

Building Bridges

Capacity building
on migration and
the Migration EU
eXpertise Initiative
2009 - 2019

Implemented by

Funded by the
European Union



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Foreword ICMPD



Ralph Genetzke
Director, ICMPD Brussels
Mission

Since 2009, ICMPD has been successfully implementing the MIEUX initiative. MIEUX, now named MIEUX+, as a pioneering global migration capacity building programme, has greatly evolved since its inception, becoming a remarkable EU peer-to-peer expert facility with worldwide recognition. MIEUX has provided expertise to more than 120 countries all over the world. Since its inception, 147 requests have been received, and 340 experts have been mobilised to exchange knowledge on topics ranging from national policy development to operational protocols for first-line service providers.

As a regional organisation with a global outlook, ICMPD has been a leading player in migration for over 25 years, working to understand migration, connect all the relevant actors and levels, and empower individuals, institutions and organisations through a three-pillar approach: Research and Policy, Migration Dialogues and Capacity Building.

Much like migration itself, MIEUX is a complex project that is firmly anchored in international co-operation principles of partnership and mutual commitment. However, its simple three-element formula (peer-to-peer, rapid reaction and demand-driven) has remained stable whilst the local, national, regional and global migration governance paradigm has shifted in the last ten years. Over the last decade, new actors in migration and development (M&D) have arisen, together with the need for them to find answers, examples and practices from which to build strategies, plans and services, and to identify solutions.

It is with this spirit in mind that the MIEUX team enthusiastically drafted this publication. MIEUX's status as a global pioneer in the field of capacity building in migration has allowed it to act as a laboratory of practices and to create ad hoc solutions for partners. The publication aims to take stock of achievements but also to offer MIEUX's accrued expertise in the field of capacity building in migration for the benefit of other practitioners, academics and interested parties, whether in the EU or abroad, at local, national, regional or global levels. I hope you find this report engaging and useful, and we look forward to working in partnership with you to "make migration better".

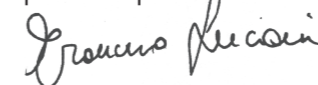
Ralph Genetzke
Director, ICMPD Brussels Mission

Foreword European Union

Since 2005, migration has been among external priorities of the EU. The Global Approach to Migration and Mobility first, the European Agenda on Migration as well as the Partnership Framework in 2015-16 and now the new Pact on Migration and Asylum mark the key steps of the policy framework for the EU's engagement with third countries in this area. This commitment is based on partnership and dialogue, identifying areas for cooperation and mutual responsibilities, and the provision of concrete support for the implementation of these tools.

On the other hand, the 2017 European Consensus on Development confirmed that migration was part of EU's development cooperation and acknowledged that partnership should be the overarching principle for successful implementation of the 2030 Agenda for Sustainable Development. For that purpose, the EU and its Member States shall use different and complementary modalities under development cooperation, including technical assistance and capacity building. As the 2030 Agenda suggests, we are confident that the implementation of planned and well-managed migration policies will help facilitate orderly, safe, and responsible migration and mobility of people. The European Commission intends to pursue the same commitment with the Neighbourhood, Development and International Cooperation Instrument.

The Migration EU eXpertise (MIEUX) initiative implemented by ICMPD since 2009 was established by the European Commission and notably its Directorate-General for International Cooperation and Development to respond to this challenge. MIEUX is based on the conviction that capacity building goes beyond direct benefits to the beneficiary entities. It is also a catalyst for partnerships, contributing to the exchange of expertise within multi-stakeholder and diversified frameworks. Likewise, it fosters mutual understanding as it has the potential to transform cooperation between actors and to create enabling environments for inclusiveness and dialogue as important 'assets' of migration governance. MIEUX's formula, with its successive operations, has proven very successful to respond to requests from partner countries and regional organisations. We hope that the new phase of MIEUX, that has just started, will confirm this success and contribute to the partnerships of the EU.



Francesco Luciani

Head of Unit, DEVCO B3- Migration, Employment

Acronyms and Abbreviations

ACMHR	Inter-Ministerial Committee for Coordination and Monitoring of Migration and Development Activities, Togo
AF	Action Fiche
APEI	Accelerated Programme for Economic Integration
ASEAN	Association of Southeast Asian Nations
BCCSAP	Bangladesh Climate Change Strategy and Action Plan
CIDO	Department for Citizens and Diaspora Organisations
CIS	Commonwealth of Independent States
CLAIM	Local Centres for Migrant Support, Portugal
CMNP TP-TM	Permanent Multilateral Commission against THB and Migrant Smuggling, Peru
CNAI	National Support Centre for Migrant Integration, Portugal
CNM	National Migration Council, Costa Rica
COI	Country of Origin Information
COMAR	Mexican Commission for Refugee Assistance
COMESA	Common Market for Eastern and Southern Africa
CRED	International Disaster Database of the Centre for Research on the Epidemiology of Disasters
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DATIP	Division of Anti-Trafficking in Persons, Thailand
DAU	Diaspora Affairs Unit, Malawi
DCI	Development Cooperation Instrument
DEF	Directorate of Foreigners and Borders, Cabo Verde

DGI	Directorate General for Immigration, Cabo Verde
DGME	Directorate General of Migration and Immigration, Costa Rica
DGSD	General Directorate for Democratic Security, Peru
DOLE	Department of Labour, Philippines
DPU	Public Defender's Office, Brazil
DRC	Democratic Republic of Congo
DSDW	Department of Social Development and Welfare, Thailand
EAR	Expert and Action Roster
EASO	European Asylum Support Office
EC	European Commission
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EMM	Expert Management Mechanism
EMN	European Migration Network
ENI	European Neighbourhood Instrument
ESME	Special Migration Situations Team, Costa Rica
EU	European Union
EUD	European Union Delegation
EU MS	European Union Member State
FSM	Social Migration Fund, Costa Rica
GAI	Immigrant Support Office, Cabo Verde
GAM	Global Approach to Migration
GAMM	Global Approach to Migration and Mobility
GCM	Global Compact on Migration
GFMD	Global Forum on Migration and Development
GIZ	German Development Agency, the Deutsche Gesellschaft für Internationale Zusammenarbeit
IACAT	Inter-Agency Council Against Trafficking, Philippines
ICMPD	International Centre for Migration Policy Development
ILO	International Labour Organization

INM	National Institute of Migration, Mexico
IOE	International Organisation of Employers
IOM	International Organization for Migration
IP	International Protection
ISON	Interpol Specialised Operational Network
JWU	Jordanian Women's Union, Jordan
KM	Knowledge Management
LAC	Latin America and the Caribbean
LGBTQ+	Lesbian, Gay, Bisexual, Transgender and Queer
LGU	Local Government Unit
LMIS	Labour Market Information Systems
M&D	Migration and Development
MAPII	Municipal Action Plan for Immigration and Integration, Cabo Verde
MERCOSUR	Southern Common Market
MIA	Ministry of Internal Affairs
MIDEPLAN	Ministry of Planning and Economic Policy, Costa Rica
MIEUX	MIgration EU eXpertise
MLMY	Ministry of Labour Migration and Youth, Kyrgyzstan
MoDMR	Ministry of Disaster Management and Relief, Bangladesh
MoSD	Ministry of Social Development, Jordan
MoU	Memorandum of Understanding
MP	Mobility Partnership
MPF	Mobility Partnership Facility
MSDHS	Ministry of Social Development and Human Security, Thailand
NAPA	National Adaptation Programme of Action, Bangladesh
NCM	National Migration Coordination Mechanism, Kenya
NGO	Non-Governmental Organisation
NIP	National Integration Plan, Costa Rica
NIS	National Immigration Strategy, Cabo Verde
NMDWG	National Migration Data Working Group, People's Democratic Republic of Lao

OAD	Overseas Association Decision
OAS	Organization of American States
OECD	Organisation for Economic Co-operation and Development
OECS	Organisation of Eastern Caribbean States
PAC	Platform of African Communities, Cabo Verde
POEA	Philippines Overseas Employment Administration
PDD	Platform on Disaster Displacement
PSG	Project Steering Group
QMS	Quality Management System
REDTRAM	Ibero-American Network of Specialised Prosecutors on TIP and SOM
RENEM	Network of Municipal Focal Points on Emigration, Cabo Verde
RESAMA	South American Network for Environmental Migration
ROAME	African Operational Repertoire of Jobs and Professions
ROM	Results-Oriented Monitoring
SDG	Sustainable Development Goal
SOP	Standard Operating Procedure
TEU	Treaty of the European Union
THB	Trafficking in Human Beings
USA	United States of America
UN	United Nations
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
VoT	Victim of Trafficking

Glossary

Action

A MIEUX intervention or project in a country outside of the EU, normally composed of six or seven activities.

Action Fiche (AF)

Prepared jointly by the MIEUX team, the Project Steering Committee (PSC) and the partner authority, the AF is the first participatory exercise of any planned MIEUX intervention. The document describes the logic for intervention, the institutional framework of the partner country in terms of migration, as well as an overview of the set of activities designed to respond to the request outlined by the requesting authority.

Activity

Each individual component of an Action. Depending on the Action, the number can range up to a sequence of six or seven, among which are included assessment and drafting sessions, fact-finding and field visits, information and thematic sessions, meetings with pertinent authorities, presentations (mainly for policies), remote support, study visits and workshops covering various topics.

Expert (EU)

A skilled professional engaged by MIEUX to drive forward the individual activities of each Action, these are mostly officials from EU Member State (EU MS) administrations.

Expert (Southern)

A skilled professional engaged by MIEUX to drive forward the individual activities of each Action, these are mostly officials from administrations outside of the EU.

Expert and Action Roster (EAR)

MIEUX's database of experts and Actions, accessible only to internal audiences.

Expert Management Mechanism (EMM)

One of MIEUX's six processes, this is responsible for the smooth running of all aspects related to sourcing, maintaining and evaluating experts who participate in MIEUX Actions.

Global Approach to Migration and Mobility

The overarching framework of the EU external migration and asylum policy between 2005 and 2015. 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.

Horizontal interventions

Cross-cutting areas of migration governance, such as data management, human rights and policy development that complement MIEUX's four thematic areas.

Implementation

One of six MIEUX processes, implementation is the execution of the sequence of activities as programmed in the AF.

Knowledge Management (KM)

KM is "the systematic management of processes enabling vital individual and collective knowledge resources to be identified, created, stored, shared and used for the benefit of the actors involved".¹ One of six MIEUX processes, KM is conceived as a transversal process that supports the main objectives and operational elements of the programme.

Partner country(ies)

Countries eligible for assistance under the Development Cooperation Instrument (DCI), European Development Fund (EDF), European Neighbourhood Instrument (ENI) and the Overseas Association Decision (OAD) with which MIEUX establishes cooperation and which are the beneficiaries of MIEUX Actions and activities.

Peer-to-peer

MIEUX employs highly experienced migration management professionals from EU MS and Southern public administrations to ensure that they and their beneficiary peers are 'speaking the same language' and exchanging practical solutions in a genuine spirit of collaboration.

Performance Monitoring and Evaluation

The systematic and objective assessment of an ongoing or completed intervention, its design, implementation and results according to pre-defined criteria or indicators. According to the European Commission (EC), the main criteria are: relevance, effectiveness, impact, coherence and EU-added value.

Pre-implementation

All the processes that take place before approval of the request and therefore precede the implementation phase.

¹ As reproduced in Girard, J. P., & Girard, J. L. (2009) "Defining knowledge management: Toward an applied compendium", Online Journal of Applied Knowledge Management (p.4). Available online at: http://www.iiakm.org/ojakm/articles/2015/volume3_1/OJAKM_Volume3_1pp1-20.pdf [Accessed 12 August 2020].

Request

An appeal for intervention from a government or organisation eligible to receive support from MIEUX. Eligible countries are those included under the DCI, the EDF, the ENI and the OAD. Local authorities, ombudspersons, parliamentarians and judicial authorities, and civil society organisations (CSOs) have been able to submit requests to MIEUX since January 2016.

Requesting authority

The institution, organisation or government that submits the request to receive support from MIEUX. It is also normally the main beneficiary of the Action.

Results-Oriented Monitoring (ROM)

An external evaluation that assesses whether MIEUX is achieving its objectives in line with four Development Assistance Committee (DAC) criteria: relevance, efficiency, effectiveness and sustainability. MIEUX has been through this exercise on two occasions: in 2013 and in early 2018.

Thematic areas

MIEUX's main thematic areas: legal migration, M&D, irregular migration, and international protection and asylum. To these, horizontal interventions are added, e.g. all the interventions that cover more than one strand and are therefore cross-cutting, for instance human rights or gender.

Triangular cooperation

According to the Organisation for Economic Cooperation and Development (OECD),² triangular cooperation is when countries, international organisations, civil society, private sector, private philanthropy and others work together in groups of three or more, to co-create flexible, cost-effective and innovative solutions for reaching the Sustainable Development Goals (SDGs). In MIEUX's context, triangular cooperation implies the involvement of experts and practitioners from EU MS participating in MIEUX Actions, from the partner country benefitting from MIEUX's support and from other non-EU partner countries sharing their knowledge and experiences.

² http://www.oecd.org/dac/dac-global-relations/_Triangular%20Booklet%20A5%20pages.pdf. [Accessed 12 August 2020].

Table of Contents

Foreword ICMPD	3
Foreword European Union	5
Acronyms and Abbreviations	8
Glossary	13
Executive Summary	19
Objectives	21
Section I: MIEUX and Its Features	25
What is MIEUX?	27
MIEUX Features	31
MIEUX in Numbers 2009-2019	35
Section II: MIEUX in Context	39
MIEUX's Evolution	41
MIEUX Phases	51
MIEUX Timeline 2009-2020	53
MIEUX and Global Migration Trends 2009-2019	55
Section III: MIEUX in Action	65
Exploring the Concept of Practices in MIEUX	67
Key Areas of Work and Impact for MIEUX 2009-2019	81
MIEUX Case Studies	96
Thailand: Prevention and Protection of THB Victims and Homeless Migrants	99
Peru: Addressing Smuggling of Migrants	103
The Philippines: Communicating Better with Migrants	107
South-East Asia: Advancing Cooperation on Migration	111
West Africa: Sharing Knowledge on Migration and Environment	115
Belarus: Paving the Way for Migrant Workers' Rights	121
Costa Rica: Development of the Second National Integration Plan	125

Cabo Verde: Municipal Action Plans for Immigration and Integration	129
COMESA: Data Sharing at Regional Level	133
Kenya: Development of Standard Operating Procedures for Migration Data Management	137
Mexico: Capacity Building based on the EASO Training Curriculum	141
Jordan: New Procedures for Protecting Victims of Trafficking	145
Mauritius: National Migration and Development Policy	151
Malawi: Formulating a New National Diaspora Engagement Policy	155
Madagascar: National Diaspora Engagement Policy	159
Brazil: Protection of Children in Migration	163

The Way Forward	167
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List of Figures

What is MIEUX? 3 Pillars	28
Main Themes	29
Processes	30
Approved Requests by Region 2009-2019	35
Approved Requests by Thematic Area	35
Top 4 Areas Covered by Policies or Strategies	36
Government Experts by EU MS 2009 - 2019	37
MIEUX Phases	51
MIEUX Timeline 2009 - 2020	53

List of Highlights

Peer-to-Peer exchange	33
Three strands of analysis	70
What creates a practice? Different approaches	74
Consensus on MIEUX practices and specialisms	77
Examples of migration policy frameworks	83

Executive Summary

This publication was conceived to mark the first ten years of implementation of the joint EU-ICMPD MIEUX initiative and intends to offer a glimpse of the wide array of tools, methodologies and approaches that can inspire or be used by governments, and M&D practitioners in general, to advance a cooperative and sustainable international architecture of migration. It therefore places special emphasis on the role of practices in enhancing this architecture by depicting a number of selected governance-related practices (case studies) that MIEUX has supported in numerous countries, and that could be replicated and adjusted in other contexts with a view to strengthening policies and institutions, as well as operational practices accounting for the successful features of the programme. This is, in itself, a 'best practices' method of delivering capacity building globally, and which could inspire other capacity building initiatives on migration.

The publication is divided into three sections: the first describes the main features of the initiative; the second places MIEUX in line with mega trends in migration between 2009 and 2019; and finally, the third describes MIEUX by giving an overview of achievements in four main areas of policy development, inter-institutional cooperation and 16 case studies.

The first section, "*MIEUX and its features*", on pages 25-37, describes the main components of the programme and is useful for those readers who are not familiar with it or its main objectives and working modalities.

The second section "*MIEUX in context*", on pages 39-63, enables readers to understand MIEUX's evolution together with major developments in migration governance and global trends in legal and irregular migration, trafficking in human beings (THB), International Protection (IP) and Migration and Development (M&D), key areas of interest for MIEUX over the last decade. It is especially useful for those readers who wish to understand the significance of the programme in relation to other macro trends in global migration over the last decade.

The third section, "*MIEUX in Action*", on pages 65-170, features an analysis of MIEUX's deliverables across four major areas of delivery and a selection of 16 MIEUX Actions by country and topic. The latter are offered as case studies to provide greater detail as to the context, background and impact derived from MIEUX's intervention logic and are particularly suitable for practitioners wishing to obtain in-depth information about how a MIEUX Action works in reality. The publication ends with an analysis about the future of capacity building from the Head of Global Initiatives, Mr. Oleg Chirita.

Objectives

This publication aims to provide readers with a comprehensive analysis of the features and impact of the MIEUX initiative, including a review of MIEUX's portfolio of practices that have been developed, piloted, adjusted and calibrated to the priorities and interests of all the stakeholders involved between 2009 and 2019.

Why this report

Effective international cooperation on migration is both desirable and achievable. Since launching operations in 2009, MIEUX has provided an open and much-needed space to request capacity building activities and EU expertise, allowing the sharing of knowledge and practices between peers working in institutions in and outside of Europe.

Operating across Africa, Asia, Latin America and the Caribbean or the EU Neighbourhood, and with a wide variety of actors, this European Facility has allowed States to benefit from European expertise in all areas of migration,³ thus enhancing migration governance at various levels. MIEUX has contributed to building bridges between the EU and partner countries by enhancing the understanding of migration and narratives; brought together various stakeholders to set national and regional migration goals; supported the establishment of institutional cooperation frameworks; equipped partners with tailor-made practices, solutions and policies; and, in general, initiated and developed new opportunities for cooperation.

Throughout the last ten years, MIEUX has witnessed first-hand how capacity building can be instrumental in promoting rights-based migration governance.

³ MIEUX's first phase (2009-2011) covered irregular migration. As of 2012, the initiative expanded its remit: legal migration, irregular migration and THB, migration and development, international protection and asylum. Cross-cutting themes such as communications and human rights are clustered under the umbrella term 'horizontal interventions'.

By stimulating the exchange of expert experiences from both European and Southern administrations, as well as promoting triangular cooperation, the programme has built up (i) the overall knowledge base on migration, contributing to establishing practices and increasing levels of harmonisation of practices that are rooted in rights-based governance, in line with the European Consensus on Development; (ii) the objectives of the EU external action as set out in Article 21(2) (d) of the Treaty of the European Union (TEU);⁴ and (iii) the goals of the 2030 Agenda for Sustainable Development.

At a time when capacity building in the area of migration is being promoted by the UN Network on Migration (through the global Capacity Building Mechanism), created under the 2018 Global Compact on Migration (GCM) to provide United Nations (UN) Member States with a *“toolkit to help them better manage migration and work toward safe, orderly and regular migration”*,⁵ the international community is looking for examples of what constitutes a practice on migration governance, but also on capacity building, regardless of whether it is innovative or tried-and-tested, as long as it contributes to the objectives of the GCM and the targets set by the SDGs.

