PAC meeting in July 2018, the TORs for the PAC and a suggested work plan of 20 activities were finally approved. In follow-up correspondence with the EU, the MEA advised on implementation of just four priority activities. They were quite narrow in scope, as determined by the MEA, to which the EU responded giving greater characterization. The activities include an integration handbook to strengthen integration of regular migrants in Italy; study on diaspora engagement in the EU; study on regular labour migration from EU to India to assess demand-supply dynamics within the corridor; experience sharing/training of stakeholders from India and the EU on migration governance. One activity on irregular migration was included, specific to trafficking. The EU responded giving greater detail and characterization to the activities.¹⁸

The implementing partners made efforts to identify what they could work on in the absence of an approved plan by the EU and GoI. ICMPD, for example, made efforts at the beginning of the project to better refine and develop a coherent set of activities, and moved forward with its background and knowledge material development materials, as well as diaspora studies, which resulted in more Expert Days being used in Year 1 than planned. The ILO was active in pursuing various activities, yet as noted above, they were also tasked to bring the GoI onboard, which was a time-intensive endeavor. The ILO team served as the main communicator with the GoI on behalf of the project, as the EU’s relationship with the GoI on migration issues was not fully established. The ILO reportedly used internal resources to bring the GoI onboard to the project, separate from the project’s resources.

Table 2 below outlines those activities completed by the time of the evaluation, those ongoing and those yet to start. The four approved noted above in the correspondence between the EU and GoI are not all among the 6 completed activities found in Table 3.

Table 3:
PAC approved activities and products completed, ongoing and yet to begin¹⁹

¹⁸ Letter from the EU to MEA, dated 14 June 2018.

¹⁹ Based on a document provided to the evaluation by the EU Delegation, September 2019. Additional notes and observations to the content included are featured in footnotes.

	Completed (6)	Ongoing (5)	Not started (10)	Additional activities completed (4)
Regular migration	1. Training of European and Indian employers (held in Brussels) 2. Training of recruitment agencies 3. Safe and orderly student mobility – Student Check-list	1. Business Friendly Immigration Systems Study/Startup Paper (one chapter to be added) 2. Training of travel agents plus meeting with travel agents in India and Handbook 3. Migration Profile/ Review of on-going collaborations between India and EU	1. Benchmarking of skills and qualifications 2. Study on regular migration from India to EU to assess demand-supply dynamics of labour ²⁰	1. Student check-list E-seminar ²¹ 2. Infographics from key findings of Migration Profile 3. India EU Seminar on Talent Mobility
Irregular migration	--	--	1. Seminar on EU and India's experience/legal framework/policy instruments/best practices on irregular migration (neighborhood regions), held in Brussels or Delhi 2. Experience sharing workshop on addressing trafficking/smuggling involving anti-trafficking units and border management services from within the EU, EU MS, and India	--
Migration and development	1. Integration handbook to strengthen integration of regular migrants ²²	1. Technical paper on contributions to destination economies (in section Diaspora study of PAC) 2. Study on diaspora engagement in the EU (Italy/Germany/Ireland)	1. Engaging diaspora networks on study findings 2. Assessment of Social Security Agreements Report ²³ 3. Bilateral meeting on SSa 4. SSA Handbooks 5. Consultation on reducing remittance transfer rates	1. Pravasi Bhartiya Divas Exhibit
International protection	--	--	--	--
All four CAMM pillars	1. Experience sharing/training of stakeholders from India and EU on the governance of migration – Migration Governance Seminar 2. Media Handbook (Glossary) ²⁴	--	1. Media training	--

The six completed deliverables mostly fall under the pillar of regular migration. An additional 4 deliverables were completed, as shown in column 5. While specific activities focused fully on irregular migration were not achieved, this pillar did feature in the final row of activities that encompassed all 4 pillars of the CAMM.²⁵

²⁰ There was indication to the evaluation that this is an activity already begun, in which case it would feature under the second column.

²¹ There was indication to the evaluation that this piece should not be considered additional, as it was part of Year 1 work plan. Thus it should feature under the first column of work completed.

²² There was indication to the evaluation that this is an activity that has been done for two member states, Italy and France. The Italy handbook is completed and launched; the French handbook is completed but pending GoI clearance.

²³ There was indication to the evaluation that this work is ongoing and should feature in the second column.

²⁴ It was indicated to the evaluation that this deliverable is still pending GoI clearance.

²⁵ Note that based on other stakeholder comment on the table, these numbers may be slightly adjusted.

Stakeholders spoke to the quality of certain deliverables during interviews, some fully completed and some not by the time of the evaluation, with several that were highly regarded by the GoI and EU, as well as by the Italian Government, a member state of the EU. These include the ICMPD's product on studying in Europe aimed at potential students in India, the ILO's integration handbook to strengthen integration of regular migrants in Italy, and the ILO's organization of the June 2019 seminar in Pune on talent mobility.

Table 4 found in Annex 9 features those activities proposed by the implementing partners for the remainder of the project until August 2020. This proposal was presented at the second PAC meeting in July 2019.

ii. Delays in implementation

The Interim Report pointed to significant delays due to a number of factors, including the challenge of bringing the MEA onboard with the project, MEA interest to control access to other GoI ministries and limit the project scope, the challenge to schedule regular project meetings, and other EU member states not referencing the CAMM in their discussions with the GoI.²⁶

The discussion below aims to communicate in a comprehensive way all the various factors at play that contributed toward project delays and caused a significant amount of frustration for the project. Delays in the review process, opposing agendas and interests on migration between the GoI and EU, and the circumstances surrounding the working relationship between the 2 implementing partners are discussed.

Practical challenges of time and capacity

Practical challenges for the project include staffing, time and capacity. Turnover of officials and staff in the project has been significant for both the EU and GoI. The project has had two sets of staff involved at the EU delegation in Delhi, as well as at DG Home. The implementing partners noted two sets of expectations and interpretation of the project as a result of the turnover.

Further, the EU delegation in Delhi and their counterparts in the MEA have significant portfolios to manage. While the official in the EU delegation in Delhi could only afford one-third of his time to the project, MEA officials oversee a significant portfolio of work covering multiple regions and multiple areas of work. Finally, the EU and GoI officials involved were not trained on migration and were on a learning curve themselves as participants in the project, in addition to juggling their multiple areas of responsibility.

Review process as contributing toward project delays

Related to practical challenges of time and capacity, the review process of the implementing partners' deliverables by the EU Delegation and the EU was long. During project implementation, the EU and GoI decided to review and approve deliverables due to concerns about duplication among the implementing partners, ensuring ownership, as well as quality. Misinterpretation of GoI interests and sensitivities were noted for some products, as well as general concerns by the EU and GoI about quality. From the EU and GoI experience, some of the sensitive nature of content prepared by authors also added to review time. Some of the deliverables were extensive in length, which proved to be a challenge given the time constraints and capacity noted above, particularly for the MEA.

²⁶ Interim Report, p. 10-11.

Conversely, the evaluation notes the difficulty the implementing partners had overall in accessing GoI inputs in particular, and invariably miscommunication (or lack of communication) about needs and expectations occurred. One example is ICMPPD's diaspora studies. From the time they tried to reach out to MEA to discuss the studies to when they finally received comments, more than a year had passed.

These challenges have contributed toward long review processes for the project, which has in turn contributed to a slow rate of activity completion for the project. Further, as the project design allows for planning of activities in an incremental manner, based on completed work, the delay in finalizing deliverables also contributed to the cumulative stalling of project implementation and progress.

Different concerns and perspectives on migration by the EU and GoI

Stakeholders spoke to multiple reasons why they believed the MEA was not forthcoming in the implementation of the project so far. In addition to the rough start and the lack of engagement of the GoI as a critical participant in the project, the evaluation identified other nuanced areas of concerns and perspectives related to the project that may be reasons for the delay. These go to the political context in which the project is playing out, the GoI's regard for the EU as an entity with which to negotiate, and the ultimate aim and interest of the two negotiating parties.

Political context: As noted above, the project follows on to several decades of increasing engagement and strong economic ties between the EU and GoI, and in particular, following on to many years of negotiations on trade. Negotiations on trade of goods were already settled by 2009, yet talks on trade in services became difficult, particularly on Mode-4 mobility for Indian professionals.

From the Indian perspective, talks on trade and migration as part of the same negotiation process was a logical approach. While the CAMM provides a comprehensive approach to migration, the GAMM itself speaks more prominently to irregular migration and border control. Further, to negotiate with the EU itself on migration issues was not necessarily seen as advantageous or logical from the GoI perspective, as the EU does not have competencies specific to legal entry to Europe. Any negotiation on legal entry with the EU as part of talks on migration would only involve vague promises of legal migration as Member States themselves determine legal entry.

While irregular migration may be negotiated with the EU under the CAMM, for the GoI to effectively negotiate ways for legal migration to occur from India to Europe, there is the likelihood that the GoI believes two things: 1) That a comprehensive trade agreement which includes specific numbers on Mode-4 mobility from India is negotiated; and 2) Bilateral agreements on specific kinds of mobility with a few key individual Member States needs to happen.²⁷

Ultimate aim and interest in migration by the two parties: Stakeholders to the evaluation broadly referred to the GoI as giving more priority to regular migration as an area of interest for cooperation, while the EU wanted to also address irregular migration. Yet the evaluation found that irregular migration was of concern to both sides, although the perceptions about the nature of the problem and how to address it differed.

In line with the GoI's interest in negotiating regular migration, as discussed above, there was expressed by GoI stakeholders an interest in exploring the economic contributions of irregular migrants to Europe's economy, and to find ways to open up new avenues for regular migration for semi-skilled and unskilled workers. Identifying a clear demographic deficit in the EU and the need for semi- and low-skilled labour, there was expressed an interest in enabling labour

²⁷ Based on stakeholder interviews in Delhi, June 2019; and further correspondence via email, September 2019.

migration into such jobs, both ensuring their effective contribution to Europe's economy and their safety.

The EU's concerns and areas of priority, however, were expressed in longer-term goals, that of having an agreement in place in anticipation of climate change and addressing the migration flows that may occur as a result. As for irregular migrants, their interest was to send them back through reliable return and reintegration systems in cooperation with the GoI. The GoI, however, as noted above, preferred a comprehensive approach to migration with attention to return and reintegration on an ad hoc basis, not a separate return and reintegration policy. A preferred modality for GoI is a comprehensive policy agreement, which includes return and reintegration. The GoI maintains that the states are responsible for this coordination, while acknowledging the various challenges and delays with nationality identification as a difficult reality.²⁸

Another area of contrast expressed was concerning high-skilled labour. While the EU was very keen on receiving high-skilled labour from India, particularly representing technical fields, there was an interest expressed from the GoI in an exchange of skilled labour going both ways, in addition to the concept of circular migration, whereby India's skilled labour goes to Europe for a short time and then returns, enriching both their personal and professional experience and then returning to contribute to India's economy.

