



# Evaluation Summary



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## *EU-India Cooperation and Dialogue on Migration and Mobility Project – Midterm evaluation*

### Quick Facts

<b>Countries:</b>	<i>India</i>
<b>Mid-Term or Final Evaluation:</b>	<i>Mid-term</i>
<b>Evaluation Mode:</b>	<i>Independent</i>
<b>Administrative Office:</b>	<i>DWT/CO-Delhi, India</i>
<b>Technical Office:</b>	<i>ILO Delhi</i>
<b>Evaluation Manager:</b>	<i>Albert Uriyo</i>
<b>Evaluation Consultant(s):</b>	<i>Amy Jersild</i>
<b>Project Code:</b>	<i>IND/17/03/EUR</i>
<b>Donor(s) &amp; Budget:</b>	<i>EU (3 million Euros)</i>
<b>Keywords:</b>	<i>Migration, mobility, India, EU, policy dialogue</i>

### Background & Context

#### **Summary of the project purpose, logic and structure**

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 Description of the Action (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.<sup>1</sup>

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.<sup>2</sup> 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.

### **Present Situation of the Project**

There have been various challenges faced in the implementation of the first half of the project, which has resulted in delays.

### **Purpose, scope and clients of the evaluation**

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.

### **Methodology of evaluation**

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 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.

## **Main Findings & Conclusions**

***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. 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

<sup>1</sup> *Ibid.*

<sup>2</sup> DoA, p. 10.

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 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.

## Recommendations

### Main recommendations and follow-up

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.