The adoption of the GCM and the creation of the UN Network on Migration coincided with MIEUX's ten-year anniversary. To mark the occasion, MIEUX undertook a comprehensive analysis of its achievements, methodologies and practices through a number of Regional Knowledge-Sharing Round-tables in Asia, Africa and LAC, involving the focal points of the institutions involved with the programme in a collective exercise.

This report aims to serve as inspiration for cooperative, cohesive, effective and sustainable approaches to migration management and governance at bilateral, regional and international levels.

The future governance of migration will require constant investment in capacity building in a wide array of technical areas and overarching policies, legislation and institutional frameworks to match the dynamic and complex nature of migration. By delving into MIEUX's portfolio of 100+ interventions and presenting the highlights to the readers, this report intends to offer a glimpse of the broad range of tools, methodologies and approaches that can inspire or be used by governments, and M&D practitioners in general, to advance a cooperative and sustainable international architecture of migration.

⁴ The New European Consensus on Development *“Our World, Our Dignity, Our Future”* https://ec.europa.eu/europeaid/sites/devco/files/european-consensus-on-development-final-20170626_en.pdf [Accessed 19 August 2020].

⁵ (IOM 2018) *“Input to the UN Secretary General's Report on the Global compact for Safe, Orderly and Regular Migration”*. Available at: https://refugeesmigrants.un.org/sites/default/files/stocktaking_iom.pdf. [Accessed 19 August 2020].

Milestones that led to this report

In 2018, MIEUX celebrated ten years as an international peer-to-peer knowledge exchange facility. As a pioneer, first focused on offering technical assistance in the form of training courses, the facility has evolved and blossomed into a comprehensive mechanism for the exchange of knowledge and practices in a wide range of thematic areas. To mark the occasion, MIEUX sought to ascertain its relevance and impact in the face of a more complex, multi-sectorial and multi-actor environment where migration had become one of the highest priorities in policy makers' agendas around the world. This report is the combined result of three strands of analysis that took place between late 2017 and 2019.

- ➔ The first strand was undertaken at an internal level and meant as an initial and preparatory reflection by the project team, whose members reviewed the portfolio of projects (herein after referred to as Actions) and their results with aggregated data from the past decade, gathering a list of ten on-cumulative features to describe excellence within the context of a MIEUX Action.
- ➔ For the second strand, during 2018, a series of Regional Knowledge-Sharing Round-tables, which were organised to mark MIEUX's tenth anniversary, were held in each of the regions where MIEUX operates (Central, Eastern and Southern Africa, Western Africa, Asia and LAC). For the EU Neighbourhood, it was decided that an online consultation would be more fitting than a face-to-face event given constraints around language and timeline.

The purpose of the events was twofold. First, to bring together the MIEUX focal points from partner countries (these being mainly public officers, Heads of Unit or Directors in Ministries of Interior, Foreign Affairs, International Cooperation and/or Migration agencies) in each of the regions to reflect collectively on the achievements to which MIEUX had contributed in their respective countries and the wider impact they felt these Actions had. Second, to identify and collect the best practices that MIEUX had helped to build during its ten years of operations.

Together with a list of ten features described on page 97, this was basis for selection of the 16 case studies presented in the third block of this report, *“MIEUX in Action”* on pages 97-166. With these two strands, the team tried to propose a methodology to approach the concept of good/best practice that is so often quoted, but rarely explained or fully understood in international development circles.

- The third and final strand of analysis came from an external evaluation report,⁶ commissioned by MIEUX in 2019, about the impact of capacity building on migration governance and cooperation. The evaluation assessed the results derived from MIEUX's activities in relation to the three levels of capacity building (Individual, Organisational, Environment) cited by the OECD,⁷ and sought to understand how the deliverables produced within a MIEUX Action are transformed into outcomes by partner authorities.

Section I

MIEUX and its Features

6 Blomeyer & Sanz (2020) *Impact evaluation of capacity building in the field of migration - Joint EU-ICMPD Initiative 'Migration EU eXpertise' (MIEUX)*.

7 OECD (2011) *Supporting Capacity Development in PFM - A Practitioner's Guide Volume I*. Available on: <https://www.oecd.org/dac/effectiveness/48782679.pdf>. [Accessed 20 August 2020].

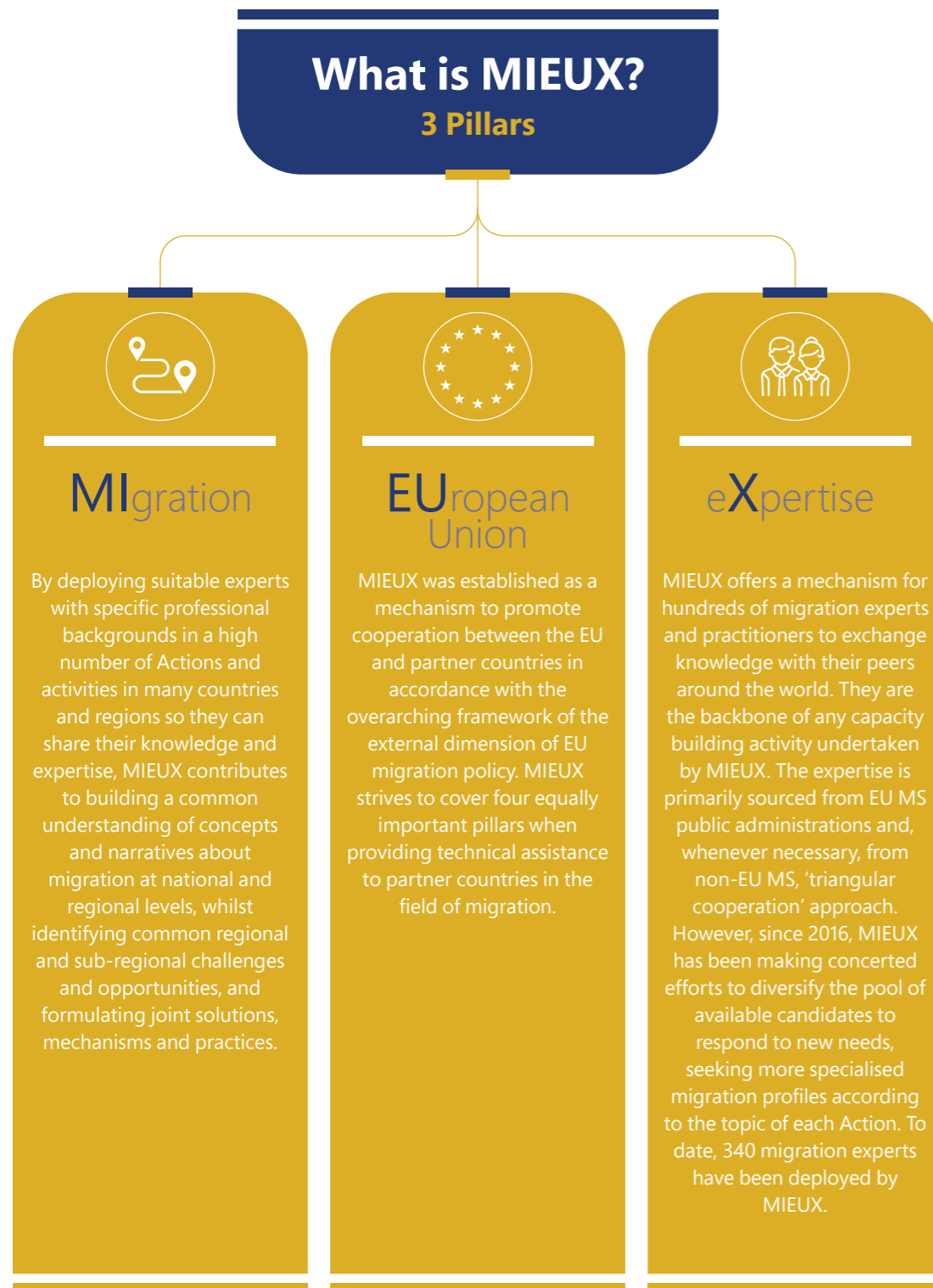
What is MIEUX?

MIEUX is funded by the EU (European Commission, Directorate-General for International Cooperation and Development) and has been implemented by ICMPD since 2009. MIEUX exists to bring together migration-related institutions from partner countries, regional organisations and EU MS to address the challenges and opportunities of migration in all its dimensions through rapid, tailor-made assistance.

As an EU peer-to-peer expert facility, MIEUX contributes to strengthening global migration governance by fostering close-knit collaboration between partners and embedding ownership into each activity.

MIEUX supports the implementation of the European Consensus on Development.

As an instrument of EU cooperation, MIEUX supports the practical implementation of key instruments of development cooperation, such as the European Consensus on Development, while increasing visibility and knowledge exchange about the EU's regional framework for migration management, EU standards and know-how, thus contributing to a harmonisation of theory and practice in migration management around the world.



Objectives

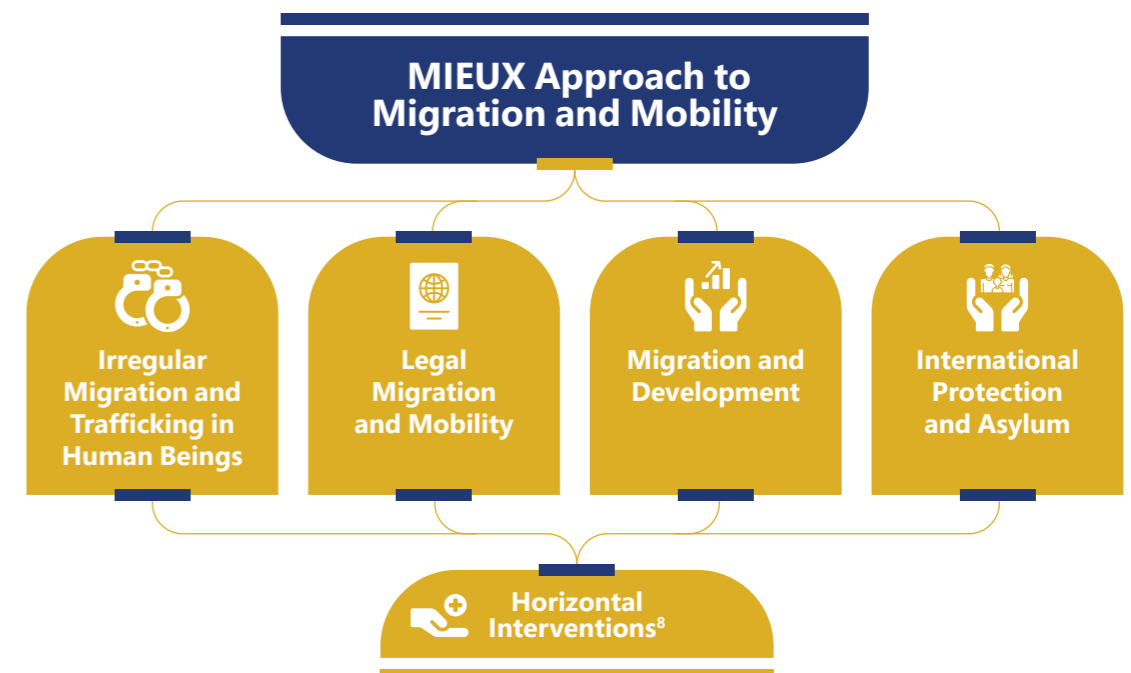
Overall

To contribute to the improvement of migration governance at national and regional levels by strengthening the capacities of public authorities to better manage migration and mobility in all their dimensions through the provision of rapid, short-term and small-scale peer-to-peer expertise assistance.

Specific

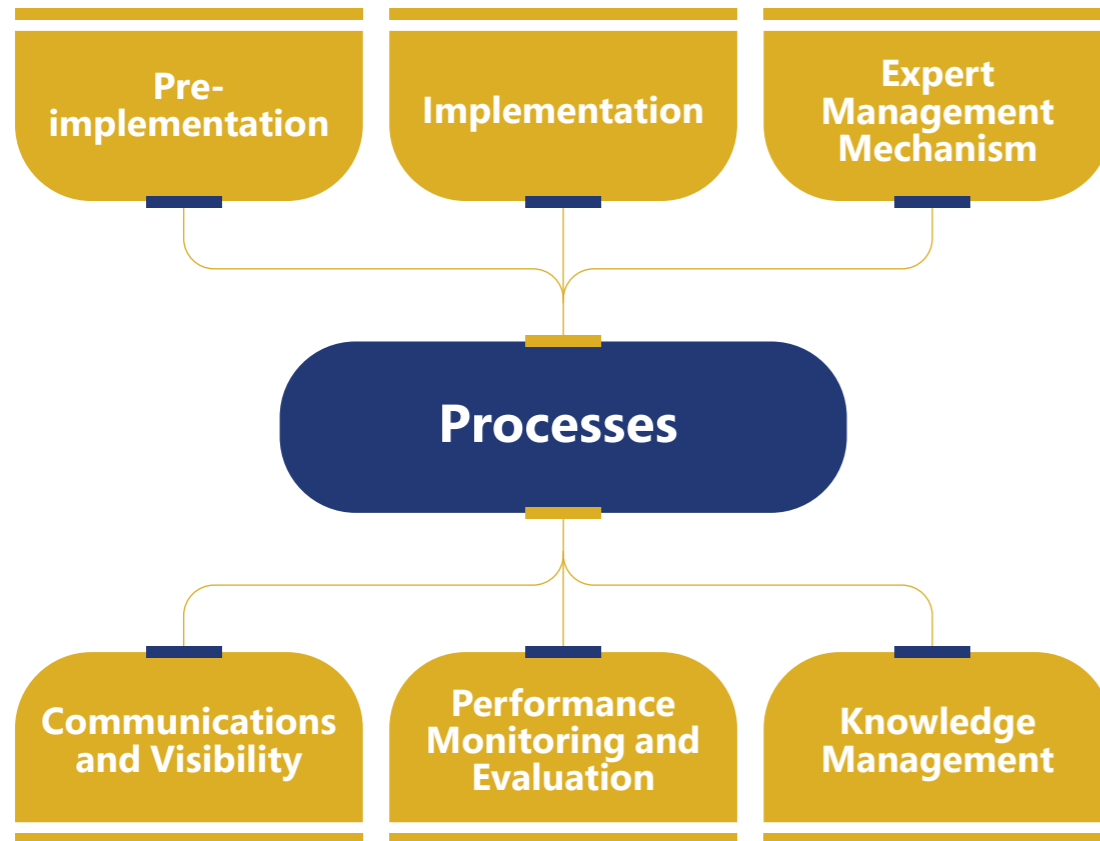
1. To enhance the understanding and capacities of public authorities of partner countries to better manage migration and mobility;
2. To strengthen the capacities of public authorities to develop, implement and evaluate migration- and mobility-related frameworks, including at policy, legislative and institutional levels, in the partner countries; and
3. To foster and advance cooperation and coordination within and among partner countries, as well as with EU/EU MS.

Main Themes



⁸ Themes which do not fall under any of the preceding pillars and those that refer to cross-cutting areas of migration governance such as policy development, human rights, gender or climate change.

Processes



MIEUX Features

Starting from three defining features (demand-driven, peer-to-peer and rapid reaction), the initiative has piloted and generated a series of practices that throughout the years have now been adopted as standards. These proven features are, in essence, tested practices on how to best organise and deliver capacity building, and they can inspire other capacity building mechanisms, namely when it concerns how to develop capacities in a targeted manner.

Although the number of actors involved in migration has grown over the last decade, MIEUX's general formula has largely stayed the same, while being adapted and strengthened to suit new and rising needs. Retaining its peer-to-peer approach and other distinguishing features, such as being flexible, demand-driven and quick to react, has guaranteed its success. By quickly adapting to local contexts to tailor each activity to partners' needs, ensuring synergies and complementarities and embedding a whole-of-government approach, MIEUX's Actions are results-oriented and create mutual learning spaces (partners learn from the EU, its MS or other partner countries' experiences), thus promoting not only transfer but exchange of expertise, also to the benefit of participating EU MS.⁹

The main benefits regarding MIEUX's defining features are listed on the next page. Beginning with three defining features (demand-driven, peer-to-peer and rapid reaction), the initiative has piloted a series of practices that throughout the years have now become standards of providing capacity building in an efficient way and can be considered just as essential as the original three.

⁹ Source: Chirita, O. and Perchinig, B. (2018) Factsheet "Enhancing migration governance through capacity building", ICMPD.

Original Features



Demand-driven

Partner countries request assistance according to their priorities and capacities. Eligible countries are those included under the DCI, the EDF, the ENI and the OAD.

- ✓ Quick reaction to shifting priorities
- ✓ Able to 'test the waters' for longer interventions and priority-setting for bilateral/thematic programmes
- ✓ Corresponds to the principle of ownership which should underscore all capacity development interventions¹⁰



Rapid Reaction

Actions are ready to launch within three months.

- ✓ Fast deployment of resources
- ✓ Prompt reaction to a request for intervention ensures that the Action responds to current needs



Peer-to-peer

Migration experts, mainly from EU MS and Southern public administrations, but also from other backgrounds, are selected to share their expertise and knowledge with their counterparts in partner countries.

- ✓ Greater knowledge of constraints faced by public officials
- ✓ Weaves stronger networks between institutions
- ✓ Mutual exchange of knowledge
- ✓ Strengthens governance
- ✓ Promotes bilateral relations

¹⁰ European Commission (2010) "Toolkit for Capacity Development. Tools and Methods Series. Reference Document n° 6".



MIEUX partner authorities have described the peer-to-peer exchange of knowledge as one of the best MIEUX features.

Specifically, they valued the following points:

1. The sharing of expertise and experiences on M&D that allows the acquisition of best practices.
2. The development of a regional, coordinated approach in managing M&D.
3. The building of a network of experts dealing with migration management.
4. The possibility to acquire insight into new challenges related to M&D.
5. The knowledge gained from experts thanks to their experience.

HIGHLIGHT

Additional features



Triangular Cooperation (EU-South-South) and South-South Cooperation

This element promotes the exchange of knowledge and sharing of practices among international partners. While one of the essential features of MIEUX remains to act as a vehicle for sharing and spreading EU migration expertise and practices in partner countries, MIEUX has increasingly involved additional experts from Southern countries in its capacity building activities. These experts may come from the governmental sector or other backgrounds. In some cases, focal points from partner countries become experts deployed in other interventions, reinforcing a virtuous circle of cooperation regionally and replicating MIEUX practices. Up to 79 experts from countries outside of the EU have been deployed in MIEUX Actions between 2009 and 2019.



Action Design

MIEUX's Action design involves several stages and stakeholders: the requesting authority, the MIEUX team and the PSG, who together devise a plan of action with a logical sequence of activities involving the expertise of EU MS and/or Southern experts. The in-depth involvement of the partner authorities in the design, implementation, and monitoring and evaluation of the activities is key for the relevance of the Actions.

Additionally, MIEUX's flexibility in Action design (e.g. the possibility to introduce minor modifications to the planned activities to meet new and emerging needs) is useful to ensure that the relevance is maintained during Action implementation by redesigning or readapting some activities to meet these evolving needs.

In addition, a continuous feedback mechanism supports better results and enables the MIEUX team to learn from all the stakeholders involved. This is why MIEUX monitors and collects participant feedback from every single activity, and at Action level from experts and partner authorities, and reviews this data on a quarterly, bi-annual and annual basis. Qualitative feedback from an external evaluation¹¹ confirms that participants have increased their understanding, and acquired new skills on the topics discussed during the MIEUX activities. Similarly, stakeholders have noted enhanced understanding of European practices related to migration management. Stakeholders underlined that the MIEUX activities were particularly useful, for instance raising awareness on the rights and needs of migrants, and partner authorities frequently referred to a change of mind-set following participation.