GoI regard for the EU as a negotiating partner and the project modality: Another stakeholder to the evaluation observed that the MEA does not really understand how to take advantage of the opportunity to engage with the EU as a negotiating partner. The opportunity it presented was not fully apparent to the GoI, and, with their interest in negotiating legal migration under the CAMM, the GoI has been unclear on how best to move forward in negotiations with the EU.

Indian stakeholders to the evaluation speculated that the GoI signed the CAMM because there was nothing in it to disagree with in principle. The launch of a project with a budget and implementing partners ready to work may have been too soon for the GoI, or likely there was the expectation on the GoI's side that the activities would be of interest and certainly useful, but there would not be serious policy negotiations to the extent the EU desired.

Further, it is of significance to note that the GoI generally does not engage international organizations in their bilateral work; this represented the first of its kind for the GoI. Whether a project-based intervention to enhance dialogue with the GoI is appropriate going forward and for future negotiations, the evaluation believes that what is more pertinent to consider is readiness and interest. If the GoI were effectively engaged and were keen to participate from the start, there would be clearer communication expressed to the EU in favor of the modality or not.

Cultural differences and lack of clear communication among parties

There was acknowledged a difference in pace and timing between the two parties, which manifested itself in a variety of ways. DG Home is accustomed to planning in advance, for example, while the GoI is perhaps, from the Western point of view, more spontaneous. Arranging meetings and finding an appropriate time to meet turned out to be a challenge, which contributed toward delays. While the evaluation acknowledges that the GoI's lack of interest in fully engaging in the project may have contributed toward this difference between the two parties, the sufficient literature published on the differences in culture as they influence time and interaction in the workplace may also be acknowledged.

²⁸ It may be noted that the GoI is working with some Member States on this modality. France has a comprehensive mobility and migration framework with India in the pipeline.

The GoI's thoughts about the project and what they want has been difficult to gauge for most project partners, particularly during the first half of project implementation. This reality made it very difficult at the operational level. As the EU did not have an established working relationship on migration with the GoI, the project design delegated communication with the GoI to the ILO. Where communication and its interpretation were coming largely through one avenue, the ILO, the ICMPD, EU Delegation and ILO as partners experienced challenges in maintaining trust and strong working relationships over the long-term. In the past year the EU and MEA have taken the lead to develop a stronger relationship on migration, which has improved the streamlining of communication.

Expectations for the two implementing partners to "act as one"

It was expressed multiple times during interviews with the EU that it was intended for the two implementing partners to act as one entity in implementing project activities. As ICMPD had no physical presence in India, it was expected for the ILO to effectively facilitate ICMPD's work where interaction with the GoI was necessary. While the EU maintained oversight of both partners in the implementation of their contracts, the ILO was to act as a "reporting coordinator" on behalf of the project, as well as channel project funds to ICMPD.

Partnership management occupied a significant amount of time, causing frustration and tension for multiple parties, including the implementing parties themselves, the EU delegation in Delhi, and DG Home in Europe. The EU Delegation has devoted significant time in what they describe as micro-managing on procedural aspects of the project. They note that reporting still remains two-pronged after 2 years of project implementation, and the implementing partners retain opposing views on a number of challenges encountered.²⁹

The evaluation notes it is debatable as to whether the expectation for two organizations based in different regions and with different mandates *vis-à-vis* the GoI to "act as one" was realistic from the start. The project is often compared with the EU's FPI project with the Chinese Government on migration. Yet the ICMPD as one partner based in Europe without an agreement with the GoI, and the ILO India office based in Delhi with an agreement is a very different arrangement compared to the China project. Both partners, the ILO and IOM offices in Beijing, have their own respective agreements with the Chinese Government. The evaluation notes that this reality is country-specific, and the various political sensitivities vary greatly. Were the ICMPD and ILO joining in partnership in another country, other than India where partnership with the GoI is not easy, the experience may be different.

While there was an openness and willingness to collaborate at the beginning, each partner began to experience various stresses in the partnership. Whereas the ILO project team in Delhi felt they were facilitating communication and relationship building between ICMPD and the GoI in Delhi, there was the strong sense that they could only facilitate ICMPD's relationship-building to a certain extent, at which time ICMPD is to then capitalize and further develop the relationship on their own. They did not view this to be happening, and they struggled with continuing to represent ICMPD in communication with the MEA without ICMPD having an institutional agreement with the GoI. Thus they experienced a greater burden, particularly as they were also coordinating for the EU *vis-à-vis* the MEA, and carrying the majority of workload in organizing events for the project in Delhi.

For ICMPD, a real frustration developed as they were fully dependent on the ILO Delhi team to communicate and coordinate on their behalf *vis-a-vis* the GoI, and ultimately to carry out their work in the project and succeed. From ICMPD's side there was a growing mistrust in the ILO project team as not being fully transparent in their communication with the GoI and effectively

²⁹ Written comments, 30 August 2019.

not fulfilling the role and responsibilities to which they agreed. Furthermore, for both the EU and ICMPD, there was a growing mistrust of the ILO project team in Delhi as acting on behalf of the GoI and misrepresenting communication. With communication channeled largely through the ILO team in the project, a breakdown in the relationships occurred, thus impacting project implementation.

There have been improvements in the relationships over the past year, as the EU Delegation has made progress in establishing relations with the MEA. Yet the partnership between the ICMPD and ILO remains unproductive.

iii. Toward a rights-based agenda

As discussed above, the project objectives are articulated as support to the HLDMM and implementation of the CAMM, and the adoption and implementation of international standards and best practices on migration management. While a review of the CAMM itself reveals a challenge in applying a human-centered approach with the many research and policy initiatives involved, the project's overall aim to implement international standards and best practices does clearly convey a human rights perspective and the relevance of international human rights conventions and law.

In addressing the human rights aspect of these international standards and best practices, there is evidence the ILO has tried to focus its deliverables on the work of the migrant as irregular and not the migrant him or herself as irregular or illegal. An example is the study by UK author Jonathan Portes entitled "Economic contributions of Indian migrants to destination economies", which was presented at the PAC meeting in July 2019 and conveyed the economic contributions of both regular and irregular migrants. The ILO's work with the Italian Embassy on the integration handbook resulted in differing views regarding a human centered approach, while the integration manual produced with the French proved to be more productive in this regard. The ICMPD's study on the diaspora in Italy is observed to convey some human rights elements.

While there were some successes, there also remain difficulties with regard to promoting gender and involving trade unions. The latter has not been readily accepted by the GoI, according to the ILO Delhi team's experience.

C. Progress toward desired outcomes

Main findings:

- *The project has made some progress on Outcomes 1, 2 and 3, while contributing toward its specific objective of sustained talks on migration. There has been little progress made on the project's overall objective.*
- *The project has contributed toward raised awareness at workshops and other events of a broad range of actors who participated, yet the intended use of that raised awareness among a very wide range of actors who participated has not clearly feature into the project's strategy in achieving its four desired outcomes.*
- *The project has led to a continued engagement between the EU and GoI. While it is unknown what would have occurred in the absence of the project, the EU and GoI have met two times in two years to discuss the CAMM, and the project has succeeded in drawing more attention to migration between the India-EU corridor.*

- *Just 20 percent of deliverables produced were identified by the EU Delegation as specifically supporting dialogue between the EU and GoI, with the observation that all deliverables to some extent supported some level of communication about migration and mobility that enabled the EU and GoI to learn about each other's interests and agendas.*
- *Several realities may lessen the urgency around the talks going forward, particularly for the GoI. This includes the UK's exiting of the EU, and the low possibility of trade talks between the EU and India resuming soon. Yet given the EU-India strategic partnership is growing on other fronts, should momentum be maintained, the talks on migration may well continue.*

The project has overall made some progress toward realizing its first 3 outcomes, and greater progress has been made on regular migration over the other pillars of the CAMM by virtue of the greater number of activities and deliverables produced. Further, the project had made progress in working toward its specific objective of contributing toward dialogue between the GoI and EU, while its overall objective of international standards in migration management has not been met.

i. Toward increased knowledge and capacity

The project's M&E approach involves the collection of quantitative data at the output or deliverable level, as well as the collection of data from surveys administered following seminars and workshops. The evaluation has accessed results from 121 surveys administered at the end of 5 events, including a national roundtable consultation on international labour migration (2-3 April 2018); recruiters meeting (29 May 2018); employers meeting in Brussels (30 Oct 2018); talent mobility meeting in Pune (14-15 June 2019); and seminar on migration governance in New Delhi (10 July 2019).

In response to survey questions on overall quality of the workshops, respondents gave high marks from good to excellent. With regard to enhanced knowledge and its relevance at select events, responses provided also ranged from good to excellent. The surveys also asked workshop participants as to whether they believe they could apply new learning in their work. There was an overwhelming response of "yes", with a small minority of "maybe" and "partially". The evaluation notes the surveys were rather comprehensive, but there was no follow-up done as part of the project's monitoring approach. The evaluation also notes the use of deliverables during specific events, such as the use of the pamphlets targeting potential students to study in the EU, although increased capacity and understanding on the part of state and non-state actors was not monitored and clearly identified to identify change achieved.

The EU's Partnership Instrument Indicator Reporting Template provided a compilation of data on workshop participants' experience in workshops delivered by the project up until end of 2017. The percentage of respondents who reported having benefited from a workshop was 84.6 percent.³⁰ The evaluation did not access a more recent report.

The kind of awareness raising implemented by the project in practice, in contrast to the more evolved capacity development approaches detailed as part of the project design on paper, involved learning from workshops and other events delivered by the project. The evaluation puts forward the notion, however, that the target of the awareness raising and the intended use of that raised awareness among a very wide range of actors who participated did not clearly feature into the project's strategy.

ii. Toward sustained dialogue

³⁰ Partnership Instrument Indicator Reporting Template, v.1.1 (8 December 2017), p. 21-22.

While there have been numerous delays, and project implementation is far behind schedule, there are signs that the dialogue between the GoI and EU is moving forward with the recent PAC meeting and HLDMM meeting that occurred mid-July. Further, the MEA has taken some degree of ownership of the project through their chairing of the two PACs. While according to protocol, the MEA will always chair meetings when held in India, this can still be considered a positive sign as well.