Knowledge Management

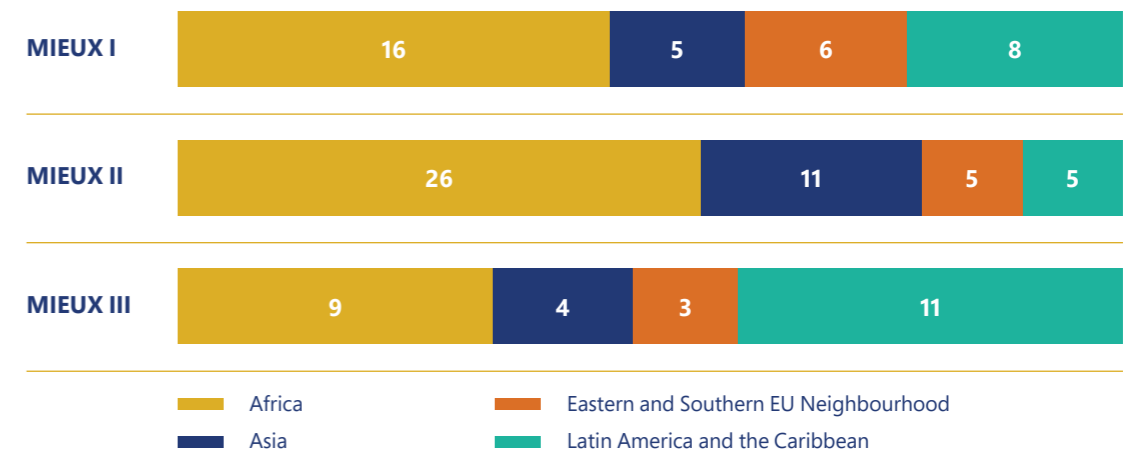
Following one of the recommendations from the ROM exercise in 2014, MIEUX embarked on creating a KM strategy for its third phase starting in 2016. The overall objective of this process was to contribute to MIEUX's core task, the facilitation of knowledge exchange on migration between EU MS and partner countries in an effective, efficient and sustainable way by acquiring, developing, retaining, sharing and applying the necessary knowledge and skills.

Concretely, MIEUX's KM process has coordinated the production of several publications, including MIEUX Regional and Thematic Factsheets as well as MIEUX's Annual Report, and conceptualised the 2018 Regional Knowledge-Sharing Round-tables, which were organised to mark MIEUX's tenth anniversary, in close collaboration with each MIEUX Regional Coordinator.

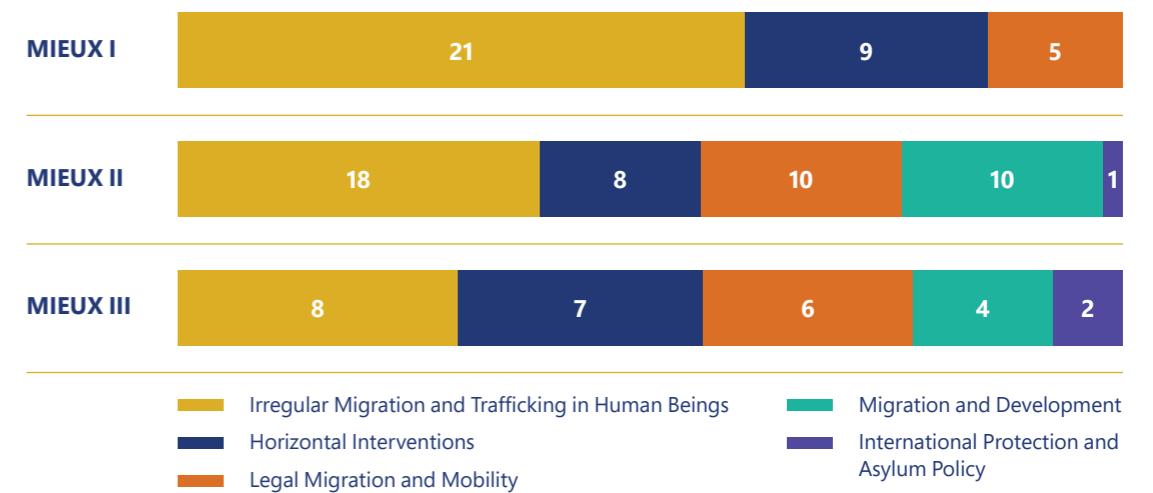
¹¹ Blomeyer & Sanz, *op.cit.*

MIEUX in Numbers 2009-2019

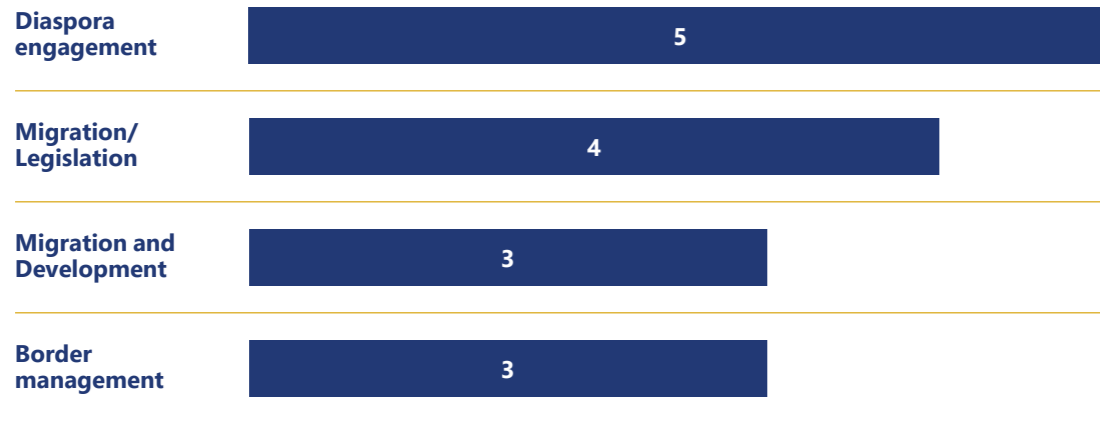
Actions by Region 2009-2019



Actions by Thematic Area



Top 4 areas covered by policies or strategies



Experts



675

Experts registered



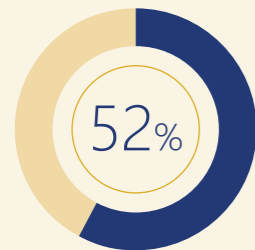
340

Experts deployed

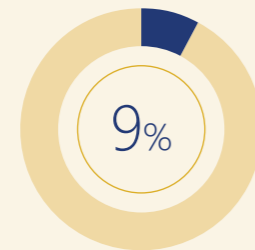
207 ♂

♀ 133

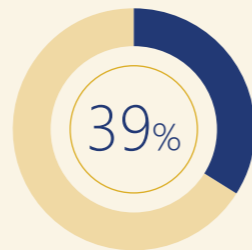
EU/outside of the EU



176 EU MS governmental experts representing 22 EU MS



32 Non-EU MS governmental experts



132 experts from other backgrounds

Government Experts by EU MS and the UK 2009 - 2019



Section II

MIEUX in Context

MIEUX's Evolution

MIEUX's original remit broadened beyond the technical training level to becoming a reference when it comes to collaboration between the EU and partner countries. Over the years, the initiative has grown in complexity in terms of methodologies, partners and synergies.

MIEUX finds its roots in the 2005 EU Global Approach to Migration (GAM) which represented the EU's comprehensive external migration policy, creating tools to cooperate with partner countries. The approach emphasised the role of capacity building to *"better manage migration, including through maximising the benefits to all partners"*. In 2011, the GAM became GAMM, an extra M for 'mobility' being added. Consequently, the aim of the new approach was to become more strategic and form stronger links between relevant EU policies. The GAMM was established as *"the overarching framework of the EU External Migration Policy"*, revolving around four thematic pillars – legal migration and mobility, preventing and reducing irregular migration, international protection, and maximising the development impact of migration and mobility. Among the GAMM's implementation tools, capacity building found a prominent role, with MIEUX being explicitly mentioned as a salient instrument.

The evolution of MIEUX is intrinsically associated with the development of EU policies and strategies on migration, but also reflects various global developments and trends. Being mandated to only deal with irregular migration during the first phase (2009-2011), MIEUX has been significantly evolving over the years not only in terms of topics addressed, but also in terms of partners involved, the complexity of interventions, and, very importantly, demonstrating that capacity building should not be solely technical in nature.

Migration and development

Conversely, MIEUX's thematic expansion has, over the years, underpinned the objectives of the EU development policy and the development goals of partner countries. In 2011, the EU Agenda for Change¹² acknowledged migration as a cross-cutting issue for development. Therefore, MIEUX became well placed to contribute to *"the development-migration nexus by providing assistance to partner countries in elaborating and enhancing their migration policies, and strengthening their capacities to manage migration and mobility through targeted activities"*. **MIEUX entered the era of M&D.** MIEUX continues to be relevant to the New European Consensus on Development (2017) that frames the implementation of the 2030 Development Agenda and promotes strengthened engagement to facilitate safe, orderly and regular migration, including through the implementation of planned and well-managed migration policies.

These policy developments led to modifying MIEUX's remit. With its second phase (2012-15), MIEUX was mandated to deliver capacity building in all areas of migration, therefore moving gradually from a migration management angle towards a migration governance paradigm. This leap offered the partner countries a noteworthy opportunity to embark upon national processes conducive to the establishment of holistic migration or sectoral migration policy frameworks, inter-agency coordination structures, policy and institutional coherence or cooperation with non-governmental actors.

Migration governance

In 2013, migration policy making became one of the core features of MIEUX that has been accompanying the programme over the years, including during its third phase, launched in 2016. **MIEUX entered the era of migration policy making**, witnessing a proliferation of requests geared towards formulation of policies, strategies or action plans, with an increasing focus on the nexus between M&D.¹³ These processes were accompanied by the creation of partnerships and sustainable whole-of-government structures. **MIEUX entered the era of migration governance**, hence elevating and transforming the role of the capacity building that became a catalyst for policy making, data collection, institutional changes and coordination, as well as national, regional and international partnerships.

The evolution of MIEUX has equally been impacted by developments occurring globally. The creation of the Global Forum on Migration and Development (GFMD), launched in 2007 as a platform helping to shape the global debate on M&D, gave impetus to governmental agencies to engage with MIEUX on topics reinforcing the link between M&D. Following the debates oc-

¹² Available at: https://ec.europa.eu/knowledge4policy/publication/agenda-change-com2011-637-final_en. [Accessed 20 August 2020].

¹³ Chirita, O. (2019) *"Why develop migration policy frameworks?"* Factsheet. Available at: https://www.mieux-initiative.eu/files/MIEUX_Factsheet_WHY_FINAL.pdf.

curing in the margins of the GFMD summits, in 2014, for example, MIEUX registered an upsurge of requests for assistance on the topic of diaspora engagement. As this topic had been on the GFMD agenda, it raised awareness about the crucial role of diaspora to development, prompting therefore requests for Actions both from governments and diaspora. MIEUX became therefore a 'rapid reaction' mechanism contributing to the implementation of recommendations and practices formulated and shared globally. In this way, **MIEUX entered the era of collaborative practices**, as the bedrock of global migration governance, creating enabling environments for countries to exchange and replicate institutional and policy practices, also by involving experts from Southern countries, thus reinforcing the triangular cooperation.

'Going Regional'

During the past decade, migration and mobility have increasingly gained significant attention at regional level. MIEUX partnered with groups of States or regional organisations in Western and Eastern Africa, South-East Asia and LAC to support their efforts in improving regional migration frameworks. The regional actors deem capacity building as an indispensable mechanism to create added value by advancing partnerships and forging policies and practices (3Ps approach). In this manner, **MIEUX entered the era of 'going regional'**, contributing to the implementation of regional migration and mobility frameworks, and the development of new tools, ideas and innovative collaborative practices leading to partnerships, networks, and a better dynamic among States, and, consequently, to stronger regional migration governance.

The overall evolution of MIEUX over the past ten years undeniably stems from and is influenced by major developments and changes at national, regional and global levels. By the same token, MIEUX impacted and triggered developments nationally and regionally, becoming a catalyst of transformations and a connector among a wide ranges of actors.

Between 2009 and 2019, enhanced migration governance has become a global priority deriving from the imperative to address migration more effectively, and to strengthen bilateral, regional and international cooperation through multi-stakeholder partnerships. Migration, as a transnational phenomenon, involves a conglomerate of actors at various levels and with different interests. As such, the promotion and identification of common and beneficial ideas, practices, approaches and solutions to migration governance demand greater coordination and cooperation. If migration governance is to become more effective, it needs to be grounded upon the development and deepening of solid and multi-layered partnerships across the board.

The unfolding of MIEUX illustrates how capacity building prompts and nurtures partnerships through a 'triangular peer-to-peer' cooperation (EU-South-South) approach. As a pioneering,

global capacity development initiative, MIEUX has evolved tremendously, becoming a remarkable EU peer-to-peer programme with worldwide recognition.

MIEUX in Central, Eastern and Southern Africa

Between 2009 and 2019, several countries in the region worked on the development and implementation of comprehensive national migration management policies, providing transparent frameworks through which to deal with the different migration flows, in line with national development plans. For instance, MIEUX has worked with Malawi and Mauritius to develop comprehensive national migration policies to guide government action.

A key prerequisite for these migration policies, as was concluded during MIEUX's 2018 Regional Knowledge Sharing Round-table in Kenya, is solid research on migration trends, as well as the collection of robust migration data. Some countries in the region, such as MIEUX partners Kenya, Rwanda and the Common market for Eastern and Southern Africa (COMESA), have made significant progress in revising their policy and legal frameworks in this regard.

Governments across Africa are making efforts to formalise their links with their respective diaspora communities and intensify their outreach to encourage investment in terms of skills, technology and business, also with a view to fulfilling the related SDGs. In this regard, MIEUX has supported Burundi, Malawi, the Democratic Republic of Congo (DRC) and Madagascar in the formulation of diaspora engagement policies that aim to reduce barriers to investment for diaspora members, facilitate and speed up administrative procedures and increase government communication with its diaspora.

MIEUX in West Africa

One of the main trends in terms of migration governance between 2009 and 2019 in West Africa has been the formulation of migration policies and the development of migration management strategies, after the 2008 the Economic Community of West African States (ECOWAS) Commission launched the "ECOWAS Common Approach on Migration",¹⁴ which affirmed the importance of steering migration, in its various dimensions, through coherent migration policies. MIEUX has worked on several occasions with West African governments such as Benin, Côte d'Ivoire, Togo and, more recently, Ghana, supporting the realisation of these political discussions with a series of Actions focused on policy developments in two major areas.

The first one focuses on national-level migration policies as well as sectoral themes linked to migration via sectoral migration strategies, for instance the Anti-Trafficking Strategy in Côte d'Ivoire or the more recent Diaspora Engagement Strategy in Ghana. The second refers to the involvement of dif-

¹⁴ As referenced in OECD's "Regional Challenges of West African Migration" (2009). Available at: https://read.oecd-ilibrary.org/social-issues-migration-health/regional-challenges-of-west-african-migration_9789264056015-en#page234. [Accessed 20 August 2020].

ferent levels of migration governance, from regional to local, as was the case for Cabo Verde when formulating the 2019 Municipal Action Plans for Migrant Integration with support from MIEUX.

Looking ahead, West African States will further proceed in this direction in the coming years, continuing to strengthen their regional migration governance frameworks through new or updated migration policies and strategies, as exemplified by ECOWAS's commitment to developing the "ECOWAS Regional Migration Policy", and at continental level through the ratification and gradual implementation of the "African Union Protocol to the Treaty Establishing the African Economic Community relating to Free Movement of Persons: Right of Residence and Right of Establishment".

When it comes to climate change, many ECOWAS MS have already developed action plans and programmes specifically addressing environmental degradation and climate change, such as the National Action Plans to Combat Desertification and the National Action Programmes for Climate Change Adaptation. Nevertheless, there will be a need to intensify efforts aimed at mainstreaming environmental concerns into migration policy making, as well as other national and regional policy making processes, including those related to economic planning, agriculture, urban planning and transhumance.

MIEUX in Asia

The search for better economic opportunities and higher wages represents a main driver of migration all over Asia, and has been a key topic of requests for MIEUX support over the last decade. Countries of origin focus on placement and protection of their migrant workers abroad by signing Memoranda of Understanding with other countries, including EU MS, but also by informing potential migrants about risks and opportunities connected to migration, in line with SDG 8.8¹⁵ and GCM objective 3.¹⁶ As an example of this, Tajikistan developed a roadmap on the management of external labour migration with support from MIEUX in 2018, which could serve as a basis for the country's new strategy on migration. Also, Kyrgyzstan's Government requested support to formulate a Migration Communication Strategy aimed at potential labour migrants, students, refugees and potential victims of human trafficking that was adopted by a Ministerial Decree in 2014.

A typical feature of the Asian labour migration landscape is the private recruitment and employment agencies regulated by law and tasked with providing services to migrants in search of employment abroad. However, in order to avoid abusive practices, it is very important to raise awareness on fair and ethical recruitment, as foreseen in GCM objective 6,¹⁷ the rights and obligations of the private sector according to international conventions such as the ILO Private Employment Agencies Convention, 1997 (No. 181), and the responsibility of State authorities with regard to the management of private sector activities. In line with these needs, MIEUX developed several Actions in Myanmar, the Philippines and Tajikistan.

¹⁵ "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".

¹⁶ "Provide accurate and timely information at all stages of migration".

¹⁷ "Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work".

Labour exploitation can lead to trafficking. Many countries are attempting to respond to these challenges by improving their anti-trafficking frameworks, in line with SDG 16.2¹⁸ and GCM objective 10.¹⁹ For instance, MIEUX worked with the Governments of Myanmar and Thailand to build the capacities of relevant government institutions and develop operational tools, such as brochures and handbooks on labour migration and trafficking respectively. In Tajikistan and Timor-Leste, MIEUX contributed to strengthening the capacities of government actors to proactively initiate trafficking investigations.

MIEUX in the EU Neighbourhood

Between 2009 and 2019, MIEUX witnessed a strong resolve from partner authorities to enhance their migration governance frameworks by promoting legal and labour migration channels. For instance, the Ministry of Internal Affairs (MIA) of Belarus requested MIEUX's assistance to study the experience of EU MS in determining the relevance of international conventions on migrant workers and the feasibility of joining them. MIEUX also organised regional workshops to discuss ways to improve synergies between the Eastern Partnership countries on mobility and security.

Another topic of high concern in the region is the fight against trafficking in human being. In Jordan, for instance, through the MIEUX and JEMPAS²⁰ projects, ICMPD worked closely with the International Organization for Migration (IOM) to develop internationally recognised standard operating procedures (SOPs) for the identification and referral of victims of trafficking (VoTs). In this framework, following a request from the Jordanian Ministry of Social Development (MoSD), MIEUX worked with practitioners from two shelters in Amman to establish guiding principles and common standards for operations and services of staff working with VoTs all over Jordan. These principles were based upon existing practices as well as EU standards and techniques in order to provide suitable services led by a victim-centred approach and enabling them to reintegrate into society, in Jordan or their country of origin.

MIEUX in Latin America and the Caribbean

Between 2009 and 2019, MIEUX provided support to national and local authorities in 11 LAC countries, as well as three regional networks through 25 Actions, the majority of which took place from 2015 onwards.

The high and unpredictable migration flows of recent years are stretching the reception and processing capacities of LAC countries concerning international protection and asylum, and placing increasing demands on already limited services and structures at host community level. Brazil's and Peru's asylum processing systems are overstretched in dealing with the increase in requests

¹⁸ "End abuse, exploitation, trafficking and all forms of violence against and torture of children".

¹⁹ "Prevent, combat and eradicate trafficking in persons in the context of international migration".

²⁰ Support to the Mobility Partnership (MP) between the EU and the Hashemite Kingdom of Jordan (JEMPAS), funded by the EU and implemented by ICMPD between January 2016-June 2019.

from Venezuelan nationals. In this context, MIEUX has been able to support the Peruvian Directorate of Human Rights of the Ministry of Foreign Affairs with improving research on country of origin information, in order to ensure evidence-based assessment of asylum and international protection claims. Meanwhile, in Brazil, MIEUX assisted the Federal Public Defender's office with improving its knowledge on interviewing techniques for migrant children, and in particular those who cross the border unaccompanied.

In this context of mass displacement, providing assistance and protection to vulnerable groups has become a key priority for many LAC countries, and many good practices that have been developed could be further promoted and disseminated regionally in the coming years. For example, MIEUX supported Costa Rica's Government with the revision of an operational protocol for the Special Migration Situations Team (ESME), responsible for providing comprehensive support to this population. The new operational tool provides holistic care based on rights at all stages of assistance, from identification to possible repatriation or preparation for a life in Costa Rica.

Beyond short-term considerations, and in a context where the political and economic situations that caused large movements are not likely to be resolved in the near future, host countries are increasingly interested in **integration policies**, in line with SDG target 10.2 and GCM objective 16. Again, Costa Rica provides a shining example, as it developed two National Integration Plans with assistance from MIEUX: both reflect interaction across policy areas and levels of governance.

Finally, in view of the complexity of migration dynamics, enhancing **regional-level dialogue** and providing coordinated responses will be key. As a recent example, MIEUX's support to the Ecuadorian Presidency of the GFMD in 2019 in setting up a series of workshops to debate thematic priorities at regional level could be cited.

Areas of transformation

With its significant portfolio on four continents and more than 100 Actions, MIEUX has moved beyond the classic exchanges of know-how by producing innovative practices grounded in national contexts, establishing policy and institutional coherence, creating local ownership and home-grown solutions, and promoting the benefits of migration for human and sustainable development.

In relation to the initial context under which the initiative was designed, the MIEUX team members have identified several areas of transformation and innovation that have taken place over the course of the decade 2009 to 2019.



Harmonisation of training standards

- The availability of harmonised training modules from the European Asylum Support Office (EASO) means that experts are more knowledgeable about asylum topics across the EU and can train others about European common standards. Common methodologies and training materials are now available for experts in the context of interventions focused on international knowledge exchange, as exemplified by MIEUX's Action in Mexico in 2016-2018.²¹



New locations

- At the beginning of its third phase, the number of requests grew from States seeking to incorporate a cross-border and regional component, and to connect neighbouring countries by sharing information, especially in requests focusing on irregular migration and THB, and international protection. One example of this new trend in requests was implemented following an approach from the Peruvian Government and is described on pages 103-106.
- During MIEUX's third phase (2016-2019), requests from countries that have graduated from EU development cooperation rose (for example, Brazil, Mexico and Peru), especially in LAC. The portfolio in this region grew exponentially to become the second largest after Africa.
- Since 2016, there has been a steady rise in the involvement of local-level actors as players in migration governance and management. To see some examples, read the case studies on Cabo Verde (pages 129-132) and Mexico (pages 141-144).
- Border areas have become not just a port of entry but also the location of first-line assistance for vulnerable groups of migrants, as exemplified by the MIEUX Action about protection of children in migration in Brazil, described on pages 163-166.



New actors

- The South-South cooperation component has greatly increased, both in terms of selection of experts and of practices by Southern countries that can offer inspiration from which to source successful procedures. One example is the Action on migration and environment in West Africa on pages 115-119.
- Especially in Africa, a greater number of development actors has become involved in migration governance and management. Improved coordination, complementarity and the creation of synergies have thus become essential parts of MIEUX's work across the continent. One noteworthy example is the development of the National Diaspora Policy in Madagascar, described on pages 159-162.

²¹ One example is an Action conducted in Mexico between 2016 and 2018. Available at: <https://www.mieux-initiative.eu/en/actions/93-mexico-unaccompanied-minors>.

- In LAC and the EU Neighbourhood, the existence of migration training academies for public officials has paved the way for greater buy-in from political level and for the integration of MIEUX training sessions and practices into the larger institutional setting and educational curriculum, as described in MIEUX's second Action in Mexico on pages 141-144.
- Sub-regional and local-level actors have emerged as main players with whom national governments seek not only to consult but also engage in a common dialogue to source inspiration and find common solutions, such as local CSOs, local-level government actors and first-line service providers. Noteworthy examples include Costa Rica's Action described on pages 125-128.



Innovations in capacity building delivery

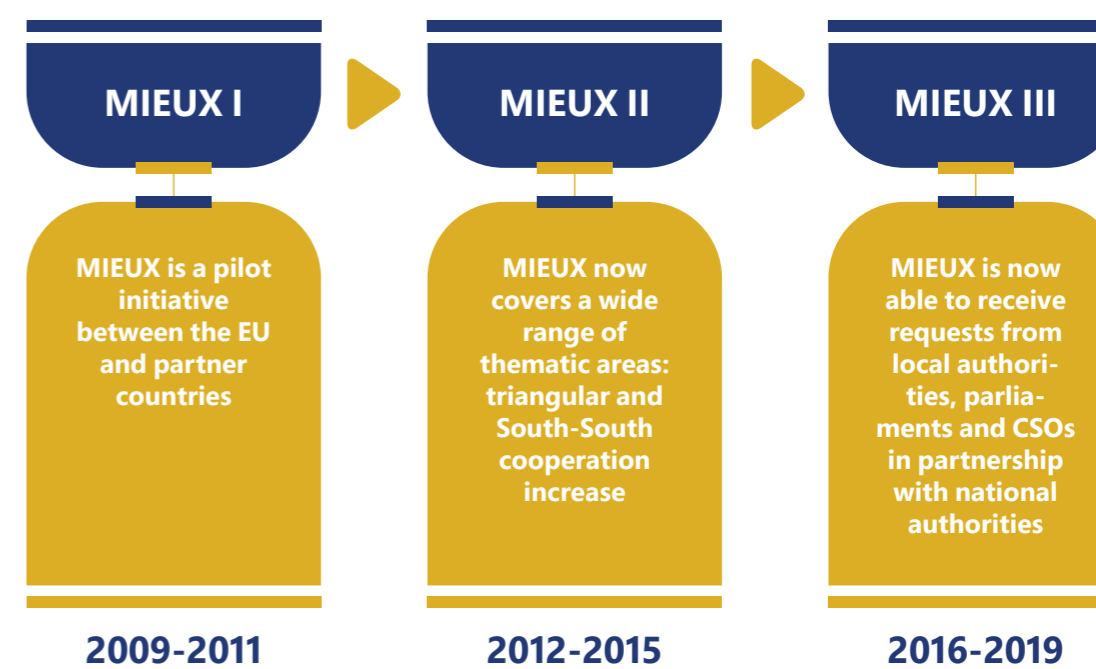
- It is worth mentioning that, given the global geographical scope of the programme, labelling something as 'innovative' is highly contextual and varies from country to country, and according to the institutional set-up and cultural expectations of the actors involved.
- MIEUX Actions have evolved, together with the greater complexity of requests received, from delivering a series of workshops targeting very technical and ad hoc topics to weaving together a logical sequence of interconnected activities involving a greater number of actors with responsibilities in migration.
- In respect of training delivery, the MIEUX team has experimented with interactive methods, including real-life scenarios, group activities and role play. The use of 'cascade training', whereby a selected number of officials are trained, and consequently act as the trainers to a new batch of colleagues, under the supervision of the experts deployed by MIEUX, is on the rise, with increased commitment and ownership shown on the side of partner authorities.



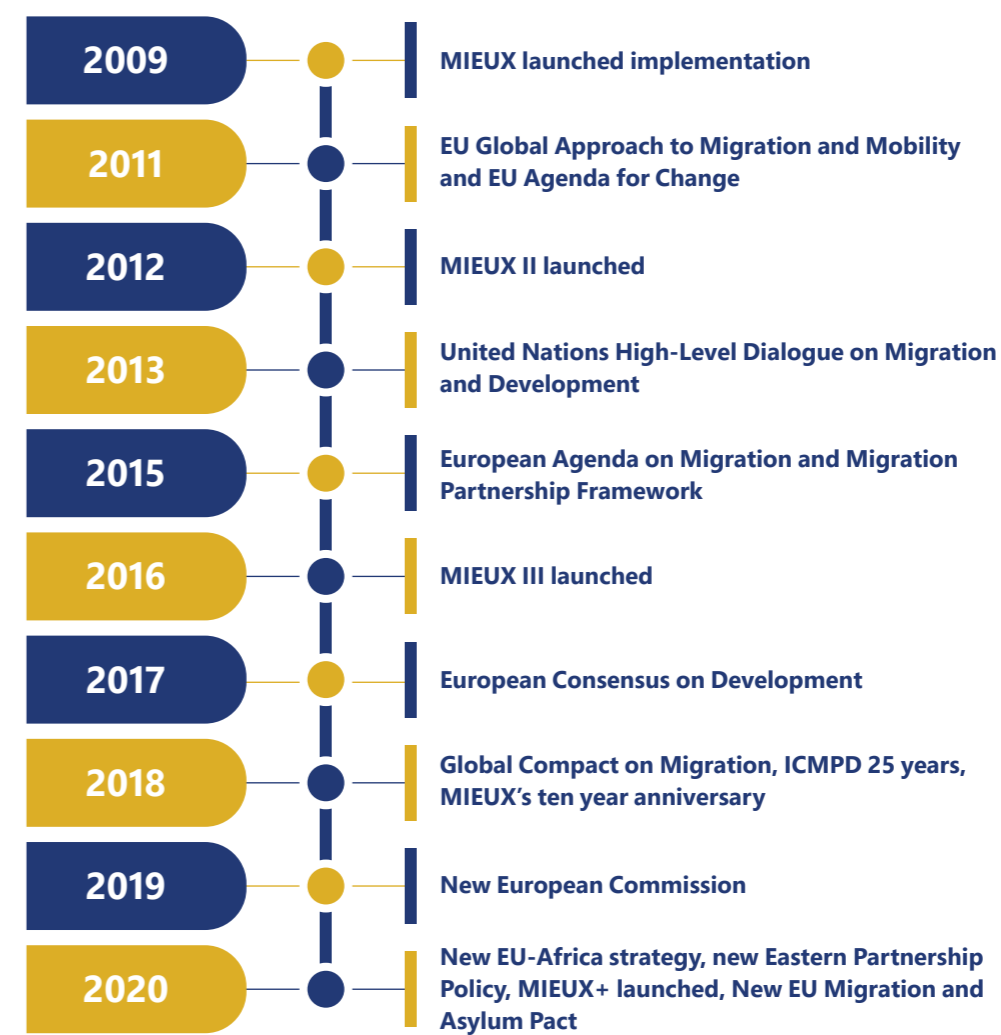
The 'timid' rise of online tools

- As internet and mobile network access expand throughout the world, the use of online tools for consultations and feedback mechanisms has become ubiquitous in MIEUX interventions. Notably, diaspora consultations now incorporate online surveys to complement physical meetings, online conferencing methods are used to reach partners in remote field locations, and Whatsapp® groups are rising as a means of communicating. However, the full potential of information technology tools remains untapped, as budgetary constraints and technological advances replace outdated tools at a pace faster than governments may adopt.

MIEUX Phases



MIEUX Timeline 2009-2020



MIEUX and Global Migration Trends 2009-2019

The decade between 2009 and 2019 has seen important changes in the dynamics of migration. The acknowledgement of migration as an issue for international cooperation frameworks has meant that States are willing to invest their resources into understanding and responding to this multi-layered and complex process. MIEUX's presence has accompanied some of the major developments and trends worldwide.

The world now counts more migrants than ever: if in 2010 international migrants were estimated at slightly over 220 million, the latest estimates speak of 272 million. This represents an increase of almost 52 million between 2010 and 2017.²² In terms of geographic distribution, Asia and Europe host the majority of international migrants, followed by North America and Africa.

It is in developing countries where the changes are more striking. Between 2010 and 2017, there was an increase of 22 million international migrants or +25% compared with their previous stock in international migrants, and bigger than that experienced by more developed countries. Africa has experienced the highest growth (+44%), followed by Asia (+20%) and LAC (+15%). With these figures, the Global South is increasingly assuming a more dominant role in the transit and destination of important migration flows.

This changing situation, which entails a shift towards the reality that a country can be of origin, transit and destination at the same time, is also entailing new challenges and pressing responsibilities in terms of migration management and governance, to which many partner countries have responded by enhancing their capacities, be it at the level of government, institutions or

²² The data in this section is from the international migrant stock dataset by the United Nations Department of Economic and Social Affairs (UNDESA). Available at: <https://www.un.org/en/development/desa/population/migration/data/estimates2/estimates19.asp>. [Accessed 20 August 2020].

professional competencies of staff. In this context, the on-demand and tailor-made technical assistance provided by MIEUX is more relevant than ever.



International Governance of Migration

The decade 2009-2019 has seen important developments in the global governance of migration. Created just two years earlier in 2007, under the impulse of the 2006 first High-Level Dialogue on International Migration and Development in New York in 2006,²³ the GFMD has not only worked to highlight the existing link between M&D, but more broadly it has allowed migration issues to be discussed in a multilateral framework and the exchange of good practices on multiple aspects of migration to be promoted among all relevant stakeholders.

At the beginning of 2019, on the occasion of the Ecuadorian Chairmanship of the GFMD, MIEUX received a request from the Ecuadorian Government to provide support to the Chairmanship in organising, together with the United Nations Development Programme (UNDP), a series of regional workshops in relation to the Chair's thematic priorities. The outcomes of these workshops fed into the background papers for the 12th GFMD Summit in Ecuador. Additionally, MIEUX also supported the publication of a testimonial book²⁴ tracing the evolution and impact of the forum in the words of the 12 Chairs which helped to shape it.

Furthermore, the **2030 Agenda** launched in 2015 has further highlighted the importance of working on migration in order to achieve long-term development objectives.²⁵ In particular, 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") has included migration as part of the agenda. Other targets have focused on many specific areas related, for instance, to trafficking,²⁶ remittances,²⁷ labour migrants' rights²⁸ and migration da-

23 A. Betts and L. Kainz, "The history of global migration governance", Refugee Studies Centre, Working Paper Series No. 122, July 2017, p. 5.

24 Bingham, J. (2019) "Engine. Exchange and Action: The Global Forum on Migration And Development And The 2019 Pivot To Practice". Available at: <https://www.gfmd.org/gfmd-2019-publication-engine-exchange-and-action-global-forum-migration-and-development-and-2019>. [Accessed 20 August 2020].

25 For an analysis of the link between the previous set of goals, the Millennium Development Goals and migration, see: Erica Usher, "The Millennium Development Goals and Migration", IOM Migration Research Series n°20, Geneva 2005. Available online at: <https://publications.iom.int/system/files/pdf/mrs20.pdf>. [Accessed 20 August 2020]. For an in-depth analysis of the link between SDGs and migration, see: Overseas Development Institute, "Migration and the 2030 Agenda for Sustainable Development", London, September 2018. Available online at: <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12422.pdf>. [Accessed 20 August 2020].

26 For instance, **target 5.2**: "Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation"; **target 8.7**: "Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking, and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms"; **target 16.2**: "End abuse, exploitation, trafficking and all forms of violence against and torture of children".

27 **Target 10.C**: "By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent".

28 **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".

ta,²⁹ as well as being recognised as a cross-cutting issue that can contribute to a large number of goals and their targets. MIEUX has contributed to aligning migration into national development plans in several instances of support to countries that requested Actions in the domain of policy development. A summary table is provided on page 82 and a case study about Mauritius is available on pages 151-154.

Regional-level migration governance has also experienced exponential growth in the last decade with a series of Regional Migration Dialogues between the EU and partner countries, including the Rabat and Khartoum Processes,³⁰ taking a more prominent role in the agenda of policy makers. A number of MIEUX interventions have directly provided support to regional organisations worldwide, from Africa to Asia and LAC, and have also supported the achievement of important regional priorities. Examples of such interventions are the support to migration policy and strategy development in several countries in West Africa, in line with the ECOWAS "Common Approach on Migration", inviting ECOWAS States to set up a "system for monitoring migration and migration policies", as well as to harmonise M&D policies.³¹ Also, the many interventions to address THB and labour migration in South-East Asia, in accordance with the ASEAN Declarations Against Trafficking (2004) and on the Protection of Migrant Workers (2007).

The 2016 *New York "Declaration for Refugees and Migrants"*, and especially the 2018 GCM, have called for enhanced international cooperation on migration, especially through a capacity building mechanism "to assist all States in fulfilling the commitments outlined in this Global Compact".³² MIEUX is well placed to share lessons learnt and technical know-how with the most relevant actors tasked with the operative functions of the new mechanism.



Irregular migration

Irregular migration is considered today as one of the most significant challenges to the effective exercise of States' authority at national borders and for the well-being and dignity of migrants. Nonetheless, due to their very nature, it is proving extremely difficult for States and other specialist bodies to quantify the scale of the phenomenon.

Today, countering irregular migration still remains a central challenge worldwide and, in many cases, very much at the heart of public debate. Nonetheless, for many countries around the world, managing borders still represents a technical challenge related to a general effort of effective exercise of State authority over sovereign territory. In addition, in many cases, pressure

29 **Target 17.18**: "By 2020, enhance capacity building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts".

30 Access more information about ICMPD's involvement in several migration dialogues on the ICMPD website: <https://www.icmpd.org/our-work/migration-dialogues/>. [Accessed 20 August 2020].

31 Ibid., p. 8.

32 Objective 23.d.

on borders and an increase in irregular migration flows have been closely linked to humanitarian crises in other countries, thus requesting a wider response based on an overall strengthened governance of migration in all its aspects, from international protection to border management.

Being fully committed to a multi-stakeholder approach, and in order to tackle the challenge of addressing irregular migration movements holistically whilst fully respecting a human rights-based approach, MIEUX has engaged with regional organisations, national authorities responsible for border management and immigration, and CSOs. Since 2009, 41 completed Actions out of 109 have focused on this thematic area, providing assistance in the following areas:

- Training on border management and document security legislation.
- National and trans-national dialogue and cooperation on irregular migration and smuggling.
- Development of national strategies on border management.
- Development of training curricula on irregular migration, smuggling and management of free movement of persons.
- Capacity building or support to drafting SOPs on return, readmission and reintegration.
- Development and management of communication strategies or awareness-raising initiatives on the risks related to irregular migration.



Trafficking in Human Beings

In terms of THB, according to the United Nations Office on Drugs and Crime (UNODC), the number of victims detected in recent years and reported during the past decade has increased, from slightly over 18,000 to more than 25,000. As indicated by UNODC, *“These increases can be the results of enhanced national capacities to detect, record and report data on trafficking victims, or to a growth in the incidence of trafficking, that is, that more victims have been trafficked”*. Irrespective of the cause of this increase, trafficking still represents a major concern worldwide, especially for women and girls, accounting for 49% and 23% of victims in 2016.³³

Recent data has highlighted that trafficking for the purposes of labour exploitation is more prevalent than previously thought, also among women. Other forms, such as organ removal, forced criminality and forced begging or pornography, have also been reported around the world. In particular, migrants and displaced persons are among the most vulnerable to trafficking, and the different forms of exploitation and trafficking are frequently cross-border crimes, sometimes connecting faraway countries on different sides of the globe. Of particular concern is the situation of migrants falling victim to networks of exploitation whilst *en route*, as explored in ICMPD’s research study *“Trafficking along Migration Routes to Europe”* in 2018.³⁴

³³ UNODC (2018) Global Report on Trafficking in Persons 2018 (United Nations publication, Sales No. E.19.IV.2).

³⁴ Please visit the ICMPD website for further information about the EU-funded study *“Trafficking along Migration Routes (TRAM): Identification and Integration of Victims of Trafficking among Vulnerable Groups and Unaccompanied Children”* <https://www.icmpd.org/our-work/capacity-building/programmes/anti-trafficking-programme/ongoing-projects/>.