The EU Delegation provided their assessment on those deliverables that contributed toward furthering dialogue between the EU and GoI. These include the Safe and Orderly Student mobility – Student Check-list and India EU Seminar on Talent Mobility (regular migration); Integration handbook to strengthen integration of regular migrants and Pravasi Bhartiya Divas Exhibit (migration and development); Experience sharing/training of stakeholders from India and EU on the governance of migration – Migration Governance Seminar (all four CAMM Pillars). Five of the 25 (see Table 4 above) produced served this function from the EU perspective, or just 20 percent of the total number of activities and products produced by the implementing partners. The evaluation was not able to determine if the GoI agreed on the same five deliverables as being particularly pertinent in contributing to the project’s overall objective.

Of the 20 percent of deliverables that were identified by the EU Delegation, roughly half were products and half were events or workshops. The implementing partners spoke about their impressions that activities have been more significant than products in contributing to dialogue. The significant delays and the long review processes, combined with challenging communication with the GoI and understanding expectations, particularly for the ICMPD, resulted in the perspective that activities bringing the two sides together may be a more efficient and productive process as compared to product development.

The EU Delegation also spoke to all deliverables as having served a purpose of facilitating dialogue between the EU and GoI in the sense that the process of their development, of commenting and validating as they are approved by the 2 actors has contributed toward an interaction between the two actors that is positive and enabling. Final validation of the implementing partners’ work is shared agreement between the two actors which has helped maintain an active channel of communication between the GoI and EU, as well as helped each party to understand the motivations of the other.

iii. Prospects for sustained outcomes

The existence of the project itself in generating some momentum around the talks, and for the scheduling of meetings between the EU and GoI, has been helpful in moving dialogue forward. The HLDMM is a mechanism in place now, with 2 having taken place, along with 2 PAC meetings. Further, attention has been drawn to the EU-India corridor, which is an achievement given the vast majority of Indian migration and mobility is to the Gulf region.

Yet there are several realities that may also impact the work going forward, and may lessen the urgency around talks on migration, particularly for the GoI. This includes the UK’s exiting the EU. In 2015, 776,603 or 63 percent of Indians in Europe were in the UK, followed by 136,403 in Italy.³¹ With approximately 35 percent of all Indians in Europe soon to be residing within the EU after the UK leaves, there may be less impetus for India to invest resources and engage with the EU on migration. Of its 16 million nationals living outside India, the 271,811 residing in the EU after the UK’s departure represent just 1.6 percent.³²

³¹ DoA, p. 3.

³² The figure of 16 million is from a 2015 UN report. <https://timesofindia.indiatimes.com/nri/other-news/India-has-largest-diaspora-population-in-world-UN-report-says/articleshow/50572695.cms>

Further, there is low possibility of talks on trade resuming between the EU and GoI anytime soon, according to several stakeholders to the evaluation, given the long process for engagement and the ending of talks in 2014. The absence of engagement on the mobility aspect of trade talks between the EU and GoI does not bode well for GoI enthusiasm for the CAMM, while renewed engagement may provide greater impetus. These two realities will likely have an impact on talks between the EU and India going forward. Yet given the momentum gained by the project in recent months, and the progress made on specific areas of discussion supported by select deliverables produced by the project, there may be ways the EU and GoI can sustain their dialogue within the larger context of their strategic partnership.

Conclusion

The CAMM is at the center of the project, with its 4 areas of migration – regular, irregular, migration and development, and protection – serving as a focus for the project. With the 4 desired outcomes for the project relating to increased capacity and understanding, increased institutional capacity, and the application of best practices, the interventions are designed to address the 4 areas of the CAMM.

The evaluation notes a flaw in the project design, as the nuanced language on capacity development does not enable clear relationships within the hierarchy of the design, and nor does it reflect the project approach in practice. The GoI was not actively engaged as a participant in the project from the start, a reality that has had far-reaching consequences for the project and has contributed toward delayed implementation of the project.

A related challenge has been the different perspectives and agendas on migration between the EU and GoI. Whereas the GoI is keen to address legal labour migration following failed talks on trade with the EU, DG Home is more focused on addressing irregular migration, and can only offer vague promises on legal migration within the context of the CAMM. Other factors contributing to delayed implementation of the project include time and capacity of the EU and MEA to engage in timely review processes, challenges with communication on expectations for the deliverables produced by the implementing partners, and the unproductive partnership between the 2 implementing partners.

The delayed implementation of the project has resulted in minimal achievement of its desired outcomes, yet some progress has been made on outcomes 1-3. The project has contributed toward establishing a mechanism for talks on migration, in addition to drawing greater attention to migration between the EU-India corridor. As experienced by the EU Delegation, 25 percent of the deliverables produced by the implementing partners have made a strong contribution to talks between the EU and GoI.

The likelihood of a long-term sustainable and positive contribution to the EU-India relationship on migration and mobility is tenuous given the exit of the UK from the EU. The vast majority of Indian nationals in India reside in the UK, and thus discussions may not be as enticing for the GoI. Further, given that the CAMM does not provide the GoI the strong prospect of addressing legal migration from India, whether the GoI may continue dialogue on migration within the context of the CAMM may depend on whether trade talks resume to address legal migration between the EU and India. Yet given the momentum gained by the project in recent months, and the progress made on specific areas of discussion supported by select deliverables, there may be ways the EU and GoI can sustain their dialogue within the larger context of their strategic partnership.

The evaluation regards the concept of a project intervention used as a tool to advance bilateral dialogue as positive in principle. Yet the experience of the CAMM suggests that both parties, the

GoI and EU, need to be fully onboard with aligned interests in achieving dialogue in order for such a project to be effective.

Lesson learned

An established form of communication on migration dialogue between the two bilateral parties should be clearly defined before the project design phase is launched. There was the assumption made by the EU that the GoI's presence at the project launch was their tacit approval of the project. Instead of involving the GoI from the beginning in choosing implementing partners, identifying those activities of relevance, and discussing roles and responsibilities in the project, as would be more befitting of a strategic partnership, the EU erroneously assumed that signing of the CAMM meant approval of an actual project and willingness to move forward on the terms set by the EU.

Recommendations

The evaluation puts forward below several recommendations to the EU, ILO and ICMPD specific to the project design, focusing of activities, roles and responsibilities, and management of the project. The eleven recommendations outlined below are directed at the EU, ILO and ICMPD, in collaboration with MEA, are all rather urgent in planning and executing the remaining months of the project, yet should not require any additional resources beyond the project budget.

1. ***Revise the DoA (including logframe) to reflect the project design in practice, ideally in a collaborative exercise that supports all stakeholder understanding.*** Develop an addendum to the DoA that illustrates a more logical and coherent approach, reflecting what is done in practice.
2. ***The implementing partners should focus on outputs that are event-focused or workshop-focused as a means toward bringing the two sides together to support greater movement on dialogue and less on research and other products designed to raise awareness.*** While some of the products produced have specifically contributed toward policy dialogue as experienced by the EU, the evaluation suggests that events or activities that bring the EU and GoI together may accelerate progress toward meeting its overall objective with the remaining months of project implementation.
3. ***Any products agreed upon should be explicitly linked to upcoming dialogue scheduled between the EU and GoI.*** Those products that have been produced in the past with a target audience that extends beyond state actors are more general pieces, which are discouraged for the remaining months of the project. If dialogue is not planned on a particular topic, then it is advised that implementing partners do not undertake work on that topic. This will require the EU and GoI to be clearer on their agenda for dialogue so as to better inform the implementing partners' activities.
4. ***Consider building upon the momentum generated by those 20 percent of deliverables identified as most effective in supporting dialogue so far.*** Further exploring the areas of dialogue supported by those deliverables may help to build on this momentum going forward, as well as helping to define deliverable content.
5. ***Prioritize identification of ways to involve multiple levels of interaction between the GoI and EU in events scheduled going forward.*** Engagement of Indian states and EU member states in project activities should support greater movement in discussions, particularly on irregular migration.

6. ***Monitoring of work can focus on the nature of outputs produced by the implementing partners, length of time of review process, clarity in expectation and communication achieved, relevance of the event or workshop to scheduled talks between the EU and GoI, and the degree to which they helped shape and contribute toward their talks.*** It is suggested that clear monitoring records be maintained and shared on a regular basis with all stakeholders, including GoI, EU, and the implementing partners.
7. ***For any products that are still to be finalized, streamline the review process by ensuring clear communication established to better articulate expectations and agreement on the nature of the deliverable to be produced and the timeline to be followed.*** Ensure the GoI fully participates in the arrangement, which should be better achieved through the regular EU-MEA discussions taking place.
8. ***Areas of work that do require ILO facilitation for ICMPD vis-à-vis the GoI going forward should be well documented, shared among stakeholders and supported by the senior management level within the 2 organizations.*** A relationship at the senior level should be cultivated to help facilitate the project's objective given there are issues with representation and mandate vis-à-vis the GoI, as well as the effective cooperation between their organizations. Sorting out need, how objectives may be achieved, clarifying expectations and developing a standard operating procedure with a transparent and open process would hopefully enable communication and set realistic expectations. Further, documenting ICMPD and ILO project meetings and sharing with stakeholders should help avoid miscommunication. It is recommended that meetings be held in person each quarter between the MEA and the ILO and ICMPD in Delhi.
9. ***Carry out an analysis of the CAMM and other relevant international human rights documents such as the SDGs to identify where the project might focus on incorporating a human centered approach for the remaining months of the project.*** The ongoing social security research by the ILO may benefit from a human rights perspective, and there may be other logical areas for cultivating an interest and mindset among project stakeholders. Openly discuss ideas on how this might be pursued prior to producing and reviewing any deliverables that may be a surprise for the EU and GoI and result in the long review processes that contribute toward the project's delay.
10. ***Consider a no-cost extension for the project given the delayed start date.*** While activities for the remaining time of the project should be focused specifically on furthering dialogue with a priority placed on events that bring the GoI and EU together over products, there should be consideration of remaining budget along with a feasible timeline for implementation of the events in support of the project's objectives. Should a no-cost extension better facilitate this timeline, the evaluation recommends that this be implemented.
11. ***Reflect on both the China and India projects to compare and learn from each experience.*** Greater insight and learning may be achieved across EU offices to better determine success factors and challenges experienced by the two projects. While a more thorough examination may be done after the projects conclude, there may be opportunity to engage in sharing of experience to inform the remaining latter half of the project.

The evaluation offers several recommendations to the EU for the implementation of similar projects in the future.

12. ***In a strategic partnership, the EU instrument must be supported by the establishment of a working relationship on migration from the start.*** The political partnership on migration and mobility must be determined and established from the start, with a clear sign of support and interest from the partner government.