In the last decade, many countries have committed to enhancing their capacities in countering trafficking, also to respond to international obligations arising from the ratification of the Palermo Protocol to which 174 countries in the world are currently party.

Since 2009, 27 out of 109 completed MIEUX Actions (or 25%) focused on THB. Using the 4Ps Approach (Prevention, Protection, Prosecution and Partnership) as a reference, MIEUX has been working on a variety of issues, and with different tools and methodologies:

- Supporting the development and validation of specific national strategies and legislation addressing trafficking.
- Providing capacity building on general trafficking issues and their relation to irregular migration and smuggling, investigation and prosecution of trafficking cases, monitoring and evaluation, and protection of victims.
- Assisting the drafting and validation of SOPs, for instance for VoT shelters or referral mechanisms.
- Creating and implementing awareness-raising campaigns on trafficking and illegal recruitment.
- Assisting in the development of information materials, for instance on trafficking in children, addressing trafficking through a gender-perspective and the provision of psychosocial support to VoTs.

→ Read the case studies on pages 145-150.



Labour Migration

In its most current estimate,³⁵ ILO cites 164 million migrant workers worldwide in 2017, a 9.3% increase, or 1.4 million more migrant workers over a four-year period.³⁶ In terms of geographic distribution, the situation has remained substantially unchanged with labour migration flows still mainly directed to high-income countries where employment opportunities are greater. In 2017, the main destination regions of migrant workers were Europe (+0.20% compared to 2013), North America (-1.70%) and Arab States (+2.30%), where the share of migrant workers as a proportion of all workers is the largest (40%, with 20.6% for North America and 17.8% for Northern, Southern and Western Europe).

Notwithstanding the current drive for global ‘talent’ and the increasing attention towards points-based systems, migrant workers are frequently trapped in low-skilled jobs and vulnerable forms

³⁵ International Labour Organization, *“ILO Global Estimates on International Migrant Workers”*, Geneva 2018. Available at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_652001.pdf. [Accessed 22 August 2020].

³⁶ The previous UNDESA estimate available set the number of migrant workers worldwide at 150 million in 2013.

of employment, under arbitrary remuneration and thin regulations³⁷ and frequently submitted to grave human rights violations. In 2017, a report published by ILO on labour migration in South-East Asia found that more than half of all migrant workers surveyed experienced labour rights abuse.³⁸ In LAC, ILO highlighted some common issues for migrant workers: low wages, hazardous working environment, non-payment of wages, unequal coverage of social protection and, in many cases, abusive and exploitative working conditions.³⁹ At the same time, in a recent Position Paper on Labour Migration, the International Organisation of Employers (IOE) reported an overall lack of clarity in terms of migration governance worldwide, making it difficult “for businesses to recruit necessary skills and for migrants to pursue their careers and support their families”.⁴⁰

Since the start of the second phase of MIEUX in 2011, 12 Actions have focused on labour migration in Africa, Asia, the EU Neighbourhood and LAC, working with Ministries of Labour and Employment, National Agencies for Employment, data authorities, labour attachés and private recruitment agencies. The range of topics covered in the capacity building activities ranged from international standards and legal instruments to labour migration data management, to human rights and protection of the rights of migrant workers and their families, and awareness-raising campaigns.

Moreover, MIEUX has assisted the requesting partner authorities with developing a wide array of materials:

- Guidelines and handbooks on labour migration management.
- Roadmaps on the management of labour migration.
- Action plans on prevention of labour exploitation/trafficking for the purpose of protection of migrant workers.
- Awareness-raising strategies and campaigns on the legal migration channels and risks of irregular migration, as well as ethical recruitment.
- Impact assessments/feasibility studies on labour migration conventions and human rights instruments.
- Support in regional dialogue and cooperation on various labour migration issues, including the implementation and operationalisation of Labour Market Information Systems (LMIS).

➔ Read about how MIEUX supported a roadmap towards the better protection of migrant workers in Belarus and abroad on pages 121-124.

37 Richard Mallett, “Decent work, migration and the 2030 Agenda for Sustainable Development”, Overseas Development Institute, September 2018. Available at: <https://www.odi.org/publications/11193-decent-work-migration-and-2030-agenda-sustainable-development>. [Accessed 22 August 2020].

38 Benjamin Harkins; Daniel Lindgren; Tarinee Suravoranon (2017), “Risks and rewards: Outcomes of labour migration in South-East Asia”, Available at: https://www.ilo.org/asia/publications/WCMS_613815/lang--en/index.htm. [Accessed 22 August 2020].

39 “Labour migration in Latin America and the Caribbean. Diagnosis, Strategy and ILO’s work in the Region. (ILO Technical Reports, 2016/2).” Available on: https://www.ilo.org/americas/sala-de-prensa/WCMS_548185/lang--en/index.htm. [Accessed 22 August 2020].

40 IOE, “IOE Position Paper on labour migration”, Geneva December 2018, pp. 1-2. Available at: <https://gfmdbusinessmechanism.org/wp-content/uploads/2019/11/20181205IOE-Position-Paper-on-labour-migration-FINAL.pdf>



International Protection and Asylum

The number of refugees has increased sharply over the last decade. In 2018, the number worldwide more than doubled the 2009 estimates (just under 26 million in 2019 compared to slightly over 10 million in 2009).⁴¹ Some of the refugees registered in 2018 originated from countries that have been in crisis for more than a decade (e.g. Afghanistan, Iraq and Somalia). Besides these, the decade 2009-2019 has also seen the start of new and dramatic crises in Myanmar, Syria and Venezuela.

The Syrian crisis has exacted a huge toll on the local population: the United Nations High Commissioner for Refugees (UNHCR) estimates that, since the beginning of the war, 5.6 million people have fled Syria,⁴² seeking safety abroad. An important share has sought refuge in neighbouring countries, such as Jordan and Lebanon. At the same time, many of them have also tried to find protection further away. In 2014, the number of refugees in Europe started increasing sharply (more than 3 million, when the number was below 2 million up to 2013), many of them reaching European borders through the Eastern Mediterranean and Balkan routes.

As the decade ended, a new humanitarian crisis unfolded in Venezuela. By the end of 2019, close to five million Venezuelans had left their homes in what UNHCR calls “the biggest exodus in the region’s recent history and one of the biggest displacement crises in the world”.⁴³ Neighbouring countries such as Brazil and Colombia, but also Ecuador and Peru, are those receiving the majority of the displaced.⁴⁴

Confronted with humanitarian crises that have put their systems under strain, some countries have had to reinforce their institutional mechanisms of protection with a focus on the protection of vulnerable categories of migrants. Such is the case for Mexico, challenged with rising numbers of people displaced from El Salvador, Guatemala and Honduras, or returning from the United States of America (USA); or Peru, one of the countries most impacted by the rising numbers of people displaced by the crisis in Venezuela.

Responding to these developments, MIEUX received requests from Brazil and Peru in 2018 that sought to strengthen their capacities to address the important volume of inflows of Venezuelan nationals, paying particular attention to vulnerable groups, including children in migration.

➔ Take a look at the case studies on pages 163-166 and 103-106.

41 UNCHR website “Figures at a Glance” (Update 19 June 2019). Available at: <https://www.unhcr.org/figures-at-a-glance.html>. [Accessed 22 August 2020].

42 UNHCR (2019) Syria Emergency webpage. Available at: <https://www.unhcr.org/syria-emergency.html>. [Accessed 22 August 2020].

43 UNHCR, “Global Trends Forced Displacement in 2018,” 20 June 2019, p. 24. Available at: <https://www.unhcr.org/5d08d7ee7.pdf>. [Accessed 22 August 2020].

44 Ibid. Not all these displaced people necessarily become asylum seekers. As explained by UNHCR: “Latin American countries have granted an estimated 1 million residence permits and other forms of legal stay to Venezuelans by the end of 2018, which allow them access to some basic services. In most countries, however, a considerable number of Venezuelans might be in an irregular situation, which exposed them to exploitation and abuse”. Ibid., p. 24.

In general, since 2011, MIEUX has implemented seven Actions in the field of international protection and asylum, working on important topics such as:

- Supporting the review and update of asylum legislation and inter-institutional protocols related to assistance in special migration situations.
- Providing capacity building on:
 - Mapping flows of refugees and asylum seekers;
 - Dealing with mixed migratory flows;
 - Access to the asylum procedure;
 - Grounds for asylum and subsidiary protection;
 - Interviewing techniques and procedures for applicants, with special attention to children and other vulnerable persons;
 - Dealing with vulnerabilities;
 - Evidence assessment;
 - (Re-)integration of migrants;
 - Border management and international protection;
 - Certification of professional competences; and
 - Exchange sessions on the EU Common Asylum System.



Migration and development

Topics such as diaspora engagement, brain drain, mainstreaming migration into development and policy coherence have been debated under the broad topic of M&D.⁴⁵ Migration is intertwined with broader strategic objectives and recognised as contributing to development if coupled with principles of good governance and underpinned by the respect and promotion of rights-based approaches.

Concretely, as MIEUX's remit in its second phase broadened to include the four pillars of the GAMM and entered '**the era of M&D**', the facility supported 15 Actions that linked M&D in the context of policy formulation, whether focused on overall migration policy frameworks or sectoral strategies. The section "Key Areas of Work for MIEUX 2009-2019" on pages 81-95 provides greater details.

In terms of diaspora engagement, interest in the contribution of diasporas to the development of their countries of origin is not new and has been an important focus for academics and policy makers well before 2009. Since 2011, MIEUX has been supporting several countries, especially in Africa, to engage with their diasporas and unlock their potential for development, for instance in:

⁴⁵ For a summary of migration development theories and debates, see De Haas, H. (2010) "Migration and Development: A Theoretical Perspective", *International Migration Review* Vol.44 Issue 1, pages 227-264. Available at: <https://onlinelibrary.wiley.com/doi/full/10.1111/j.1747-7379.2009.00804.x>. [Accessed 22 August 2020].

- The development and validation of National M&D Policies and Diaspora Engagement Strategies, as in Burundi, Côte d'Ivoire, DRC, Ghana, Madagascar, Malawi, Mauritius and Togo.
- Exchange and capacity building on, among others, overall M&D issues and methodologies, diaspora mapping, remittances, outreach strategies and consular affairs.
- Providing assistance in organising consultations with diaspora communities abroad.

Section III

MIEUX in Action

Exploring the concept of practices in MIEUX

In the complex and ever-evolving field of migration, practitioners yearn to learn from one another's practical experiences while exchanging information under a peer-to-peer model. However, the search for 'good' practices entails several methodological challenges, especially in multicultural settings.

Under the premise of 'knowledge sharing', the exchange of experiences and practices in international cooperation is expected to promote inter-institutional cooperation, and reinforce bilateral and international relations while providing a familiar framework for institutions to recognise themselves in the daily management of a new project. Espoused by major development actors such as the UN,⁴⁶ the World Bank, OECD⁴⁷ and the EU, and initiatives such as the Global Partnership for Effective Development Co-operation,⁴⁸ knowledge sharing is deemed a powerful tool.

The growth of the development sector and the participation of an increasingly wide range of actors therein has generated a vast supply of development experience. This wealth of experience foregrounds the sharing of knowledge in specific contexts. Knowledge sharing refers to the peer-to-peer exchanges of information and experience that are considered a good practice by its provider, and can be adapted and internalised by the receivers to strengthen their own capacity. As a tool to convey experience in a multidirectional way, knowledge sharing is complementary to financial and technical assistance.

The primary assumption is that good practices can inspire public authorities to replicate successful examples of what has been done previously by other administrations. As a G20 Working Paper⁴⁹ cites, practitioners yearn to learn from one another's practical experiences while ex-

46 "Sharing Best Practices of International Development through Global South-South Development Expo". Available at: <https://www.unsouthsouth.org/2018/04/10/sharing-best-practices-of-international-development-through-global-south-south-development-expo/>. [Accessed 22 August 2020].

47 (2009) "Scaling up Knowledge sharing for Development: A Working Paper for the G-20 Development Working Group, Pillar 9", p.5. Available at: <https://www.oecd.org/g20/summits/cannes/Scaling-Up-Knowledge-sharing-for-Development.pdf>. [Accessed 22 August 2020].

48 <https://knowledge.effectivecooperation.org/>. [Accessed 22 August 2020].

49 Ibid.

changing information under a peer-to-peer model. Therefore, learning 'by doing' and from one another is favoured instead of approaches that are more theoretical.

MIEUX's model of cooperation is largely based upon sharing EU practices and experiences, and acting as a knowledge broker between the EU and partner countries whilst promoting triangular and South-South cooperation.

Avoiding duplication and 'reinventing the wheel' are cited as the main benefits. However, a number of academics question the validity of sharing best practices, quoting the lack of replicability and of monitoring as reasons for concern.⁵⁰ This poses a challenge when combined with the cited difficulty in assessing the impact of capacity building beyond the individual level.

The importance of practices for migration practitioners and for governments

Global migration governance generates and predicates on practices piloted, established and replicated by its constituents. Achieving better and more flexible governance relies on the continuous creation and application of practices that a wide range of stakeholders suggest, embrace, exchange, adapt and test out permanently. Practices, as an approach to develop specific processes or adopt results, represent either a solution to an emerging, urgent or settled issue or a modality to undertake much-needed, result-oriented actions.

In the area of migration, the evolution of the role of practices is correlated with the advancement and developments of global migration governance, having a strong institutional connection and explanation. In 2006, Mr. Kofi Annan, former Secretary-General of the UN, at the first High-Level Dialogue on International Migration and Development, during the UN General Assembly, proposed the idea of creating a global consultative forum on M&D. In those days, some practices were tried in a piecemeal way by governments and international agencies around the world, but these needed to be more widely understood and adapted, and more cooperative frameworks needed to be explored.⁵¹ From this idea, the GFMD was born aiming, among many other things, to "exchange good practices and experiences, which can be duplicated or adapted in other circumstances, in order to maximize the development benefits of migration and migration flows."

The GCM, adopted in 2018, further strengthens global migration governance by proposing a set of objectives accompanied by "a range of actions considered to be relevant policy instruments and best practices". The fulfilment of the 23 GCM objectives draws from these actions and practices to "achieve safe, orderly and regular migration along the migration cycle."

50 See OECD (2008): "Synthesis Study on Best Practices and Innovative Approaches to Capacity Development in Low-Income African Countries", pages 23–29. Jennings (2007). "Best practices in public administration: how do we know them? How can we use them?" Booth (2017).

51 <https://gfmd.org/process/background>. [Accessed 22 August 2020].

In the absence of a definition or a universal understanding of 'practice in the area of migration', it is useful to analyse the importance of practices in migration through an institutional approach which is grounded in the literature on policy mobilities.⁵² The policy mobility theory stems from concepts of 'diffusion' elaborated by political science, international relations and political sociology. Research on policy diffusion traces the process of policy convergence starting with the formation of policies by various actors who also design and promote policy 'models' and 'best practices'. It also analyses the 'diffusion' modalities through which policy models move and are transferred between countries, as well as the proliferation of standard policies and how they are 'rationalised' in terms of institutional identity and strategy. Therefore, some emerging (or promising) practices gradually become standards (good or best practices) that institutions exchange, embrace and apply also through regional or international platforms of dialogue and cooperation.

As expressed in a recent publication launched with MIEUX's support under the 2019 Ecuadorian Presidency of the GFMD,⁵³ which aptly traces the evolution of global migration governance, the international community of practitioners and governments seeks action-oriented solutions to pressing challenges in the field of migration. The complexity of establishing functioning horizontal and vertical cooperation mechanisms and whole-of-society approaches is conversely pushing institutional actors with responsibilities covering migration to find inspiration in what others have done before. The search for practices, which inspired the GFMD's core Platform for Partnerships,⁵⁴ finds a new purpose in the implementation of the GCM objectives and SDG goals and targets. As learned by MIEUX during the past decade and the 2018 Knowledge Sharing Round-tables, governments around the world look to practices of their peers for inspiration.

"All the good practices and inspiring examples are great lessons that help us to find the best solution for our context, but not necessarily a model to follow blindly..."

Carmem Barros Furtado
Director of the General Directorate of Immigration
Ministry of Family and Social Inclusion

MIEUX as a knowledge hub

MIEUX is built upon the assumption that the sharing of practices is an effective mechanism to advance international cooperation on migration between the EU and partner countries. After ten years of implementation, the MIEUX team wanted to better understand its longer-term impact on the three levels of capacity building. This exercise was carried out in three strands of analysis between 2017 to 2019.

52 Alan Gamlen, "Human Geopolitics – States, Emigrants and the Rise of Diaspora Institutions", Oxford University Press, 2019.

53 Bingham, J. et al (2019) *Op cit*. Available at: <https://gfmd.org/docs/ecuador-2019>. [Accessed on 24 August 2020].

54 Available to view at <https://www.gfmd.org/pfp>. [Accessed on 24 August 2020].



HIGHLIGHT

- First, MIEUX team members internally shortlisted ten defining features that would signify good practices achieved within the context of a MIEUX Action. These are described in the table below.
- Second, during the course of 2018, and together with the participants who attended a series of four Regional Knowledge Sharing Round-tables, many of whom were focal points from countries that had requested MIEUX's support on one or several occasions, MIEUX explored questions of impact, relevance and outcomes to find what could be cited as good practice. The findings pointed to a lack of definition over what constitutes good practice, but there was wide consensus about the benefits of knowledge sharing and the wider impact it can have at individual, organisational and environmental levels. These are described on pages 71 -77.
- Third, to complement these findings, the team also tasked an external evaluation agency with analysing the question of capacity building impact by reviewing MIEUX's toolbox for monitoring and evaluation, and conducting a series of visits to five partner countries in 2019 to ascertain the outcomes of its Actions. The main findings are listed on pages 78-79.

FIRST STRAND OF ANALYSIS: INTERNAL REFLECTION

The MIEUX team reviewed its portfolio of 100+ Actions implemented during the previous decade to jointly decide on a series of "success factors" or common features that led to positive deliverables, results and outcomes. From this initial exploration, the list of 10 features is listed below; their concrete application is explained on pages 73-74.

10 features of good practice in MIEUX Actions

Ownership	The logic that underpins every MIEUX Action is that the partner authority that requests assistance takes ownership of the process, deliverables and outcomes of each intervention.
Innovation	Each Action should provide room for innovation in order to stimulate new ways of thinking and operating.
Replication	Each Action should provide inspiration in the form of practices that the partner authority can replicate while adapting them to the local context.
Results-oriented	Each Action should strive to produce tangible results which go beyond the timeframe allocated for the intervention. This is related to the wider question of sustainability.

Endorsed	Each Action should be endorsed by the leadership of the institution that requests support from MIEUX.
Integrated	Each Action should be integrated within a wider capacity building framework or, depending on the case, integrated within plans for national development.
Expertise	Each Action should provide the partner authority with access to the best possible and most relevant expertise sourced (primarily) from EU MS public administrations.
Complementary and in synergy	Each Action should take into account the other migration and development actors operating in the partner country, and seek to complement and work in synergy with them.
Provide EU-added value	Each Action should be aligned with the strategic interests and overall objectives of EU development cooperation and the external dimension of migration.
Catalyst	Actions should act as catalysts for the acquisition of knowledge through the exchange of experiences.

SECOND STRAND OF ANALYSIS: STAKEHOLDERS

During 2018, in addition to the internal reflection by the MIEUX team, and together with the participants who attended a series of four Regional Knowledge Sharing Round-tables, mainly focal points from countries that had requested MIEUX's support on one or several occasions, MIEUX explored what the concepts of practice and good practice meant to the partner authorities.

Four peer-to-peer workshops were held during 2018 in Bangkok, Mexico City, Nairobi and Cotonou. The purpose of the events was twofold. Firstly, to bring together the focal points from partner countries in each of the regions to reflect collectively on the achievements to which MIEUX had contributed during its first decade of existence. Secondly, to analyse the good practices that MIEUX had helped to build during its ten years of operations. During these events, MIEUX prompted participants to discuss current definitions of practices and their role in advancing knowledge about migration management and governance.

This was innovative because of three key elements.

1. It was the first time that MIEUX partner authorities within the same region interacted outside the scope of a particular Action, enabling MIEUX to get a 'bird's eye view' of its accomplishments in the region.
2. It was the first time that MIEUX reflected together with its partners on the successes of the programme as a whole, and not bilaterally on the success of an individual Action.
3. The event allowed MIEUX to conduct a follow-up exercise on many of its completed and ongoing Actions, gathering input to monitor and evaluate, to a certain degree, the aftermath of its interventions, and subsequently to test its capacity to set up sustainable mechanisms/structures/committees/pieces of legislation and others.

Events were held over a period of two days for each round-table (two and a half days for LAC) and combined a mix of plenary and group sessions. The methodology was adjusted for each event but overall maintained a common thread that combined:

- An online questionnaire to seek the opinion of each focal point about MIEUX's impact over the years.
- An introductory discussion on the importance of KM for MIEUX.
- An analysis of regional trends.
- Country-by-country presentations by the MIEUX focal points based on a common template to describe each Action to all the government counterparts.
- A validation workshop to discuss MIEUX's practices in detail.
- An exercise to assess the future priorities of MIEUX partner countries at institutional, national and regional levels.

Additionally, and where possible, MIEUX sought to reinforce the peer-to-peer element of the programme by encouraging the focal points of requesting partner countries to deliver presentations about their own capacity building initiatives (concretely, the Dominican Republic, Ghana, Mali and Mexico).

Dates	Geographic area	Thematic areas	Participants
05-06 March 2018 Bangkok	Central and South-East Asia	Labour migration, THB	Central and South-East Asia MIEUX focal points from partner authorities, and selected experts
23-24 July 2018 Mexico City	LAC	Protection of vulnerable groups and (re) integration	LAC focal points from partner authorities, and selected experts

05-06 September 2018 Nairobi	East, Central and Southern Africa	Migration data management, regional integration	East, Central and Southern Africa MIEUX focal points from partner authorities, and selected experts
02-03 October 2018 Cotonou	West Africa	Migration policy development, capacity building	West Africa MIEUX focal points from partner authorities
Mid-November 2018	EU Neighbourhood online consultation	No thematic focus	Focal points from the Eastern EU Neighbourhood

Finding #1. The definition of practice remains elusive

As part of the preparations for the 2018 Regional Knowledge Sharing Round-tables, the MIEUX team requested the 28 partner authorities who confirmed their participation to prepare a presentation that would inform their peers about the MIEUX Action(s) in their country. In this context, the partners were asked "What Good Practices do you think the MIEUX Action created/creates?" In subsequent analysis, MIEUX attempted to aggregate and categorise the results, producing the following table, which confirms that when asked to report on good practices, individuals may associate this concept with a wider question of impact. Furthermore, given MIEUX's broad thematic and geographical scope, practices are highly contextual to the environment in which they operate.

Responses to "What good practices do you think [your] MIEUX Action created/creates?"

Outcome	Longer-term results, potential or realised, stemming from a MIEUX Action.	39
Methodology	Related to the quality of the content shared and MIEUX's programme design, including knowledge transfer and peer-to-peer.	17
Approach	Related to the personal qualities, attributes or capacities of the team that supported the realisation of the Action.	10
Activities	The sequence of activities that formed the Action in the partner country.	6
Output	The deliverable that the MIEUX Action yielded.	5



What creates a practice? Different approaches

HIGHLIGHT

During the Regional Knowledge Sharing Round-table in Mexico City, the delegate from Peru explained that a good practice is the result of “*addressing a problem*” in a holistic way, firstly identifying the issue and then seeing what the government can do to deal with it. In the delegate’s view, the resulting practice should be adaptable and replicable, and address a problem, since a good practice responds to a need. In many cases, it is not the result of prior analysis, but of a “*new situation*” for which a response has to be formulated. The practice then becomes embedded into the institution’s toolbox of measures, and contributes to the creation of an environment that enables endogenous capacity building and the implementation of complex policy changes. Meanwhile, the delegate from the Dominican Republic stressed “*innovation*” as the key element in establishing what constitutes good practice. If it is to be replicable, and therefore sustainable, the new practice needs to be “*tested*”, its results have to be evaluated, and a benchmarking exercise has to be carried out, bearing in mind the resources available.

Finding #2. Consensus around the positive benefits of sharing practices

Practices as eye openers

Mauritius

During the Regional Knowledge Sharing Round-table in Nairobi, the Mauritian delegate cited MIEUX’s Action⁵⁵ that supported the development of a national M&D policy as an “*eye opener*” because it helped to identify a range of development opportunities linked to migration. The transfer of knowledge had “*empowered*” the country’s Administration, creating more harmony between government ministries and enabling a better understanding of migration issues and of their impact on socio-economic development; the National Migration Monitoring Mechanism set up during the Action still holds monthly meetings.

55 MIEUX Action 2012-02. Available at: <https://www.mieux-initiative.eu/en/actions/167-mauritius-accelerated-partnership-for-economic-integration-apei-labour-migration>.

Practices to create enabling environment and cooperation

People’s Democratic Republic of Lao

During the Regional Knowledge Sharing Round-table in Bangkok, the delegate from the People’s Democratic Republic of Lao⁵⁶ declared that one of the good practices that MIEUX had instigated after its intervention,⁵⁷ was to bring all of the agencies with direct and indirect responsibilities together to discuss migration statistics. As a result, the National Migration Data Working Group (NMDWG), which is still active today, was set up. Therefore, under this point of view, the act of creating Inter-ministerial/Inter-agency Working Groups was in itself a good practice.

Cabo Verde

A representative from Cabo Verde described that the first MIEUX Action in the country⁵⁸ focused on supporting an Inter-ministerial Commission in drafting a National Immigration Strategy and its Action Plan, and capacity building. The representative mentioned that the Action provided an opportunity to develop a collective and shared process of discussion and definition of priorities for immigration management in Cabo Verde. The associated challenges, such as reconciling the views of national authorities and EU experts, leading the two processes (capacity and policy development) simultaneously, and coordinating among the key stakeholders, led to a stronger participatory approach, the mutual feeding of policy development and capacity development, with the latter intended as a “*learning process*” and enhanced cooperation and coordination mechanisms.

→ Find out more about Cabo Verde’s policy development strategies on pages 129-132.

Practices to harmonise international protection standards

In its intervention⁵⁹ supporting the Government of Mexico with a caseload of international protection interviews, MIEUX provided training for officers of the Mexican Commission for Refugee Assistance and the National Institute of Migration based on the EASO training curriculum, including the role of first-contact officials in providing access to the asylum procedure; interviewing vulnerable groups with a particular focus on children; and evidence assessment.

→ Find out more about this Action in Mexico on pages 141-144.

56 Skills Development and Employment Department, Ministry of Labour and Social Welfare.

57 MIEUX Action 2013-10. Available at: <https://www.mieux-initiative.eu/en/actions/140-laos-labour-migration-data-management>.

58 MIEUX has implemented several Actions in Cabo Verde since 2009. The first Action focused on supporting an Inter-ministerial Commission in drafting a National Immigration Strategy and its Action Plan. More information available at: <https://www.mieux-initiative.eu/en/actions/155-cabo-verde-policy-development>.

59 MIEUX Action 2016-01. Available at: <https://www.mieux-initiative.eu/en/actions/93-mexico-unaccompanied-minors>.

Practices to replicate, adapt and adopt

While it is important to state that the possibilities of replicating a practice are contingent upon a variety of internal and external factors, including constraints within each context, institutional set-up, and budgets, MIEUX has built successful examples of replication that stem from the initial sharing of practices between EU and partner countries or between partner countries themselves.

Thailand, Ireland and Belgium

Thailand requested a MIEUX Action to strengthen the capacity of the Ministry of Social Development and Human Security in the area of protection of VoTs and of prevention of homelessness linked to migration. Following a study visit to Belgium and Ireland, new networks were created between the Thai and EU authorities. These networks prompted the set-up of focal points for repatriation and voluntary return of Thai VoTs from the EU back to Thailand. Additionally, the Thai authorities reported that exposure to the current protocol operating in the EU for VoTs had prompted a revision of the protocol for victim protection in Thailand so that authorities are also able to assist VoTs outside of the Victim Protection Shelters programme. The change in legislation is pending but due to pass in the near future.

→ Find out more about Thailand's Action on pages 99-102.

Mexico and Costa Rica

In 2018, MIEUX supported the Costa Rican Directorate-General for Migration and Immigration in the revision of the Protocol on Special Migratory Situations in line with current national, regional, international and human rights standards, reinforcing as well the mechanisms for its implementation. After learning about the Protocol during the MIEUX Regional Knowledge Sharing Round-table for LAC, the National Institute for Migration of the Mexican Ministry of Interior requested support from MIEUX to design, develop and implement a similar instrument. The future assistance protocol for migrants in crises will allow for the provision of initial responses to basic needs, safe accommodation, comprehensive healthcare, legal advice and physical protection measures according to age, gender and place of origin.

→ Find out more about MIEUX Actions in Mexico on pages 141-144.

NB. All references to coordinating bodies in partner countries are accurate to the time of writing (2019).



Finding #3. Consensus on MIEUX practices and specialisms

Summary of MIEUX practices

- Action design (light and flexible, activities not set in stone, embedding ownership, participatory process decisions)
- Beneficiaries as experts, South-South cooperation
- Bi-directional knowledge exchange (benefits for experts)
- Inter-ministerial/disciplinary coordination groups
- Methodological amplitude (extending EU practices, academic theory into practice)
- Migration policy development (migration linked to development, policy cycle, inter-ministerial/agency/society approach, gender perspective)

Reported benefits

- Promoting bilateral cooperation: creating new networks, consolidating existing ones
- Sharing of experiences/knowledge: expanding horizons, standardisation of practices, eye-opener effect
- Change in mind-set (individual, institutional)
- Promoting South-South exchange

HIGHLIGHT

THIRD STRAND OF ANALYSIS: FINDINGS FROM THE EXTERNAL EVALUATION

The evaluation confirms that MIEUX Action themes and objectives were fully aligned with the main needs and priorities of the local beneficiaries.⁶⁰ This approach allowed the aid provided by MIEUX to be fully tailored to the needs presented in each request, and the MIEUX AFs prepared following the requests took into account all three levels (individual, institutional and enabling environments).

- Among the factors facilitating relevance, the deep involvement of the partner authorities in the design of the Action and of each deliverable, and the flexibility to introduce minor modifications to the planned activities to meet new emerging needs, were cited.
 - ✓ At individual level, participants assessed the MIEUX activities as being very relevant to their needs, particularly in terms of increasing their skills and knowledge.
 - ✓ Key to facilitating an enabling environment was the interest and openness of the involved institutions in the different processes developed with MIEUX assistance.
 - ✓ Synergies were facilitated by involving participants from different institutions, or from different levels within the same institution, including, for example, both directors and more operational staff, leading to increased inter-institutional cooperation in the field of migration management.
 - ✓ MIEUX Actions also frequently enabled increased cooperation/collaboration between involved institutions and CSOs active in the field of migration.
 - ✓ The combination of local and international experts (South-South and triangular cooperation), with the local experts having robust knowledge of the national context and the international experts having strong expertise on the topics, was found very effective.

CONCLUSIONS AND LESSONS LEARNT

- What constitutes a good or best practice in the area of migration remains difficult to define: to some it will mean a methodology that can be extrapolated and then adapted to the local context, to some it will mean the successful outcome of an exchange or the intended realisation of what they had originally set out to achieve. A practice to become 'good' or 'best' should be validated and recognised as 'standard' by competent entities (be it by the organisation that establishes and tests it or by other relevant constituents of the existing governance framework).
- In light of MIEUX's philosophy, which is building and bolstering partnerships and forging cooperation at various levels, it should be noted that the Programme supports and contributes to **'collaborative' practices** between the stakeholders involved in and benefitting from its interventions. Indeed, through its practices, MIEUX initiates, advances and sustains

⁶⁰ Blomeyer & Sanz (2019) *Op.cit.*

collaboration and partnership between the EU/its MS and the partner countries, between partner countries, regions and other actors. MIEUX creates the right space to reflect, communicate and identify policy options and solutions in a collaborative way, supporting its partners to transform their priorities and solutions into practices underpinning their national or regional migration governance frameworks and policies. There is ample consensus that the exchange of practices and knowledge acts as a benchmark against which to measure current government actions, and offers inspiration to approach new or ongoing challenges by adapting the practices to local legislation, contexts and capabilities.

- In development programmes focused on knowledge sharing, practices can serve multiple purposes, for example as entry points and benchmarks against which institutions/ministries/governments can measure their performances, formulate new solutions and replicate successful examples. However, their potential for adaptability, replicability and scalability rest on the ability of the beneficiary country to undertake a significant process of organisational change and embed the newly-acquired practices into their workflows. Constraints around budgets and public sector volatility remain a constant.

Key Areas of Work and Impact for MIEUX 2009-2019

MIEUX's impact over the last decade is visible across four areas and levels: from creating enabling environments through policy development and inter-institutional cooperation, to increasing institutional capacities through operational tools and individual skills via training and knowledge exchange, the demand-driven facility has produced a wide range of deliverables that respond to the needs expressed by partner countries.

Policy development

Over the past decades, an increasing number of countries all over the world have adopted holistic or thematic migration policies and strategies. The rising numbers of migration-related policies can be explained by various factors, including political decisions, institutional agendas, the ambitions of political leaders, international commitments, or donor requirements. A key factor in this landscape is certainly the increasing attention of the international community towards migration governance, and the important role attributed to policies in steering migration under the umbrella of sustainable development. After a decade of requests and work in this area, MIEUX has identified ten main reasons why partner country governments opt for these instruments:⁶¹

1. To manage the volume, composition, origin, direction and structure of migration flows.
2. To develop a consolidated policy document clarifying a government's vision, objective and desired course of action.
3. To contextualise the intervening factors impacting on and being impacted by migration.

⁶¹ Reproduced from: Chirita, O. (2019) "WHY develop migration policy frameworks". Available at: https://www.mieux-initiative.eu/files/MIEUX_Factsheet_WHY_FINAL.pdf. The Factsheet is part of a series analysing the why, how, who and what of migration policy development. The second Factsheet, "How to develop migration policy frameworks" can be found here: https://www.mieux-initiative.eu/files/MIEUX_Factsheet_HOW-EN-final.pdf.

4. To determine who and what are to be influenced through such policies.
5. To establish principles guiding the way migration is governed (such as partnership, human rights protection, non-discrimination, participation, transparency and accountability, coordination and cooperation, and policy coherence).
6. To clarify who is who and consolidate the institutional landscape of national (overall or sectoral) migration governance.
7. To reinforce efforts and capacities to collect and analyse migration data.
8. To attempt to reconcile interests, and manage expectations and preferences.
9. To promote and foster institutional and policy coherence.
10. To engage and aim at inclusiveness through a whole-of-society approach.

Since its creation, MIEUX has been supporting the development of policy documents in 15 partner countries, from Cabo Verde and Sierra Leone in Africa, to Kyrgyzstan in Central Asia and Costa Rica in Central America. Some of these instruments have focused on migration from a general point of view (what MIEUX has labelled 'migration policy frameworks'), others have dealt with the specific sub-field of migration (sectoral policies/strategies) such as M&D, trafficking or integration.

Country	Title of the policy
Burundi	Border Management Strategy Diaspora Engagement Strategy
Cabo Verde	National Immigration Strategy Municipal Plans on Immigration and Integration
Costa Rica	National Integration Plan
Côte d'Ivoire	Migration and Development Strategy against THB
DRC	Diaspora Engagement Policy
Ghana	Diaspora Engagement Policy
Kyrgyzstan	Migration Strategy
Madagascar	National Malagasy Diaspora Engagement Policy
Malawi	Migration Policy Diaspora Engagement
Mauritius	National Migration and Development Policy
Niger	Strategy to Fight Irregular Migration
Panama	Border Management
Senegal	Strategy on Border Management
Sierra Leone	Migration Policy
Togo	Migration and Development Strategy

Migration policy frameworks

Depending on the level of development of the instruments and institutions already in place in a given country, policy development can help to either create or improve a framework for the national management of topics related to migration. The same applies to sectoral migration policies and strategies as well and can thus be considered valid for the fields mentioned below. However, they assume an even higher meaning for migration policy frameworks, which ideally should coordinate all sub-thematic approaches and under which, consequently, sectoral policies and strategies should be able to find their place. In all cases, migration policy frameworks can effectively support and trigger the design, functioning and organisation of an enhanced national migration governance framework.



HIGHLIGHT

Concrete examples of how MIEUX has supported requests of this nature include **Kyrgyzstan**,⁶² where the Ministry of Labour, Migration and Youth (MLMY) requested MIEUX's assistance in 2014 to develop a national policy that would define the architecture of the national migration governance. The policy was finalised in September 2016.

In October 2017, the Government of **Sierra Leone**⁶³ presented the first National Migration Policy, formulated with support from MIEUX. Structured around three pillars, the policy tackles ten areas of intervention in topics that are relevant to the national context, such as, migration and urbanisation, migration control, M&D, protection of migrants and migration data. Although mainstreaming gender into public policies is considered standard practice in many countries, in Sierra Leone making the link between migration and gender, and formulating a section of the policy on this topic, was considered innovative. The government deployed a whole-of-government approach (a wide range of national actors were involved) and whole-of-society approach (the Ministry of Interior and MIEUX organised a series of events at local and regional levels to obtain the voices and views of multiple stakeholders present from these levels).

Sectoral policies and strategies

Throughout the last decade, MIEUX has supported partner countries in formulating policies and strategies focusing on specific areas of migration, such as irregular migration, THB, M&D or migrant integration.

⁶² MIEUX Action 2014-07. Available on: <https://www.mieux-initiative.eu/en/actions/143-kyrgyzstan-migration-policy-development>.

⁶³ MIEUX Action 2012-01. Available on: <https://www.mieux-initiative.eu/en/actions/170-sierra-leone-border-management-document-security-migration-policy-development>.

Irregular migration and THB

The second MIEUX Action in Niger⁶⁴ exemplifies the type of work that countries can undertake to strategically address irregular migration. Having become an important crossroads for smuggling routes between Africa and Europe, in 2015 the government of **Niger** asked MIEUX's support to develop a strategy to counter irregular migration. Articulated around a series of activities aimed at strengthening staff capacities within the Ministry of Interior in countering irregular migration, and others focusing on the development of the strategy, the policy was coordinated by a national Inter-Ministerial Committee and finalised in December 2016.

The first MIEUX Action in **Côte d'Ivoire**⁶⁵ shows how the development of policies can strengthen the institutional response to THB. Launched following a request from the Ministry of Development and Planning, the strategy was validated through a two-step approach:

- a. Through a validation workshop in February 2015 that reviewed the final draft with the different working groups, the work of which was also supported throughout the Action by UNODC.
- b. Through a National Conference that provided the official endorsement of the National Strategy and Action Plan by the Ivorian Government in November 2015.