13. ***Request or offer ways the partner government may take equal ownership and investment in the process from the start of the project before project launch.*** This may include funding certain activities or taking a lead role in certain activities. Engaging in such an effort helps to determine also the degree to which the partner government is onboard to engage in the project.
14. ***While the EU may be the “owner” of the project and is directly contracting with implementing partners, consultation and buy-in from the partner country on the choice of implementing partners is advised to ensure smoother operations and facilitate relationship building.*** Information should have been shared with the GoI to seek a no-objection clearance prior to signing the agreement with implementing partners. Part of this exchange should involve clarity on working relationships and standard operating procedures for all actors in the project.
15. ***In choosing implementing partners for similar projects in the future, consider multiple factors, including types of organizations to partner, various contractual possibilities, location, and mandate vis-à-vis the partner government.*** Develop a checklist of these various scenarios and possibilities to consider and conduct a thorough assessment of the local politics in country to determine what a viable and productive relationship can be. Solicit the views of the partner government in the project on this checklist. A sub-contracting modality with clear reporting lines may be considered in some circumstances as being a more effective approach.

Annex 1: TOR

Terms of Reference (TOR) for project Midterm Evaluation

Title of the project	EU-India Cooperation and Dialogue on Migration and Mobility
Project code	IND/17/03/EUR
Administrative Unit in the ILO responsible for administering the project	ILO Country Office -India
Co-Implementing Partner	International Centre for Migration Policy Development (ICMPD)
Technical Unit in the ILO responsible for backstopping the project	ILO Decent Work Team (DWT) South Asia
Donor	The European Union
Budget in Euros/Project Duration	Euro 3 million/3 years
Type of evaluation	Independent
Timing of evaluation	Mid-term

1. Project Context and Background

Context

India and EU have a long standing relationship on several issues of mutual interest – trade and investment, climate change, innovation amongst others. EU is one of the largest investors in India with investments worth Euro 73 billion and India is the EU's ninth largest trading partner³³. Around 6000 EU companies have presence in India, giving employment to 6 million jobs in India³⁴. Indian population in the EU is close to 1.3 million (2017) and around 50,000 Indian students go to study in the EU every year³⁵.

The migration dialogue between India and the EU builds on the complementarity of interests. India is not only one of the largest countries of origin in the world with a population with the median age of 25 years, but also a growing economy with expanding global economic activities. The EU is a mature economy, with a declining working population. The EU labour market is expected to face a significant labour deficit, estimated over 20 million workers in 2025. Collaboration between the two sides has been envisaged to be proven mutually beneficial.

The first EU Summit took place in 2000 and the EU-India Strategic Partnership was established in the fifth summit in 2004. Migration has been at the forefront of policy discussions between the two governments through the institution of a High Level Dialogue on Migration and Mobility (HLDMM). Reflecting the growing importance of migration and mobility in EU-India relations, the EU-India Common Agenda for Migration and Mobility (CAMM) was endorsed at the EU-India Summit in 2016. The CAMM provides a comprehensive framework for cooperation on joint objectives, recommendations and actions for the EU and Government of India towards the following four priority areas:

³³ EU-India factsheet: A new EU strategy on India; European Commission website: ec.europa.eu

³⁴ EU-India factsheet: A new EU strategy on India

³⁵ *ibid*

- (1) better organizing and promoting the regular migration and fostering well-managed mobility
- (2) preventing and combating irregular migration, addressing trafficking in human beings
- (3) maximising the development impact of migration and mobility
- (4) promoting international protection

Strengthened cooperation on migration and mobility through implementation of the CAMM was also reflected in the EU-India Agenda for Action-2020, endorsed at the Summit. The CAMM was agreed within the context of the EU-India HLDMM. EU-India HLDMM was initiated in 2006, and last held in April 2017 with the objective of advancing the implementation of the CAMM.

CAMM is one of the two key bilateral cooperation frameworks under the EUs Global Approach to Migration and Mobility, GAMM (the other being mobility partnerships). The Global Approach to Migration and Mobility (GAMM) is the overarching framework of the EU external migration and asylum policy. The framework defines how the EU conducts its policy dialogues and cooperation with non-EU countries, based on clearly defined priorities and embedded in the EU's overall external action, including development cooperation (DG Migration and Home Affairs website).

Project background and objectives

In the above context, EU-India Cooperation and Dialogue on Migration and Mobility project was launched for three years starting 1 September 2017. The International Centre for Migration Policy Development (ICMPD) is the co-implementing partner for this project. This project is a partnership project, and not a development cooperation project, that is part of the EU Foreign Policy Instrument. It is steered on the EU side by the DG Home and Migration Affairs in partnership with the Overseas Indian Affairs-I, Ministry of External Affairs, Government of India. The EU India CAMM is a recognized tool for international cooperation on migration and mobility by the EU, as outlined in the latest EU Strategy for India. This project is therefore seen by the EU and Government of India as supportive of the bilateral dialogue on migration and mobility at the highest level. The main objective of the project is to technically support the EU-India political dialogue on migration and mobility.

The **overall objective** of this project is to contribute to a better governance of migration and mobility between the EU and India, as well as to prevent and address the challenges related to irregular migratory flows.

The specific objective/expected outcomes of the project is

- (1) To support the EU-India High Level Dialogue on Migration and Mobility (HLDMM) and the implementation of the Common Agenda for Migration and Mobility (CAMM) including its future annex of actions (state and non-state actors are collaborating on the CAMM) and
- (2) To adopt and implement international standards and best practices on migration management at state level.

Main Results/outputs under these outcomes

1. Regular, structured and reliable dialogue on issues related to migration management, governance and mobility between India and the EU is strengthened.
2. Improved knowledge base of migration flows between Indian and the EU.
3. Enhanced legal and administrative institutional capacity of India and the EU on the governance and management of labour migration.
4. Increased awareness on best practices on migration governance and adaptation to international standards

Based on the principle of mutual collaboration, the facilitation and delivery of policy focused exchanges, peer-to-peer sharing of expertise, and the generation of knowledge tools, the project aims to provide a reliable and sustainable platform for regular and structured dialogue between India and the EU. Seminars, trainings, study visits, research papers, global conferences,

information material and awareness campaigns are some of the means through which this is envisaged.

Theory of Change (ToC) was not incorporated in the design of the intervention.

Linkages to ILO strategic framework (DWCP, P&B) and UN SDGs

The expected project outcomes fall in line with the ILO Decent Work Country Programme (DWCP) 2018-2022 Priority 2, Outcome 2.4³⁶, DWCP priority IND 100³⁷ and P&B Outcome 9³⁸. This is expected to be accomplished by offering technical support to the India-EU high-level dialogue on migration and mobility through the development of key research and recommendations from technical meetings. The project outcomes are also expected to contribute to the UN SDGs 8³⁹ and 10⁴⁰, specifically SDG Target 8.8⁴¹ and Target 10.7⁴² through the policy work on migration governance in the India-EU corridor with a focus on regular migration and protection of labour rights of migrant workers in this corridor.

Institutional arrangements

The Project Advisory Committee (PAC) was established under this project, and was held in June 2018. The Committee comprises the representatives from the Government of India, European Union, project implementing partners – ILO, ICMPD- and the project's external partner in India, India Centre for Migration (ICM). The PAC is established with the aim of setting priorities for the project, and the overall steering of the implementation process. The meeting of the PAC is planned to take place twice a year, but it could so far only take place once.

The Project Steering Committee (PSC) comprises the EU (represented by the DG HOME representative from Brussels, FPI representatives at the EU Delegation to India), ILO and ICMPD project team. The main role of the PSC is to ensure effective governance of the project. The meetings of the PSC are held on a quarterly basis.

Management arrangements

The project is implemented as a co-delegation agreement by two partners: ILO and ICMPD. The ILO project components are managed by the ILO Country Office for India (CO-New Delhi). Technical backstopping of the project falls under the ILO DWT Team for South Asia. The ILO project management team based in New Delhi is responsible for all ILO project operations. The ILO Brussels office provides administrative support for conducting activities in the EU. The ILO project team consists of a Technical Officer (TO), one National Programme Officer, an Admin and Research Assistant, and a Finance Officer. The Technical Officer reports to the Director of CO-India.

³⁶ DWCP Priority 2: Create sustainable, inclusive and decent employment for women and youth, especially vulnerable to socio-economic and environmental exclusion and in informal economy; DWCP Outcome 2.4: By 2022, States have adopted policies and institutional mechanisms for safe and informed labour migration

³⁷ DWCP Priority IND 100 – Policies for Job-Rich and Inclusive Growth Promoted especially for women, youth and disadvantaged groups

³⁸ P&B Outcome 9: Promoting fair and effective labour migration policies

³⁹ SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

⁴⁰ SDG 10: Reduce inequality within and among countries

⁴¹ SDG Target 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment

⁴² 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

ICMPD is the co-delegate partner for this project. Activities within its remit and mandate (as outlined in the project description) are implemented out of ICMPD's Brussels mission in Belgium. The project team, composed of a Project Manager and Project Assistant are technically supported and managed by the Regional Coordinator (who is based at ICMPD HQ in Vienna, Austria). Administration and the resources management team are also based at ICMPD HQ in Vienna.

From the EU, the project is managed by the Delegation of the European Union in India. The policy steer comes from Directorate General Migration and Home Affairs (DG HOME). In India, the nodal ministry is the Ministry of External Affairs (MEA) and the project is managed by the Overseas Indian Affairs-I division of the MEA. However, as the project is co-implemented by the ILO, its nodal ministry (the Ministry of Labour) is also kept in the loop of all project communication with the Indian government.

Rationale of the evaluation

As the project approaches its mid-phase of implementation, it has encountered several impediments and challenges in realizing the intended targets and which underscore the need for this independent mid-term evaluation. The impact of these impediments was not foreseen to this extent during the project design stage. In this regard, this exercise is expected to be undertaken, from an objective viewpoint, to understand how the project can proceed in an efficient and effective way under the given context, whether there is a need to re-align the strategic objectives and/or focus of the intervention whilst offering recommendations for project design adaptation going forward.

2. Purpose, Scope and Clients of the evaluation

Purpose

In light of the various challenges faced during the initial phase of this project, a mid-term evaluation is proposed with the primary objective of evaluating the project's design, identifying and analysing the implementation specific challenges, and offering recommendations for possible operational realignment (to remain in line with the Common Agenda for Migration and Mobility), and the subsequent course correction for the project implementation. This mid-term evaluation is also expected to guide a possible project addendum for the remaining project period and the work plan for project year 3 (Sept 2019-August 2020). The evaluation is also to assess the relevance of the project to the continued effectiveness and sustainability of the High Level Dialogue, and suggest possible alternative modalities, within the framework of the delegation agreement, if these are considered more feasible.