Migration and Development and Diaspora Affairs

The formulation of dedicated policy instruments can support national efforts to harness the link between M&D and migrant contributions to the development of countries and communities of origin. This was the case for **Mauritius**⁶⁶ when requesting MIEUX support to formulate the "*National Migration and Development Policy and Action Plan*", finalised in 2017. Following the principles of whole-of-government approach, the Action involved all main stakeholders in the formulation and included an action plan outlining concrete goals and objectives. In addition, the final policy incorporated a number of aspects from different sectoral policies (labour, education and others) and was aligned with the Mauritius Vision 2030 and the Government's five-year national development programme.⁶⁷

More recently, the fourth MIEUX Action in **Ghana**⁶⁸ supported the Diaspora Affairs team of the Office of the President in finalising the first "*National Diaspora Engagement Policy*". Building on previous work in 2014, the Ghanaian Government received support to organise a final round of face-to-face as well as online consultations in Germany and the United Kingdom with Ghanaian diaspora members before finalising and launching the policy. Presented at the Ghana Diaspora Homecoming (03-06 July 2019), the policy was validated at Ministerial level in February 2020.

64 MIEUX Action 2015-07. Available on: <https://www.mieux-initiative.eu/en/actions/95-niger-irregular-migration>.

65 MIEUX Action 2012-03. Available at: <https://www.mieux-initiative.eu/en/actions/112-cote-d-ivoire-trafficking-in-human-beings>. [Accessed on 17 February 2020].

66 MIEUX Action 2012-02. Available at: <https://www.mieux-initiative.eu/en/actions/167-mauritius-accelerated-partnership-for-economic-integration-apei-labour-migration>. [Accessed 17 February 2020].

67 Visit <https://www.mieux-initiative.eu/en/news-events/news/57-mauritius-mieux-presents-new-migration-and-development-strategy> for more information about this Action.

68 MIEUX Action 2019-01. Available at: <https://www.mieux-initiative.eu/en/actions/199-ghana-iv-finalisation-of-diaspora-engagement-policy>. [Accessed on 17 February 2020].

Integration and Social Cohesion

MIEUX's second Action in **Costa Rica**⁶⁹ is an interesting example of whole-of-government and evidence-driven policy making in the formulation of integration plans. Following a request by the Costa Rican Directorate General for Migration and Foreigners (DGME) in 2016, the Action supported the development of the "*Second National Integration Plan (2018-2022)*", in line with Costa Rica's "*National Integral Policy on Migration*". The Fundación GESO, a local non-governmental organisation (NGO), was tasked with drafting the "*Analysis of the Costa Rican migration context*", the first of its kind in the country. The findings allowed the creation of an accurate profile of the current migratory context and hence to formulate accurate and relevant policy objectives and targets for the Action Plan, launched in December 2017.

→ Find out more about this Action on pages 125-128.

The fourth MIEUX Action in **Cabo Verde**⁷⁰ shows the strategic role local authorities play in the field of migrant integration, and how the development of specific strategies can support them. Following a request from the Ministry of Education, Family and Social Inclusion – Directorate General of Immigration (DGI) in 2016, the Action focused on the development of a "*Municipal Action Plan for Immigration and Integration*" (MAPII), as well as a Procedure Manual targeting the personnel of the Gabinetes de Apoio ao Imigrante (GAI – immigrant support offices) spread across different municipalities in Cabo Verde. The MAPIIs translate the priorities of the "*National Immigration Strategy*" (NIS) into local level activities while strengthening the capacities of Cabo Verde's local authorities to better manage immigration and the social integration of immigrants. The drafting group in charge developed a standard MAPII model that was then tailored to the demographic profile and other needs of each municipality. The two documents were finalised in February 2019.

→ Find out more about this Action on pages 129-132.

Encouraging cooperation and coordination

Due to the complexity and transversal nature of migration, migration governance necessarily requires elaborate processes. By virtue of ten years of implementation, MIEUX has gradually identified and enacted four essential dimensions of cooperation and coordination at different levels and among different actors in its Actions. These examples illustrate the level of coordination necessary to embed complexity into governance and management of migration in the 21st century.

69 MIEUX Action 2016-07. Available at: <https://www.mieux-initiative.eu/en/actions/172-costa-rica-ii-integration-issues>. [Accessed on 17 February 2020].

70 MIEUX Action 2016-15. Available at <https://www.mieux-initiative.eu/en/actions/183-cabo-verde-legal-migration-and-mobility-integration-issues-migration-at-local-level>. [Accessed on 18 February 2020].

First Dimension: cross-border

Migration flows frequently involve neighbouring countries or regional routes, which means that border management can be optimally achieved only when it is done through an integrated approach involving authorities on the two (or more) sides and transnational cooperation dynamics, including a whole-of-migration-routes approach,⁷¹ as espoused by ICMPD in a recent publication.

The third MIEUX Action in **Peru**⁷² incorporated a cross-border dimension in several of its activities. The objective of the Action was to support the reinforcement of policy, institutional and training capacities of the Peruvian authorities in the areas of THB and migrant smuggling. Considering the transnational nature of smuggling and trafficking in Peru, some countries of the region (Brazil, Chile, Ecuador and Mexico) were involved in several activities, in order to foster common understanding and effective cooperation in addressing these phenomena. Furthermore, under a request from the Peruvian authorities, one of the MIEUX experts was invited to share the experience of an EU MS in the area of international protection at the Lima Group⁷³ meeting which took place on 15 June 2018.

→ Find out more about this Action on pages 103-106.

Second dimension: transversal cooperation

Being a cross-cutting issue, migration falls under the competence of different institutions at national level. For instance, Ministries of Justice might be responsible for entry and residence issues, while Ministries of Social Affairs might be in charge of integration, even though they might represent two sides of the same migration process. The picture becomes even more complex if we take into account that specific areas of migration, such as environmental migration, might be subsumed into technical areas and departments of Ministries of Agriculture and thus see the involvement of even more institutions. Throughout this decade, it has been widely accepted that migration governance cannot be effective without the involvement of all the different institutions with responsibilities covering the different strands and therefore applying a whole-of-government approach.

The second Action implemented in **Togo**⁷⁴ (2012-2017) can be considered an excellent example of inter-institutional coordination. Aimed at supporting the drafting of the National Strategy on Migration and Development and discussing implementation of the Action Plan, the Action achieved another important result: the creation of an Inter-Ministerial Committee for Coordination and Monitoring of Migration and Development Activities (ACMHR), which became a permanent coordination mechanism, whose mission it was to ensure synergies and coherence

71 ICMPD (2019). "Breaking Gridlocks and Moving Forward: Recommendations for the next five years of EU migration policy." Available at: <https://www.icmpd.org/about-us/vienna-migration-conference/vienna-migration-conference-2019/icmpd-recommendations-for-eu-migration-policy/>. [Accessed on 23 February 2020].

72 MIEUX Action 2016-18. Available at <https://www.mieux-initiative.eu/en/actions/185-peru-iii>. [Accessed on 23 February 2020].

73 The Lima Group is a multilateral body established following the Lima Declaration on 08 August 2017 in the Peruvian capital of Lima, where representatives of 12 countries met in order to establish a peaceful exit to the crisis in Venezuela.

74 MIEUX Action 2012-16. Available at: <https://www.mieux-initiative.eu/en/actions/194-west-africa-consultations-on-migration-and-the-environment>. [Accessed on 24 February 2020].

among the interventions of different partners involved in M&D issues. Members of the Committee include institutions with a purview in M&D, such as the Ministries of Planning, of Foreign Affairs and Cooperation, of Economy and Finance, of Labour and of Local Administration, as well as representatives from other relevant agencies and international donors. The ACMHR coordinated the Togolese participation in a subsequent MIEUX Action on migration, environment and climate change⁷⁵ involving several West African countries.

Third Dimension: multi-level institutional cooperation

On the one hand, it is increasingly recognised that migration cannot be steered by countries alone and supra-national cooperation has become more prominent as of the 2000s. The rising importance of regional organisations in migration governance seems to point in this direction. On the other hand, sub-levels of governments have also been assuming a more visible role, with new responsibilities and more attention from researchers and policy makers, especially at local level integration⁷⁶ and, in the future, the role of local authorities in the context of migration governance might become even more important.⁷⁷

For instance, the fourth MIEUX Action in **Cabo Verde**⁷⁸ (2017-2019) focused specifically on the enhancement of local level capacities (in this exact case, at municipal level) in migration management issues. In terms of output, the Action supported the drafting of a Municipal Action Plan for Immigration and Integration, and a Procedure Manual targeting immigrant support office personnel. Methodologically, the process saw the close involvement of Cabo Verdean municipal authority representatives.

→ Find out more about this Action on pages 129-132.

In the same vein but in relation to a different context and objective, the second MIEUX Action in **Mexico**⁷⁹ (2017-2018) made use of a multi-layered approach to migration governance. The Action aimed at supporting the strengthening of Mexican authority capacities in the field of refugee identification and migrant integration, and fostering enhanced cooperation among the relevant stakeholders. The intervention targeted not only central authorities, but also local branches of the Mexican agency in charge of processing asylum applications, and the authorities in charge of migrant integration in several Mexican states.

→ Find out more about this Action on pages 141-144.

75 MIEUX Action 2014-10. Available at: <https://www.mieux-initiative.eu/en/actions/194-west-africa-consultations-on-migration-and-the-environment>. [Accessed 24 February 2020].

76 See for instance: Peter Scholten and Rinus Penninx, "The Multilevel Governance of Migration and Integration", in: B. Garcés-Masareñas, R. Penninx (eds.), "Integration Processes and Policies in Europe", IMISCOE Research Series, Chapter 6, pp. 91-108.

77 C. Riallant, J. Irvine, L. Fabbri, "Local authorities: The missing link for harnessing the potential of migration for development", in: Migration Policy Practice, Vol. II, Number 6, December 2012-January 2013, pp.11-15. Available at: <https://publications.iom.int/fr/books/migration-policy-practice-volume-ii-number-6-december-2012-january-2013> (Accessed on 10 December 2019).

78 MIEUX Action 2016-15. Available at: <https://www.mieux-initiative.eu/en/actions/183-cabo-verde-legal-migration-and-mobility-integration-issues-migration-at-local-level>. [Accessed on 24 February 2020].

79 MIEUX Action 2016-01. Available at: <https://www.mieux-initiative.eu/en/actions/173-mexico-international-protection-and-asylum-policy-integration-issues>. [Accessed on 24 February 2020].

Fourth Dimension: multi-stakeholder

Beyond governmental actors, a vast array of stakeholders are *de facto* already involved in migration governance processes at different levels and in different ways, from CSOs to private sector and academia. For instance, service-oriented CSOs are assisting vulnerable groups in cooperation with governments; other CSOs have also assumed an important role in advocating for human and migrant rights, in some cases in the form of migrant and diaspora associations. The private sector is also a key partner in many aspects of migration management, from integration to labour migration. Equally, academia is currently playing an important role in the development of data, information and research on migration.

The third MIEUX Action in **Ecuador**⁸⁰ can be considered a good example in relation to all four different qualities of cooperative and coordinated governance: trans-nationally, transversal, multi-level and multi-stakeholder. The Action supported the Ecuadorian Chairmanship of the GFMD in organising four Regional Round-tables in LAC on four different key migration topics: Facilitating Social and Economic Inclusion (San José, Costa Rica, 24–25 July 2019); Harnessing Migration for Rural Development (Kingston, Jamaica, 14–15 August 2019); Providing Regular Pathways from Crisis to Safety (Quito, Ecuador, 19–20 September 2019); and Supporting Arrival Cities through Policy Coherence and Multi-stakeholder Partnerships (Lima, Peru, 16–17 October 2019). These four events were part of preparatory activities for the GFMD. During the four events, an impressive number of stakeholders were actively involved, including government representatives from Latin America and beyond: regional organisations (EU, Organization of American States (OAS), Organisation of Eastern Caribbean States (OECS)); UN Agencies (UNDP, IOM, UNHCR, ILO, UNFPA, UNICEF); national development and international cooperation agencies; international, national and local CSOs; local authorities; universities, research centres and think tanks; and the private sector.

MIEUX also contributed to building the institutional memory of the GFMD by supporting the development of a publication⁸¹ featuring testimonials and reflections from all prior GFMD Chairs. It was distributed during the 12th GFMD Summit in Quito, Ecuador, in January 2020.

80 MIEUX Action 2019-04. Available at: <https://www.mieux-initiative.eu/en/actions/202-ecuador-iii-support-to-the-ecuador-gfmd-2019-chairmanship>. [Accessed on 24 February 2020].

81 Bingham, J. et al (2019) *Op Cit*.

Producing knowledge

In recent years, the link between migration policies, practices and knowledge has been the subject of much debate. The need to substantiate policies with objective and scientific data and research on migration has been labelled an ‘evidence-based approach to migration’ among practitioners. Systematic research should be the basis for collecting any kind of evidence.

Grounding political decision-making about migration upon solid facts has become more necessary than ever given divisive narratives about migrants and migration, and the rise in xenophobia. At the same time, it is now widely accepted that evidence should be considered an essential component of fair and effective migration governance. It is not by chance that the first objective of the GCM is dedicated to “*collect and utilize accurate and disaggregated data as a basis for evidence-based policies*” in which a strong commitment is expressed “*to strengthen the global evidence base on international migration by improving and investing in the collection, analysis and dissemination of accurate, reliable and comparable data*”.⁸²

Countries need a solid knowledge base in order to build evidence-based policies. Knowledge stems from a variety of sources providing data: information as mediated by research to support a mutually reinforcing relationship between the reality on the ground for migrants and the context in which migration takes place, on the one hand, and how policy makers can govern it on the other.

Given the complexity and changing nature of migratory phenomena, as well as of the national, international and local institutional landscapes, it is challenging for national authorities to get hold of what is happening on the ground. In this sense, most Actions implemented by MIEUX began with **fact-finding missions** whose objectives were to contribute to identifying the key challenges and gaps in law, institutional settings, policy and practice in the field covered by the Action.

Results gathered together in fact-finding reports (accompanying almost all the Actions), have contributed to a more efficient and focused implementation, and to an increased understanding of issues at stake and potential solutions.

The second MIEUX Action in **Brazil**,⁸³ for instance, was able to strongly capitalise on its initial fact-finding mission and report. The objective of this Action, implemented between 2019 and 2020 following the request of the Brazilian Federal Public Defender’s Office, was to support Brazil’s Government through peer-to-peer knowledge exchange on interview assessments for children in migration. MIEUX conducted a fact-finding mission to assess the situation in Amazonas and Roraima States in summer 2019. The fact-finding report drafted by the MIEUX experts on the basis of the mission was conducive to both more targeted support from MIEUX and, in

82 UN General Assembly, Global Compact for Safe, Orderly and Regular Migration cit., Objective 1.

83 MIEUX Action 2018-02. Available at: <https://www.mieux-initiative.eu/en/actions/208-brazil-ii-techniques-for-interviewing-children-in-migration>.

general, to a stronger understanding of the challenges linked to migrant children in the two States visited.

→ Find out more about the MIEUX Action in Brazil on pages 163-166.

Data can be defined as an ensemble of “*information, especially facts or numbers, collected to be examined and considered and used to help decision-making*”.⁸⁴ Data requires the mastering of specific techniques and the existence of organisational mechanisms able to support such collection and analysis. In migration, data is essential to produce informed decisions and take effective action at institutional level, especially considering the complexity and changing nature of migratory phenomena. Nonetheless, the reliable and updated collection and dissemination of migration data still represents a global challenge. MIEUX has supported several partner countries in enhancing the capacities of relevant partner authorities to collect and analyse data, establish data collection tools and create inter-institutional coordination mechanisms to this effect.

The second MIEUX Action with **COMESA**⁸⁵ can be considered a good example in the field of international cooperation on migration data. Indeed, one of the objectives of the Action was to support COMESA in upgrading its information and data collection systems by investing in capacity building of the National Focal Points for Migration. The Action resulted in, among other things, the development and dissemination of a Migration Metadata Questionnaire (available in the three COMESA working languages). The responses received were compiled and identified the available data, while providing recommendations on the improvement of data collection and data sharing within the COMESA Member States, with the overall aim of supporting better policy development and producing the Agreement on Data-Sharing Mechanisms among COMESA States.

→ Find out more about the MIEUX Action with the COMESA Secretariat on pages 133-136.

Research has been defined by the OECD as the “*creative and systematic work undertaken to increase the stock of knowledge, including knowledge of humans, culture and society, and the use of this stock of knowledge to devise new applications*”.⁸⁶ As such, research implies a complex analytical process making use of data and information. In relation to public policies and migration issues, research can contribute to “*bringing in well-founded ideas, analysis and facts*”.⁸⁷ More concretely, migration research can foster a more scientific understanding of migratory phenomena, beyond prejudices and pre-conceived ideas, and as such can support better and more effective migration governance. In this direction, MIEUX has fostered the link between research, policy

84 Cambridge Dictionary Online, Data, <https://dictionary.cambridge.org/dictionary/english/data>. [Accessed on 24 August 2020].

85 MIEUX Action 2012-06. Available at: <https://www.mieux-initiative.eu/en/actions/126-comesa-data-management-migration-legislation-irregular-migration-trafficking-in-human-beings>.

86 OECD, “*Frascati Manual. The Measurement of Scientific, Technological and Innovation Activities*”, Paris 2015, p. 45. Available online at: https://www.oecd-ilibrary.org/science-and-technology/frascati-manual-2015_9789264239012-en. [Accessed on 24 August 2020].

87 Rinus Pennaux, “*Bridges Between Research and Policy? The Case of Post-War Immigration and Integration Policies in the Netherlands*”, in: Paul de Guchteneire (Director of Publication), “*The Links between Academic Research and Public Policies in the Field of Migration and Ethnic Relations: Selected National Case-Studies*”, International Journal on Multicultural Societies (IJMS), Vol. 7, No. 1, 2005, p. 35.

and practices to grow the evidence base of migration governance. This has been articulated in many different ways, for instance through the involvement of research groups in the creation of surveys and in the analysis of data, as well as research studies that have fed into the development of migration policy documents.

A prime example of this is the second MIEUX Action in **Ecuador**. The Action, launched under the request of a vast array of actors from the whole region (University Simon Bolivar in Ecuador; the Provincial Government of Salta in Argentina; the Municipality of El Puente in Bolivia; the Chilean Network of Municipalities for Climate Change; and the South American Network for Environmental migration – RESAMA) aims at fostering regional and international cooperation among central governments, local governments and academia on issues related to migration, climate change and the environment in LAC. Several academics explained to local administrators the facts and figures, and the key dynamics of environmental migration movements in the region in order to support a stronger and scientific understanding of such phenomena and hence more effective policy making in these areas. In addition, they drafted a report summarising and compiling the various practices presented in the regional seminar and outlining its outcomes, findings and discussions, and comprising policy-oriented recommendations as well as operational measures through a rigorous evidence-based approach.

In addition to building knowledge, it is also essential to disseminate it to target groups of specialists, practitioners, or the wider public through information and communications products and campaigns. To this end, MIEUX has developed information materials, for instance on the dangers of irregular migration for young migrants in Niger or on how best to protect child VoTs for workers in VoT shelters in Thailand. At the same time, MIEUX has also worked on supporting partner country institutions in the development of communication and awareness strategies and campaigns in order to support better information on migration issues among the public in the Philippines.

→ Find out more about the MIEUX Action in Thailand on pages 99-102.

→ Find out more about the MIEUX Action in the Philippines on pages 107-110.

Capacity building and training

Developing skills, capabilities and increasing knowledge of individuals is an integral part of capacity building. As highlighted by the UNDP, capacities at individual level can be referred to as “*the skills, experience and knowledge that allow each person to perform. Some of these are acquired formally, through education and training, while others come informally, through doing and observing*”.⁸⁸ The idea that knowledge and skills of individuals are the cornerstone of organisations underpins all MIEUX interventions. From a technical point of view, this is expressed in different forms, such as training sessions, workshops, knowledge exchange seminars and study visits.

88 UNDP, *Capacity Development: A UNDP Primer*, New York 2009, p. 11. Available at: <https://www.undp.org/content/undp/en/home/librarypage/capacity-building/capacity-development-a-undp-primer.html>. [Accessed 24 August 2020].