The evaluation is primarily directed towards improving of the project's relevance, effectiveness and efficiency based on the lessons learnt thus far, and contributing towards organizational learning for the implementing partners on implementing bilateral cooperation projects in India.

Scope

The evaluation will cover the project as a whole from its inception until the start date of the evaluation. Interviews will be held in the course of this evaluation with some or all of the below mentioned stakeholders from the:

- EU (officials from DG HOME in Brussels, relevant officials at the level of EU Delegation to India),
- Select EU Member States,
- Non-state actors: employer organizations, recruitment agencies;
- The Indian government (Ministry of External Affairs, GoI)

A detailed list of stakeholders will be determined and shared separately with the selected consultant.

Since the main objective of the evaluation is to assess the strategic project design, the main thrust of the evaluation needs to be on the first three of the five OECD DAC evaluation criteria – (1) relevance and validity of the design, (2) effectiveness, (3) efficiency, (4) sustainability and (5) impact. The objectives and scope of the evaluation incorporates the inputs from the PSC members. The evaluation will ensure that the issues and inputs from stakeholders are being adequately covered in the results of the evaluations.

To the extent possible, the evaluation will integrate gender equality, disability inclusion and other non-discrimination issues as a cross-cutting concern throughout its methodology and all deliverables, including the final report.

Clients

The clients and users of the independent evaluation include the ILO and ICMPD management at country, regional and Headquarters levels as well as the DG HOME and FPI service of the European Union.

3. Evaluation Criteria and Questions

The evaluation will use the OECD/DAC evaluation criteria (relevance and validity of design, effectiveness, and efficiency) as the main evaluation criteria. The evaluation will address the following aspects of the project:

<p>RELEVANCE AND VALIDITY OF DESIGN</p>	<ul style="list-style-type: none"> • How well does the project design (priorities, outcomes, outputs and activities) address the CAMM priorities and stakeholder needs? <ul style="list-style-type: none"> ➢ Were the relevant stakeholders sufficiently involved in the designing of the project? ➢ Was there an adequate analysis made of the stakeholder needs at the project design stage? • To what extent are the project design (priorities, outcomes, outputs and activities) logical and coherent? <ul style="list-style-type: none"> • How appropriate and useful are the indicators described in the project document/revised performance framework in assessing the project’s progress? <ul style="list-style-type: none"> • Does the design and implementation arrangements need to be modified in the second half of the Project? • To what extent has the project contributed to the [?] implementation and continued dialogue between the EU and India – as defined by the priorities agreed to in April 2017? How responsive was the project design to national sustainable development plans for the SDGs and ILO Decent Work Country Programme?
<p>EFFECTIVENESS</p>	<ul style="list-style-type: none"> • What progress has the project made towards achieving its planned objectives? <ul style="list-style-type: none"> ➢ What are the reasons/factors behind that progress (or the lack thereof)?

	<ul style="list-style-type: none"> ➤ What are the main constraints, problems and areas in need of further attention? • Are the institutional arrangements, including PAC of the project effective, and how could they be further improved? • What challenges related to bilateral ownership (EU and India) of the project should be addressed as a priority? • How can the challenges related to stakeholders' involvement in the project implementation be addressed effectively? • Does the project address diversity in the implementation of the project activities in terms of gender? • How effective is the project monitoring and evaluation system? • To what extent are the delays experienced so far likely to affect the effectiveness of the project? • How is the restrictive implementation context of this project likely to affect the achievement of the objectives of the project?
EFFICIENCY	<ul style="list-style-type: none"> • Have the resources (including technical expertise, staff, time, cost) been used in a timely and cost-effective manner? • Could the project receive more and better support from the relevant ILO units, ICMPD units, Indian government, and EU services, national and international partners? • To what extent did the project leverage partnerships from other ILO and ICMPD projects in the country and region to build linkages? • How well has the project management worked in delivering project outputs and results (e.g. were alternative solutions to existing challenges identified proactively)? • Do the operational modalities need to be modified in advance of the second half of the Project's implementation? • How can the link between the provided resources and inputs and their conversion to outcomes be improved? • To what extent was the project team organised so as to be responsive to changes on the ground, and to be accountable? • Are the Project Governance Structures (Steering Committee and Project Advisory Committee) implementing their oversight functions efficiently?
SUSTAINABILITY	<ul style="list-style-type: none"> • To what extent are the results of the intervention likely to have a long-term, sustainable positive contribution to the EU-India relationship on migration and mobility? • Is there an exit strategy incorporated in the design of the intervention?
LESSONS LEARNT	<ul style="list-style-type: none"> • What good practices can be learned from the project that can be applied to similar future projects? • What should have been different, and should be avoided in similar future projects?

Based on additional familiarization of the evaluator with the project's background in the inception phase, the evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

4. Methodology

ILO's policy guidelines for evaluation (3rd edition, 2017) provide the basic framework. The evaluation will be carried out according to ILO standard policies and procedures, and comply with the United Nations Evaluation Group (UNEG) norms and standards and the OECD/DAC evaluation quality standards.

The proposed methodology includes:

1. Desk review of relevant documents including the project document (DoA, PIMS report, etc.), work plans, project monitoring plans, progress reports (inception report and 1st interim report), government documents, meeting minutes, policy frameworks, India Decent Work Country Programme: 2018-2022, UNDAF, any other document that relates to the influencing agenda aspects of the project, workshop and mission reports, and other documents/materials/publications that were produced through the project or by relevant stakeholders. The evaluation team will review the documents before conducting interviews.
2. Interviews (face-to-face/telephone/electronic as appropriate) with the ILO Project team in India, ICMPD Project team in Brussels, Project team at the ILO and ICMPD HQ levels, relevant officials of ILO CO-India, ILO and ICMPD staff responsible for technical backstopping of the project in DWT-New Delhi and HQ Vienna/Geneva, non-state actors (employers/recruiters), the EU (relevant DG HOME officials in Brussels, relevant officials at the EU Delegation to India level, EU MS and GoI (Ministry of External Affairs)). An indicative list of persons to interview will be prepared by the Project in consultation with the evaluation manager during the inception phase.

The methodology should include analysis of quantitative and primarily qualitative data. It should include examining the project design and its implementation arrangements, specifically in the light of logical connect between levels of results and their alignment with the EU's strategic objectives and outcomes at the global and national levels, vis-a-vis EU-India Common Agenda on migration and mobility.

The final methodology (as explained in the inception report) should clearly state the limitations of the chosen evaluation methods. The detailed approach and methodology, including the work plan, should be part of the inception report. The methodology should ensure involvement of key stakeholders in the implementation, validation (e.g. Skype presentation for PSC members, debriefing of project manager, etc.) as well as in the dissemination processes. The evaluator may adapt the methodology, but any fundamental changes of the methodology should be agreed between the evaluation manager and the evaluation team, and reflected in the inception report.

Considering that Theory of Change (ToC) was not included in design, if feasible, the evaluator should seek to reconstruct so as to logically connect between levels of results and their alignment with strategic objectives as well as with relevant SDGs and related targets.

To the extent possible, the data collection, analysis and presentation should be responsive to and include gender disaggregation, diversity and non-discrimination, including disability issues.

The ILO evaluation manager will be the focal person to liaise with the consultant for contracting as well as receiving all draft documents and sharing the consolidated feedback from the ILO and ICMPD project team and the EU.

5. Main deliverables

The evaluator will deliver the following main outputs:

Deliverable 1: Inception report (5-10 pages)

The evaluators will draft an inception report upon the review of the available documents and Skype or in-person briefings/initial discussions with the Project team, relevant ILO and ICMPD officials/specialists and donor. The inception report will include among other elements the evaluation questions, data collection methodologies and techniques and evaluation tools, work plan, stakeholder map, outreach approach, analysis of risks and of mitigating measures. The inception report will be prepared as per the EVAL Checklist 3: Writing the inception report, and approved by the evaluation manager. The evaluation tools may include questionnaire or interview schedules to guide the interviews, capture qualitative data and ensure objectivity and consistency in interviews of stakeholders.

Deliverable 2: Presentation on preliminary findings of the evaluation to the PSC

At the end of the evaluation mission, the evaluator will present preliminary findings of the evaluation via Skype or video conferencing. The objective of this meeting will be to validate the preliminary findings as per the evaluation questions, addressing those issues that are yet to be covered and assumptions to be tested, difficulties encountered during the phase and mitigation measures adopted. The project team will provide necessary administrative and logistic support to organize this meeting via Skype or video conferencing.

Deliverable 3: Draft evaluation report (max. 35 pages)

The draft evaluation report should be prepared in accordance with the EVAL Checklist 5: Preparing the Evaluation report which will be provided to the evaluators. The draft report will be reviewed by ILO, ICMPD and the EU. Their comments, clarifications and observations will be addressed during the revision of the drafts.

Deliverable 4: Final evaluation report with executive summary (in a standard ILO format), narrative part, and action-specific recommendations (max . 35 pages)

The evaluators will incorporate comments received from ILO, ICMPD and the EU into the final report. The report should be finalized in accordance with the EVAL Checklist 5: Preparing the Evaluation report. The quality of the report will be assessed against the relevant EVAL Checklists. The reports and all other outputs of the evaluation must be produced in English. All draft and final reports, including other supporting documents, analytical reports and raw data should be provided in electronic version compatible with MS WORD for windows. The report should not be more than 35 pages (excluding annexes). The final report will consist of (a) executive summary; (b) introductory part (description of the activity); (c) chapter presenting Evaluation Questions and the corresponding conclusive answers, together with evidence and reasoning; (d) conclusions (this chapter is to elaborate on the major conclusions organised in order of importance); and (e) the related recommendations (aimed to improve/reform the project; they should be clustered and prioritised).

6. Management arrangements and work plan

- Evaluation manager is responsible for the overall coordination and management of this Evaluation. The manager of this evaluation is Mr Albert Uriyo, OiC Head of Mission and Project Manager, ILO Timor Leste. . The ILO Regional Office for Asia and the Pacific (ROAP) and ILO EVAL will also provide support and oversee the evaluation process and quality of the report. The final evaluation report will be approved by the ILO Evaluation Office (EVAL).

ICMPD and the EU will be closely consulted and involved in managing this mid-term evaluation, i.e. drafting TORs and providing inputs on the evaluation report.

The evaluation will be conducted by an international consultant. The international consultant will lead the evaluation, collect relevant data, interact with stakeholders and have the final responsibility for above described deliverables. The drafts will be reviewed by ILO, ICMPD and EU.

7. Selection criteria of the evaluation consultant and contractual arrangements

Essential selection criteria of the evaluation consultant

Criteria	Details
Qualification and skills	<ul style="list-style-type: none"> • Technical expertise on international relations and bilateral partnerships • Knowledge of, and experience in applying, qualitative research methodologies; • Knowledge of UN evaluation norms and its programming; • Knowledge of EU evaluation norms • Excellent analytical skills and communication skills;
Experience	<ul style="list-style-type: none"> • Minimum ten years of experience in conducting evaluations of bilateral programmes or projects in the UN and/or EU system • Experience of conducting evaluation that includes engagement with Indian government and the EU will be considered an asset • Substantial knowledge on EU and Indian migration policy frameworks
Languages	<ul style="list-style-type: none"> • Demonstrated excellent writing and communications skills in English;
Others	<ul style="list-style-type: none"> • No previous involvement/engagement in the design and delivery of the project

The consultant will be selected through a competitive procedure. The international consultant will report to the evaluation manager who is expected to coordinate with the EUD, ILO and ICMPD project team.

The ILO project team will handle all contractual arrangements with the evaluator and provide logistic and administrative support to the evaluation throughout the process. The project team (ILO and ICMPD) will provide all the project and non-project documents to be reviewed and ensure they are up-to-date. The project team will also prepare an indicative list of stakeholders/partners/beneficiaries to be interviewed and detailed agenda of the evaluation mission.

It is foreseen that the duration of this evaluation will indicatively fall within May – July 2019.

Indicative timeframe, tasks and responsibilities:

8. Duration and number of working days

Task	Responsible person/team	Time frame	No. of work days for the Consultant
Selection of the evaluation consultant (one international)	Evaluation manager	April/May 2019	NA
Ex-col contracts based on the TOR prepared/signed	ILO Project team	10 May 2019	NA
Draft mission itinerary for the evaluators and the list of key stakeholders to be interviewed	ILO & ICMPD Project team	15 May 2019	NA
Briefing for evaluators on ILO evaluation policy	Evaluation manager	3 rd week May 2019	1 day
Review project documentation; and prepare and submit a draft inception report to the Evaluation manager,	Consultant	4 th week May 2019	5 days
Draft inception report is shared with ILO and ICMPD project team and the EU	Evaluation Manager	1 st week June 2019	
Approve inception report, including ensuring any necessary adjustments by evaluator	Evaluation manager after consultation with ILO, ICMPD, EU	2 nd week June 2019	1 day
Consultations and interviews via Skype/face-to-face with relevant ILO/ICMPD officials/specialists and donor	Consultant	June 2019	5 days
Presentation with PSC members via skype/VC	Consultant /ILO and ICMPD Project team	1 st week of July 2019	1 day
Draft evaluation report prepared and submitted to the Evaluation manager	Consultant	Mid July 2019	9 days
Sharing the draft report with ILO and ICMPD project team and the EU	Evaluation manager	Mid July 2019	NA
Comments on the draft report collected and consolidated, and sent to the evaluator	Evaluation manager after consultation with ILO, ICMPD, EU	26 July 2019	NA
Finalization and submission of the report to the Evaluation manager	Consultant	2 August 2019	4 days
Review of the final report	Evaluation manager, ILO, ICMPD and the EU	5-9 August 2019	NA
Submission of the final report to EVAL	Evaluation manager	9 August	

Task	Responsible person/team	Time frame	No. of work days for the Consultant
Approval of the final evaluation report	EVAL	Latest by 16 August	
Follow up on recommendations, including a joint meeting with the EU	ICMPD & Project Team	August onwards	

Total working days: 26

9. Budget and Resources

The evaluation costs and resources will be covered by the ILO.

10. Legal and ethical matters

The evaluation will comply with UN Norms and Standards and the UNEG Ethical Guidelines. The evaluator will abide by the EVAL's Code of Conduct for carrying out the evaluations. The Code of Conduct for carrying out evaluations is attached to the TOR. The evaluators should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.

11. Documents to attach to the TOR

- a) CAMM, project brochure [A complete set of project documents (updated) to be shared only after signing of the contract, confidentiality agreement and other relevant documents]
- b) Relevant non-project documents to be reviewed
- c) All relevant ILO documents including the ILO evaluation guidelines and standard templates
- d) Code of Conduct Form (to be completed by the evaluators) at https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_649148.pdf ;
- e) Checklist for preparing the evaluation report;
- f) Guidance Note on Integrating gender equality in monitoring and evaluation of projects, and
- g) UNEG documents;
- h) Guidance Note on Evaluation lessons learned and emerging good practices;
- i) SDG related reference material at: <http://www.ilo.ch/eval/eval-and-sdgs/lang--en/index.htm>;
- j) Template for title page of the evaluation report at <http://www.ilo.org/legacy/english/edmas/eval/template-titlepage-en.doc> ;
- k) Template for evaluation summary at <http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>.

Annex 2: Inception Report

Mid-term Evaluation of the EU-India Cooperation and Dialogue on Migration and Mobility

*Prepared by Amy Jersild
Submitted 23 June 2019*

This Inception Report describes the EU-India Cooperation and Dialogue on Migration and Mobility project background, its current status of implementation, the purpose and methods of the formative evaluation to be undertaken, and a timeframe for its implementation. The evaluator reviewed the following documents: DoA, evaluation TORs, Annex III list of activities for the Policy Advisory Committee (PAC), the Concept Note, Project's Interim Report and Inception Report from Year 1; and had one 60-minute call with ILO Delhi and ICMPD staff as an orientation to the project. These documents and discussions informed the development of this report.

I. Background of project and draft theory of change

The EU-India Cooperation and Dialogue on Migration and Mobility project is a 3 year, 3 million Euro effort which began in 2017 aimed:

- To adopt and implement international standards and best practices on migration management at state level; and,
- To support the EU-India High Level Dialogue on Migration and Mobility (HLDMM) and the implementation of the Common Agenda for Migration and Mobility (CAMM) including its future annex of actions (state and non-state actors are collaborating on the CAMM).

The EU-funded project is based on the assumption that technical support, research, and capacity building in support of the CAMM and HLDMM would result in better migration governance and management of migration flows between the EU and India. The GoI and the European Union (EU) first formally engaged in dialogue on migration policy in 2000 during their first summit. By 2004, the EU-India Strategic Partnership was established. The EU-India HLDMM provided a basis for ongoing discussions on migration.

As both parties came to place greater levels of importance on migration and mobility in EU-India relations, in response to greater migration flows, they endorsed the Common Agenda for Migration and Mobility (CAMM) in 2016. The CAMM provides a comprehensive framework for cooperation on joint objectives, recommendations and actions for the EU and GoI in the following four priority areas:

- Better organizing and promoting regular migration and fostering well-managed mobility;
- Preventing and combating irregular migration, addressing trafficking in human beings;
- Maximizing the development impact of migration and mobility; and,
- Promoting international protection.

This endorsement also came with a new government in power in India in 2014, after many years of little movement on migration. The CAMM was one of the items for negotiation within the context of trade talks between the GoI and EU. For the EU, the desired outcomes of the CAMM aligned with its Global Approach to Migration and Mobility (GAMM), the EU's overarching framework for guiding external migration and asylum policy since 2005. While the GoI signed the

agreement, it maintained its view that migration is an agenda to be pursued bilaterally with the individual EU member states.

Also endorsed at the 2016 EU-India Summit was the EU-India Agenda for Action 2020, which highlighted strengthened cooperation on migration and mobility through implementation of the CAMM. The EU-India HLDMM was last held in April 2017 with the objective of advancing the implementation of the CAMM. The next HLDMM is scheduled for July 2019.

To support the high level commitment and provide technical inputs, the EU funded the International Labour Organization (ILO) in Delhi and the International Centre for Migration Policy and Development (ICMPD) in Brussels as the implementing partners of the EU-India Cooperation and Dialogue of Migration and Mobility project, which commenced in September 2017. To have balance, the India Centre for Migration – a think tank under the aegis of the MEA was brought in to the project by the GoI. Their role is to collaborate and support some of the events in India.

The four desired outcomes for the project, as articulated in the DoA (PRODOC), centers around regular and sustained dialogue between the GoI and EU on migration and mobility governance; improved knowledge base of migration flows of all kinds between India and the EU; greater legal and administrative capacity on the part of the GoI to govern on all aspects of migration; and international standards and best practices on migration management are implemented. Inputs by the ILO and ICMPD include coordination and administrative support services to the CAMM; technical, capacity building and advisory services; organization of capacity building events; provision of research, briefings and studies; and provision of communication and visibility activities.

These outcomes, if achieved, would ultimately contribute to the overall project objective of better management of mobility and legal migration between the EU and India, and the prevention of irregular migratory flows stemming from India, contingent on the assumption that both the GoI and EU are both fully politically engaged and prioritize the CAMM, and the technical support, capacity building and research are both deemed necessary and helpful by the GoI and EU in supporting these outcomes.

II. Purpose and scope of the evaluation

As noted in the TORs, the primary objective of the mid-term evaluation is to examine the project design in light of the various challenges faced during the initial phase of the project. Of high priority is to understand how the project can proceed in an efficient and effective way under the given context, and whether there is a need to re-align the strategic objectives and/or focus of the intervention. Related to this is an examination of the project's relevance for the GoI and EU in supporting the objectives and principles of the CAMM and the HLDMM.

The evaluation is primarily directed towards improving the project's relevance, effectiveness and efficiency based on the lessons learned thus far, and contributing towards organizational learning for the implementing partners.

The stakeholders to the evaluation include the ILO India office, ICMPD (Brussels and Vienna offices), the EU as both donor and project participant, as well as the GoI. The primary audience of the evaluation includes the ILO, the ICMPD management at country, regional, and headquarters levels, as well as the DG HOME and FPI services of the EU. Summary of evaluation findings and recommendations will also be shared with the GoI.

III. Methods

Summary description and rationale

The project's main contribution is designed to further regular policy dialogue on migration and mobility between the GoI and EU, as well as improve the knowledge base on migration and build capacity for better migration governance. As a result, the evaluation will focus broadly on understanding conceptual analyses and frameworks associated with the project, contextual factors influencing its design and implementation, and an overall assessment of its performance to date.

1. ***Assessment of Contextual Factors and Realities:*** Contextual information will be gathered on the state of migration between India and the EU, the initiatives and agreements that were formulated before the project began, the impetus for the project, and thinking on its design in order to check the assumptions, the hypothesis and the niche, role, and fit of the project. Data will be gathered from EU officials, GoI officials, the ILO and ICMPD and other actors knowledgeable about migration and the interests of the EU and GoI as appropriate through interviews, and supplemented by document review.
2. ***Assessment of Conceptual Analyses and Frameworks:*** This sort of information will be gathered both to further understand and describe the conceptual basis for the project, and to test this against information gathered by stakeholders to reinforce or challenge the concepts based on actual experience. Data will be collected from the same sources as the contextual information, and supplemented by document review.
3. ***Assessment of Project-wide Performance:*** Information will be collected to determine the extent to which the project has been implemented, the outcomes that have been achieved so far, and to gain insight into ways the project design may be adjusted in order for stakeholders to move forward. Data will be collected from the same sources as the contextual and conceptual information, and supplemented by document review.

The evaluation will highlight to the extent possible issues of gender equality, disability inclusion and other non-discrimination issues as a cross-cutting concern. Annex 1 outlines a list of those stakeholders who may be interviewed for the evaluation. A tentative schedule for meetings in India during the week of 24 June is found in Annex 2.

Evaluation questions

The evaluation questions listed in the TORs have been assessed for redundancies, criteria fit, and the overall quality they present as evaluative questions. Western Michigan University (WMU) Evaluation Center's checklist on evaluation questions was consulted during this process.⁴³ The revised questions below, now numbering 18, reflect the purpose of the formative (mid-term) evaluation:

Eval Domain	Questions
Relevance and validity of project design	To what degree does the project design (priorities, outcomes, outputs and activities) address the CAMM priorities and stakeholder needs? To what extent is the project design logical, coherent and oriented toward sustainable impact?

⁴³ <https://wmich.edu/sites/default/files/attachments/u350/2018/eval-questions-wingate%26schroeter.pdf>

	To what extent is the project's M&E system effective and appropriate?
	To what degree was the project design responsive to national sustainable development plans for the SDGs and ILO DWCP?
Effectiveness	To what extent has the project contributed to the implementation and continued dialogue between the EU and India – as defined by the priorities agreed to in April 2017?
	To what degree has the project made progress towards achieving its planned objectives?
	To what extent are the institutional arrangements effective?
	To what extent is there bilateral ownership over the project?
	To what extent is there bilateral engagement and participation in the project?
	To what level does the project effectively address gender?
	To what extent will the delays and other challenges identified likely impact the achievement of the project objective?
	To what extent did the project leverage partnerships from other ILO and ICMPD projects in the country and region to build linkages in support of its overall project objective?
	Has the level of support received by the project from relevant ILO and ICMPD units, GOI, EU services, and other partners been effective?
Efficiency	To what extent have the resources (technical expertise, staff, time, cost) been used in a timely and cost-effective manner?
	To what degree was the organization of the project team responsive to changes and needs on the ground?
	To what extent are the project governance structures (Steering Committee and Project Advisory Committee) effectively and efficiently implementing their oversight functions?
	To what degree is the link between the provided resources and inputs appropriate and sufficient in achieving the desired outcomes?
Sustainability	To what extent are the results of the intervention likely to have a long-term sustainable and positive contribution to the EU-India relationship on migration and mobility?

Data collection and analysis

A mixed method approach will be used that will focus primarily on the collection of qualitative data. Quantitative data will also be collected through document analysis. Specific methods for data collection include:

1. Semi-structured interviews with
 - Representatives of the EU and GoI
 - Project implementers (ILO and ICMPD)
 - Other stakeholders who have been partners to the project, who are knowledgeable about migration issues specifically between India and the EU, and who may be experienced with the type of programmatic approach under examination.
2. Analytical Desk Review of DoAs and contextually relevant documents– including meeting reports, research, trip reports, monitoring reports, financial reporting, and others.

Given the scope of the evaluation and the data collected, data collection and analysis will be done by hand with the use of either hand-written notes or documenting of interviews by word processing. The interviews and other documentation collected and analyzed will be coded based on the evaluation questions and the main themes emerging from the evidence. Analyzed data will then be synthesized, and articulation of overall findings will be formulated based on the OECD/DAC criteria outlined above.

An evaluation matrix is featured in Annex 3, which outlines key indicators for each evaluation question, the sourcing of data, and method.

Limitations

The following limitations for the evaluation are identified:

Degree of frankness and sharing of ideas during the data collection process: Many of the evaluation questions relate to assessing not only the project design and its relevance and effectiveness given the desired outcomes, but also the degree to which stakeholders are invested in the process and the extent to which their priorities are aligned. Given the high-level policy talks at the center of the project, the level of openness during interviews may vary, particularly with government officials. This may impact the data collected and any recommendations formulated on design issues and the way forward for the project.

Access to financial information: Access to financial information will determine the extent to which questions under the efficiency domain may be answered.

III. Deliverables and tentative timeline

There will be three outputs for the evaluation: (1) inception report, (2) draft evaluation report, and (3) final evaluation report. The proposed timeline is tentative, pending confirmation, as follows:

Task	Timeframe
Submission of inception report	16 June
Interviews in Delhi	24-26 June
Interviews – by Skype/email	Week of 1 July and week of 15 July
Presentation of preliminary findings/Validation session via Skype	26 July
Submission of draft evaluation report	1 August
Submission of final evaluation report	23 August

IV. Presentation

Presentation of preliminary findings will be shared via Skype with interested stakeholders prior to submission of the draft written report. The session will be a means for stakeholders to validate the preliminary findings presented and for the evaluator to collect additional data for the written report.

The report will be approximately 25 to 30 pages in length, not including annexes. The findings may be organized by emerging themes from the evaluation, or they may be organized around evaluation domain. A summary response to each evaluation question will be offered in the annex. A tentative outline for the report is as follows:

Table of contents ^[1]_[2]

Acronyms

List of tables, figures, graphics, etc.

Executive summary, including key findings, conclusions and recommendations

Background of the project


Purpose and scope of the evaluation

Methods

Findings

Conclusion

Recommendations

Annexes: 

- TORs
- Inception Report
- A summary table providing a summary response to each of the evaluation questions
- Lessons learned template
- Best practices template

Annex 3: Stakeholders interviewed

Table 4:
Stakeholders Interviewed

Date	Name	Title	Organization	Location
24 June	Seeta Sharma	Project Manager	ILO	Delhi
	Igor Bosc	Project Manager	ILO Work in Freedom (WIF) project	Delhi
	Shabari Nair	Migration Specialist	ILO DWCT	Delhi
25 June	Benoit Souveroché	EUD - First Counsellor - Migration and Home Affairs	EU Delegation	Delhi
	Matej Dornik	EUD Project Manager - FPI	EU Delegation	Delhi
	Max Tunon	Former Migration Specialist – Delhi	ILO	Qatar
	Dr. Gulshan Sachdeva	Professor of European Studies	JNU	Delhi
	Vineet Gupta	Regional PF Commissioner	Ministry of Labor - EPFO	Delhi
26 June	Nishikant Singh	Under-Secretary OIA-1	Ministry of External Affairs	Delhi
	Pietro Sferra Carini	Minister Counsellor, Deputy Head of Mission	Italian Embassy	Delhi
	Daniele Sfregola	First Secretary, Head of the Consular and Visa Section	Italian Embassy	Delhi
	Dr. Dnyaneshwar M. Mulay	Former Secretary	Ministry of External Affairs	Delhi
3 July	Naozad Hodiwala	Project Manager	ICMPD	Brussels
4 July	Harpreet Bhullar	National Project Coordinator	ILO	Delhi
9 July	Bruno di Boni	Policy Officer	DG HOME, EC	Brussels
	Dagmar Walter	Director of DWCT	ILO Regional South Asia and India Country Office	Delhi
15 July	Maria Madrid-Pina	International Relations Officer	DG HOME, EC	Brussels
17 July	Martijn Pluim	Director of Dialogues and Cooperation	ICMPD	Vienna/ Brussels
19 July	Sedef Dearing	Regional Coordinator	ICMPD	Vienna

Annex 4: Summary matrix

Table 5:
Summary matrix: Evaluation questions and summary response

Eval domain	Questions	Summary response
Relevance and validity of project design	To what degree does the project design (priorities, outcomes, outputs and activities) address the CAMM priorities and stakeholder needs?	The project design includes all four pillars of the CAMM and aims to support its implementation. In meeting stakeholder needs, however, there has been delayed implementation due to a number of factors, including the non-alignment of Gol and EU interests on migration. For the implementing partners, their expertise overall is valued yet the challenging operational environment with ineffective communication and an erosion of trust has contributed toward challenging partnership.
	To what extent is the project design logical, coherent and oriented toward sustainable impact?	The project design's 4 outcomes include the articulation of a nuanced approach to capacity development that does not reflect how the project works in practice.
	To what extent is the project's M&E system effective and appropriate?	The project's M&E system captures quantitative data only specific to outputs delivered. It could be more developed to capture greater numbers of indicators that could contribute toward greater understanding of outcomes. Surveys administered following seminars and workshops enabled some insight into new learning and relevance for participants, yet no follow up took place. A more suitable and realistic project design with a clear TOC would enable an improved and more refined M&E system.
	To what degree was the project design responsive to national sustainable development plans for the SDGs and ILO DWCP?	The intended outcomes of the project contribute toward SDG 10, Target 10.7, and toward the ILO DWCP Priority 2, Outcome 2.4. Yet as noted in the findings, the EU and Gol have largely resisted inclusion of trade unions, a focus on gender, and examining prospects for regularizing irregular migration. The value of the SDG of inclusivity and no one left behind has not yet been addressed by the project, with varying degrees of interest among stakeholders.
Effectiveness	To what extent has the project contributed to the implementation and continued dialogue between the EU and India – as defined by the priorities agreed to in April 2017?	While the EU and MEA have struggled to schedule meetings on a timely basis, the project has supported impetus for continued dialogue. Whether the project has contributed content wise to continued dialogue within the context of the HLDMM was not clearly captured by the evaluation.
	To what degree has the project made progress towards achieving its planned objectives?	The project has succeeded at a certain level to raise awareness about migration issues among those it has interacted with, yet its intent to develop institutional capacity (Outcome 3) and support the application of best practices in migration policy (Outcome

		4) has not been achieved. The evaluation has found that a strategy for effecting such change is not well articulated in the project design.
	To what extent are the institutional arrangements effective?	The institutional arrangements have posed significant challenges to the working relationship of the two implementing partners, their working relationship with the EU and the delegation in Delhi.
	To what extent is there bilateral ownership over the project?	Bilateral ownership is imbalanced, with the EU as both funder and participant in the project. The Gol has taken ownership of the PAC in serving as its chair. The Gol has indicated that it will take ownership through not taking EU funds but funding themselves specific to any activities they participate in.
	To what extent is there bilateral engagement and participation in the project?	DG Home and MEA have met on average once per year to further discussions on migration. There have been multiple delays on the Gol side, including cancellation of meetings and long delays in approving documents produced by the implementing partners. Yet delays also occurred as a result of miscommunication and different cultural ways of working among the two parties. The scheduling of the HLD in 2019 was an example of this.
	To what level does the project effectively address gender?	The project has not addressed gender.
	To what extent will the delays and other challenges identified likely impact the achievement of the project objective?	The greatest challenge toward achieving the project objective is the difference in viewpoints between the bilateral partners. This has caused delays in project implementation, which, given the three-year timeframe set out to achieve the desired outcome, has had significant impact.
	To what extent did the project leverage partnerships from other ILO and ICMPD projects in the country and region to build linkages in support of its overall project objective?	There was some exploration of partnerships yet limited agreements made which leveraged support to the project objective. The ILO leveraged resources through its collaboration with the ILO's DFID-funded Work in Freedom programme. Further, the ILO invested its own resources in responding to requests from the Gol beyond the scope of the project, which in turn provided benefit.
	Has the extent of support received by the project from relevant ILO and ICMPD units, GOI, EU services, and other partners been effective?	Internally within the ILO and ICMPD there was support provided to the project teams. The Gol and EU reviewed draft deliverables and provided comment, while the EU delegation provided oversight. Yet tension and frustration was experienced given various logistical challenges and unclear channels of communication.
Efficiency	Have the resources (technical expertise, staff, time, cost) been used in a timely and cost-effective manner?	A significant inefficiency in the project is the design itself, which does not allow for proper planning, as well as delays in project implementation as a result of ineffective communication, non-aligned agendas on migration between the Gol and EU, overly long reviews of deliverables, and an unproductive partnership between the ICMPD and ILO.

To what degree was the organization of the project team responsive to changes and needs on the ground?

The project team was responsive to change and needs on the ground. They met frequently and shared information. Given the political context and the differing agendas and interests among the Gol and EU, the ILO team was particularly savvy in its work on the ground in Delhi.

To what extent are the project governance structures (Steering Committee and Project Advisory Committee) effectively and efficiently implementing their oversight functions?

The PAC has just recently met for the second time. It did not meet the first time until 8-9 months following the launch of the project. Thus direction for the implementing partners on deliverables to focus on and develop was not forthcoming. Given the lack of regular meetings as originally planned, implementation has been delayed.

To what degree is the link between the provided resources and inputs appropriate in achieving the desired outcomes?

Given the project's delayed implementation, more resources have been spent than deliverables produced. The evaluation did not access financial records or budgets to enable answering this question in full. Further, the logic of the project design is faulty and unrealistic as outlined.

Sustainability

To what extent are the results of the intervention likely to have a long-term sustainable and positive contribution to the EU-India relationship on migration and mobility?

The second PAC and HLDMM meetings took place mid-July, just before interviews were finalized for the evaluation. The likelihood of a long-term sustainable and positive contribution to the EU-India relationship on migration and mobility will be based on whether trade talks resume between the two actors, and the level of impact Brexit will have given the vast majority of Indian nationals living in Europe reside in the UK.

Annex 5: Lesson learned

ILO Lesson Learned Template

Project Title: EU-India Cooperation and Dialogue on Migration and Mobility
 Project TC/SYMBOL: IND/17/03/EUR

Name of Evaluator: Amy Jersild

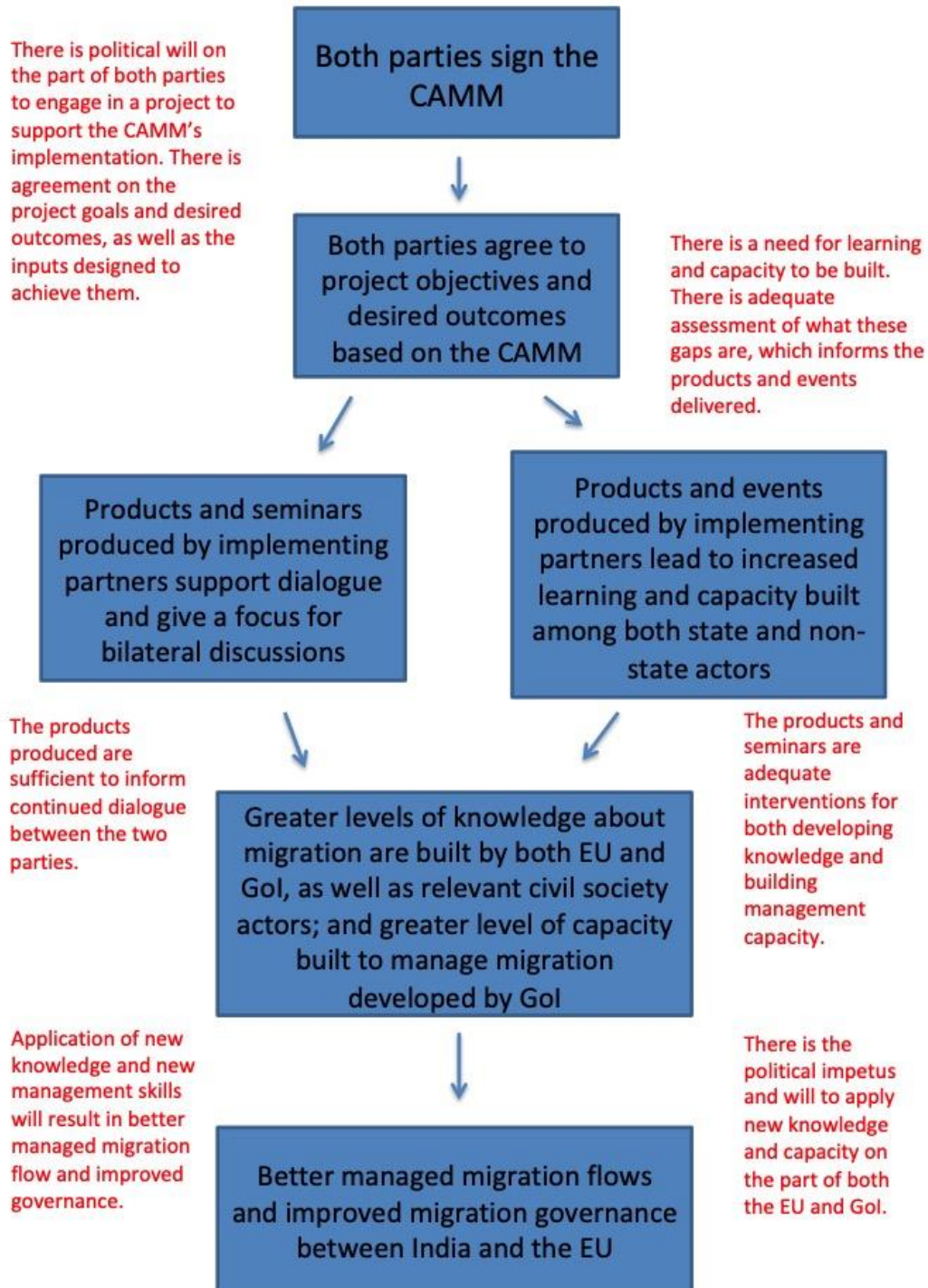
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The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	An established form of communication on migration dialogue between the two bilateral parties should be clearly defined before the project design phase is launched.
Context and any related preconditions	There was the assumption made by the EU that the GoI's presence at the project launch was their tacit approval of the project. Instead of involving the GoI from the beginning in choosing implementing partners, identifying those activities of relevance, and discussing roles and responsibilities in the project, as would be more befitting of a strategic partnership, the EU erroneously assumed that signing of the CAMM meant approval of an actual project and willingness to move forward on the terms set by the EU.
Targeted users / Beneficiaries	EU and ILO
Challenges /negative lessons - Causal factors	Without adequate engagement with the partner at the design phase, they will not fully engage during project implementation.
Success / Positive Issues - Causal factors	Adequately engaging the partner during the design phase may lead to more full participation during implementation of the project.
ILO Administrative Issues (staff, resources, design, implementation)	Design

Annex 6: Theory of Change

Graphic 1:
A high level theory of change for the project



Annex 7: Outcome areas and corresponding project activities detailed in the Description of Action

Table 6:
Desired outcomes and related project activities

		Description of Action	
	Outcome area/Result area	Activities	
1	Regular and sustained dialogue between the Gol and EU on migration and mobility is strengthened	1.1 Project launch workshop with stakeholders and working group meeting	1.2 Dialogue to exchange information on legislation, policies and best practices in the priority areas identified through the HLDMM.
		1.3 Experts conference on irregular migration	
2	Improved knowledge base of migration flows between India and the EU	2.1 Supporting India to have a unified migration data information system	2.2 Preparation of statistical reports on migration
		2.3 Research on regular labour migration from India to EU	
		2.4 Studies and documentation on the contribution of migrants to the economies	
3	Enhanced legal, policy and administrative institutional capacity of India and the EU on the governance and management of labour migration	3.1 Training and exposure activities for officials	3.2 Building awareness among all stakeholders about the risks of irregular migration
		3.3 Strengthen integration of regular migrants	
		3.4 Capacity building at the state level	
		3.5 Diaspora networks engaged in return of irregular migrants	
		3.6 Promotion of international protection in line with the applicable international norms and the respective obligations of the Signatories of the CAMM	
4	International standards and best practices on migration management implemented	4.1 Expert meetings on labour standards in trade and investment agreements	4.2 Review/framing of policy at state level
		4.3 Seminars on good practices on reintegration of returnees	
		4.4 Awareness-raising, visibility actions directed towards different audiences on international human rights and labour standards in the governance of migration governance.	

Annex 8: ILO-ICMPD activities proposed for July 2019 to August 2020

Table 7:
Proposed ILO-ICMPD Activities July 2019-August 2020

	Regular Migration	Irregular Migration	Migration and Development	International Protection
Products	1. Checklist for EU universities 2. Policy Brief	1. Best Practices	1. Short films – diaspora 2. Study on Belgium Diaspora 3. Engaging Diaspora (brief)	--
Activities/ Events	3. Student checklist 4. Checklist dissemination 5. Recruitment agents meeting 6. Dialogue on visa facilitation 7. Data Management workshop 8. Governance Seminar 9. Media training – students	2. Technical Dialogue on visa facilitation 3. Seminar on best practices 4. Experience sharing on trafficking/border management 5. Policy Brief on preventing irregular migration 6. Governance Seminar 7. Media training – Students	4. Engaging diaspora network 5. Dissemination of handbook 6. Governance Seminar 7. Media training – Students	1. Knowledge exchange 2. Seminar on reintegration 3. Governance Seminar