Since 2009, MIEUX has implemented a variety of activities aimed at strengthening the capacities, and technical and soft skills of migration practitioners in partner countries, primarily in public institutions dealing with migration issues, but also in CSOs and the private sector. The table below summarises the topics covered through such interventions. These have ranged from support to the development of general skills, such as leadership, management and communication, broad or cross-cutting issues like migration management, migration policy development and migration data, to specific areas related to legal migration, irregular migration and THB, M&D, and international protection and asylum.

Thematic Area	Topics
Irregular Migration and THB	<ul style="list-style-type: none"> • Anti-THB action plans • Assistance to vulnerable THB victims • Awareness-raising campaigns against illegal recruitment and THB • Blue border management • Border management policy • Border procedures • Cooperation on criminal matters related to THB • Detection, investigation and prosecution of migration-related crimes, including smuggling of migrants and THB • Document fraud and document security • Fight against THB: international norms and national good practices • Front-line support to returnees • Gender-based approach to addressing THB • Good practices on border and migration management • Human rights implications of border and migration management • Identifying and treating the psychosocial trauma of THB victims • Integrated border management • Irregular migration issues • Management of detention facilities for irregular migrants • Monitoring and evaluation of anti-THB actions • Monitoring and evaluation of the national and regional action plans against THB • Passenger profiling, after-entry migration management and human rights • Referral of THB victims • Reintegration of returnees • Return and readmission • Smuggling of migrants • THB • THB awareness • Trafficking in children

Legal Migration	<ul style="list-style-type: none"> • African Operational Repertoire of Jobs and Professions (ROAME) methodology • Awareness-raising campaign cycles within the context of labour migration • Governance of external labour migration • International labour migration conventions • Labour exploitation • Labour migration • Labour migration communication and information strategies • Labour migration policies • Negotiation of multi/bilateral labour migration agreements • Protection of migrant workers' rights and of their families
International Protection and Asylum	<ul style="list-style-type: none"> • Access to asylum procedures • Assistance and protection of children in migration • Child best interests assessment • Country of origin information (COI) • Evidence assessment • Exclusion from international protection • Inclusion for asylum case officers, with a specific focus on vulnerable persons • Interviewing techniques for (child) international protection applicants • Protection and assistance of unaccompanied migrant children
Migration and Development	<ul style="list-style-type: none"> • Communication with the diaspora • Contribution of immigrant communities to their countries of destination • Diaspora capital • Diaspora engagement • Diaspora issues • Diaspora mapping • Fostering sustainable links with the diaspora • M&D for consular and diplomatic staff • M&D issues • Outreach strategies • Remittances for development • Strategic partnerships and the diaspora's role in post-crisis situations

Horizontal Interventions	<ul style="list-style-type: none"> • Building policy coherence • Communication and communication skills • Cooperation on immigration matters • Frameworks and procedures on the entry and residence of foreigners • Functioning of a migration observatory and migration data management • GAMM • Institution building and reform • Leadership and management • Legal harmonisation • Migrant integration strategy development • Migrant integration, also at local level • Migration and homelessness • Migration data collection and analysis • Migration data collection and information sharing • Migration data harmonisation and information sharing • Migration governance and the implementation of migration policies • Migration indicators • Migration management • Migration policy and migration policy development • Migration, climate change and environmental degradation, also at local level • Modern migration management systems and methods • Population censuses and population surveys • Project identification, development, and project monitoring and evaluation • Quality management of capacity building • Training curriculum development
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The table below provides a number of examples of operational documents and tools produced during MIEUX's three phases. It is noteworthy to mention the vast applicability of these documents to different topics and purposes, according to the needs expressed by partner authorities in their requests.

Standard Operating Procedures (SOPs)	<p>Data Management, Kenya</p> <hr/> <p>Guiding Principles for Shelters Working with VoTs, Jordan</p> <hr/> <p>Return, readmission and reintegration, Togo</p>
Training Handbooks and Manuals	<p>Procedure Manual on Labour Migration in Mali</p> <hr/> <p>Training Handbook on Investigation and Case Preparation of THB Offences in Timor-Leste</p> <hr/> <p>Basic Course Manual on Combatting Trafficking in Persons in Ghana, and A Handbook on Training Methodologies: Tricks and Tips for the Ghana Immigration Service</p> <hr/> <p>Monitoring and Evaluation Handbook for Peruvian National and Regional Action Plans against THB, Peru</p> <hr/> <p>Guidelines on Monitoring and Evaluation of Implementation of the Memorandum of Understanding (MoU) with LGUs, the Philippines</p> <hr/> <p>Training Curriculum on Blue Border Management, Nigeria</p> <hr/> <p>Training Manual on Migration and Development, Paraguay</p> <hr/> <p>Procedure Manual for Integration at Municipal Level, Cabo Verde</p> <hr/> <p>Training curriculum for reinforcing the capacities of provincial actors working in the areas of prevention, prosecution, and protection and reintegration of THB victims, Peru</p> <hr/> <p>Handbook on Managing International Labour Migration in Myanmar</p> <hr/> <p>Draft Training Handbook on migration-related offences, Rwanda</p>
Guidelines and Operational Protocols	<p>Guidelines on Inter-institutional Approaches and Practices to Enhance and Harmonise Migration Data Management in Jordan</p> <hr/> <p>Moldovan crisis communication plan in the field of irregular migration</p> <hr/> <p>Intersectorial Guidelines Against Migrant Smuggling, Peru</p> <hr/> <p>Protocol for Inter-institutional Cooperation to Strengthen Investigation, Attention and Protection of Victims of Trafficking in Persons among Ibero-American Public Prosecutors' Offices AIAMP-REMPM</p> <hr/> <p>Updated Protocol for Assistance to Special Migration Situations (ESME), Costa Rica</p>

MIEUX CASE STUDIES

In this section the reader may find a selection of Actions taken from the 100+ completed Actions in MIEUX's portfolio over the last ten years. The case studies were selected partly due to their interest and relevance in terms of topic, approach, their contribution to better migration governance and geographical balance. These particular examples stem from internal reflection undertaken by the MIEUX team in the lead-up to the 2018 Regional Knowledge Sharing Round-tables, where the list of ten features of good practice in MIEUX Actions was conceived. Each Action is categorised according to the corresponding thematic area: Irregular Migration and Trafficking in Human Beings, Legal Migration and Mobility, Migration and Development, Asylum and International Protection, and Horizontal Interventions.

Thematic Areas



Migration and
Development



Legal Migration
and Mobility



Irregular Migration
and Trafficking in
Human Beings



International Protection
and Asylum Policy



Horizontal
Interventions

Ten features of good practice in MIEUX Actions

- 1 There should be ownership on the part of the partner country
- 2 Actions should provide an opportunity to be innovative in their context
- 3 Actions should be able to be replicated
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 6 Actions should be integrated into existing priorities
- 7 Actions should be based on the highest levels of experience
- 8 Actions should complement and be in synergy with other initiatives
- 9 Actions should provide EU added value
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

PREVENTION AND PROTECTION OF THB VICTIMS AND HOMELESS MIGRANTS

Thailand 2013-2017 and 2017-2018⁸⁹

The Division of Anti-Trafficking in Persons (DATIP) and the Department of Social Development and Welfare adapted EU practices to the local context to improve service delivery to VoTs, including a review of existing legislation and initiating a pilot project based on lessons learnt from EU MS.⁹⁰



Context

Thailand is a destination country for the trafficking of men, women and children. Foreign victims hail mainly from the rest of South-East Asia and are trafficked for the purpose of sexual and labour exploitation. Thai victims are subject to trafficking for the purpose of labour and sexual exploitation inside Thailand and abroad.⁹¹



In spite of this, Thailand has taken significant steps moving forward to fight THB and homelessness. Regarding homelessness, Thailand includes destitution in this category, which explains the high number of cases, compared to other countries, especially in the EU. As per government data as of January 2016, 4,049 persons were provided assistance within the 11 homes for the destitute across the country managed by the Ministry of Social Development and Human Security (MSDHS). For instance, in 2018, 631 VoTs were identified, of whom 401 or 64% were assisted in government shelters run by the MSDHS. Thai authorities repatriated 201 foreign victims exploited in Thailand and facilitated the return of 103 Thai victims



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⁸⁹ This case study is the summary of two consecutive Actions in Thailand.

⁹⁰ More information is available at: <https://www.mieux-initiative.eu/en/actions/146-thailand-trafficking-in-human-beings>.

⁹¹ U.S. Department of State, *Trafficking in Persons (TIP) Report, 2019*.

exploited abroad.⁹² Moreover, a range of measures have recently been introduced to address homelessness, including the enactment of the Destitute Protection Act B.E 2557 in 2014, and the Policies on Beggars Regulation in 2016.

Wishing to improve service delivery to victims by training its staff in specific areas, the MSDHS submitted two requests to MIEUX to train staff at the Division of Anti-Trafficking in Persons (DATIP) and the Department of Social Development and Welfare (DSDW).

Impact

VoTs and destitute individuals will benefit from a review in legislation and a new approach to housing. Firstly, after exposure to the legal directives, procedures, investigative forms and indicators used to address THB in Belgium during a study visit to Brussels, DATIP reviewed its procedures and processes for the identification and investigation of potential victims. Secondly, following a study visit to Ireland, the DSDW developed a pilot project based on the Irish housing-first approach to homelessness, which encourages self-accommodation, rather than housing victims in shelters. This three-year pilot project is still being implemented but seems to have already produced very positive effects: 270 small houses in total have been created in self-help land settlements spread out over 24 Thai provinces. It is reported that the people in this housing project have been able to regain their self-esteem and to earn their own income.

In terms of prevention, during a study visit to the Netherlands in April 2018 in the context of the second MIEUX Action with the Thai authorities, delegates were able to meet *Centrum 16 22*, a local NGO in The Hague which works on the prevention of trafficking among young people, especially through workshops aimed at strengthening teenagers' self-esteem and assertiveness. Some of these ideas were replicated and adapted in a shelter in the North of Thailand. 3,800 children in 22 schools were informed about THB, also through activities aiming to empower them and teach them about their value, alternatives and opportunities. Another project on prevention, following the involvement of the Chiang Rai shelter in the MIEUX activities, was an information project on alternatives to work abroad without going through illegal agencies. The project focused on hill tribe people.

At institutional level, the two MIEUX Actions strengthened capacities of the personnel working on trafficking and homelessness issues within the MSDHS. During the first Action, MSDHS officials were trained in protection of THB victims and on managing victims of homelessness due to migration. During the second Action, three workshops targeting workers of the nine shelters providing assistance to VoTs were foreseen in specific fields, namely protection of and assistance to children; gender-based approach to protection; and psychosocial support.

⁹² U.S. Department of State, *Trafficking in Persons (TIP) Report, 2019*.

DATIP developed three brochures to capture the Action's learning and to train its staff: "*Safe Use of Modern Technologies in Combatting Trafficking of Children*", "*Gender and THB*" and "*Identifying and Caring for Victims of Severe Physical, Psychological and/or Social Trauma*" linked to THB. The first brochure presents key information that shelter governmental staff can provide to children and their families when they are preparing to leave the shelters, so as to take the necessary precautions to avoid re-trafficking. The second brochure provides key information about trafficking targeting LGBTQ+ individuals and the way these victims can be assisted. The third brochure provides information on providing psychosocial support to victims of THB, especially in cases of severe psychological trauma.

Finally, bilateral cooperation between Belgium and Thailand was strengthened, as Thai delegates and Belgian NGOs agreed to initiate a bilateral exchange programme between Belgian NGOs and DATIP staff for hands-on training within specialised centres dedicated to THB victims. In the same vein, the DSDW is currently discussing the possibility of a cooperative framework with Irish NGOs on homelessness prevention and protection.

Challenges

Upon understanding that the differences in policy framework and overall context would make the replication of EU practices impracticable, the experts deployed for the second Action worked with the staff to review what tools, procedures and legislative requirements they would use in their daily work. The participants chose the brochure topics that reflected their own needs, and aspects that are applicable to their roles and responsibilities in the shelters. EU/EU MS practices were consequently tailored to the Thai context. As mentioned by the Thai authorities when evaluating the Action, this adaptation exercise became one of the most useful achievements deriving from the MIEUX Action.

Practices

- 1. Expert selection:** The mixed team of governmental and non-governmental experts was important to showcase best practices from the civil society sector to encourage the Thai Government to do the same. The choice to work mainly with non-governmental experts was linked to the fact that, in the EU, NGOs are closer to the everyday realities of homelessness and VoT protection.
- 2. Multi-level cooperation:** The full involvement of the MSDHS and its shelters during the different stages of the Actions or activities ensured the ownership and sustainability of the knowledge acquired and its application in realistic scenarios, contributing to the overall strengthening of institutional capacities. It was proposed that staff from the ministry-led THB shelters could participate in the training organised around a demand-driven agenda.

3. **Demand-driven training content:** The MIEUX experts, in cooperation with the DATIP, developed demand-driven training to address the ministry's gaps and needs, in particular in relation to the participants' difficulty in applying the concepts to THB response activities. The workshop on referral systems constituted a good example of this approach. The focus was not to duplicate existing training, but rather to apply learned concepts to THB scenarios. During the workshop planning, DATIP proposed topics for the agenda based on the training needs of the participants; during the workshop itself, the participants, who came from different Thai regions and seniority levels, were encouraged to exchange on good practices, confront their respective realities and get to know each other. The experts adopted a technique focused around the trainees, which in turn contributed to a peer-to-peer exchange within the ministry staff, as well as with the MIEUX experts.

Lessons Learnt

In situations where multiple institutions are involved in a single request, or where multiple institutions will be tasked with implementing an Action's outcomes, it is beneficial to nominate focal points within each institution. In this case, four focal points were assigned to this Action: two from the Division of Anti-Trafficking in Persons and two from the DSDW, of which one was from operational level and one from strategic level. This system of double focal points allowed for continuous flows of information between the two levels, contributing to good implementation of the activities.

Involving DATIP and DSDW management was key to the Action's success. In fact, they provided guidance and support to this Action by attending activities such as study visits where they were exposed to EU/EU MS experience, methodologies and tools. Their participation was essential in the sustainability process, as the replication by adaptation of EU/EU MS practices and approaches is defined from the top. The senior stakeholders fully supported the implementation of some deliverables, as mentioned above.

ADDRESSING SMUGGLING OF MIGRANTS

Peru (2017-2018)

Peru is a country of origin, transit and destination for smuggled migrants. With the objective to strengthen inter-institutional and cross-border coordination, MIEUX supported the development of inter-sectoral guidelines and a targeted training manual to counter migrant smuggling.

Context

Free movement mechanisms in force for most countries of the Southern Common Market (MERCOSUR)⁹³ have reduced the need for the migrant smuggling of South Americans. In recent years, the large majority of migrants smuggled into and through Peru have been from Africa, Asia and the Caribbean.⁹⁴

The General Directorate for Democratic Security (DGSD for its Spanish acronym) under the Ministry of Interior is in charge of planning, implementing and monitoring activities in line with the national policies against THB and smuggling of migrants, and coordinates the Permanent Multilateral Commission against THB and Migrant Smuggling (CMNP TP-TM for its Spanish acronym).

Since 2015, Peru has consolidated a systematic and integral public policy in the area of THB, including the adoption of normative instruments, the reinforcement of institutional capacities, and the updating of operational procedures in the fields of THB and protection of victims.

- 1 There should be ownership on the part of the partner country
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 6 Actions should be integrated into existing priorities
- 8 Actions should complement and be in synergy with other initiatives

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⁹³ Free movement mechanisms are in force for Argentina, Brazil, Bolivia, Chile, Colombia, Ecuador, Paraguay, Peru and Uruguay.

⁹⁴ Training Manuals for Smuggling of Migrants.

The CMNP TP-TM had thus far focused solely on THB. Building on the support provided within the framework of two previous Actions focusing on the protection and assistance of VoTs, and the evaluation of the National Action Plan against THB, the DGSD wanted to broaden the scope of its efforts in strengthening the normative dimension in the field of smuggling of migrants with this new project, as well as to reinforce the capacities of public officials operating at regional and local levels while improving overall coordination.

Action Design

The Action was launched with the organisation of an **International Conference Against Migrant Smuggling** followed by a **first reflection and drafting session** for developing the Intersectoral Guidelines against Migrant Smuggling. At the end of this first event, it was decided, together with the Peruvian DGSD, to revise and adjust the intervention logic.

The initial objective was to develop a draft structure of the Inter-Sectoral Guidelines against Migrant Smuggling. However, the activity proved to be so effective that a consolidated document was formulated and even endorsed at a higher level.

Furthermore, it was decided to focus the Action exclusively on smuggling of migrants and to organise training in Tacna (on the border with Chile) and Tumbes (on the border with Ecuador), the two provinces particularly affected by this phenomenon.

The content of the Training Manual on Smuggling of Migrants, as well as the consequent workshops at the border, were based on a thorough **training needs assessment at central and local levels**. Besides qualitative interviews, an online survey helped to identify the cross-institutional training needs and to design a targeted manual based on the Peruvian context.

MIEUX delivered expertise via mixed teams of experts originating from both within the region and the EU. Experts from Argentina and Spain, representing the public and private sectors, were involved in the implementation of the Action.

Practices

- **Flexible Action design:** The delivery of assistance under MIEUX requires a flexible approach which permits adaptation to unforeseen circumstances, and which allows to quickly revise and adjust the design of an Action according to new needs expressed by partner authorities.
- **Incorporating the cross-border dimension:** Neighbouring countries Chile and Ecuador and other Latin American countries were involved in specific activities, shared experiences

on good practices, and discussed current and future challenges, but also the way effective strategies to better face challenges associated to migrant smuggling could be jointly defined.

- **Beneficiary-led adaptation of training material:** MIEUX put a strong emphasis on **targeting the capacity building to the national and local context**. Based on interviews with public officials, CSOs and international organisations at the borders, scenario-based examples and exercises were included in the training, thus reflecting the different smuggling routes, modus operandi and travel arrangements made by migrants. This helped participants to learn through relatable situations and facilitated problem solving.

Impact

- The strong political will to further advance on tackling migrant smuggling issues in Peru was reflected in the swift **adoption of the Inter-Sectoral Guidelines for the Prevention and Prosecution of Smuggling of Migrants, and for the Assistance and Protection of Smuggled Persons and Victims of Crime in the Context of Migration**.⁹⁵ Following their approval, the Ministry of Interior developed SOPs for cases of migrant smuggling.
- The online survey for 21 provincial desks, working groups and commissions of the CMNP TP-TM targeted public officials of the National Superintendence of Migrations, National Police, Public Prosecutor's Office and Judiciary. It gathered data to help determine the training handbook content and actual training, but also provided **information on additional training needs for instance in the area of human trafficking**.
- The **Training Manual on Smuggling of Migrants was approved by the DGSD** and shared with the more than 100 participants of the two training activities in Tacna and Tumbes.
- In 2017, MIEUX enhanced regional coordination efforts by providing support to the Ibero-American network of specialised prosecutors on trafficking in persons and smuggling of migrants (REDTRAM for its Spanish acronym). This Peru Action **reinforced the transnational cooperation and exchange of practices, experiences and expertise in the area of migrant smuggling** by involving the countries neighbouring Peru in the capacity building activities, namely Brazil, Chile and Ecuador.
- In most Peruvian provinces, the DGSD has set up multidisciplinary and inter-institutional desks, working groups and commissions, which have been closely involved since the first activity. The guidelines and tailor-made training sessions helped to **clarify the respective roles and procedures, and supported the development of flow charts based on practical examples**.

⁹⁵ The guidelines were approved by Supreme Decree N° 008-2018-IN.

- In order to ensure **complementarity with relevant international organisations**, the training sessions at the border with Chile and Ecuador were organised in coordination with the UNODC, in particular its offices in Mexico (coordinated the #ADeadlyBusiness campaign to prevent and combat migrant smuggling) and Colombia (coordinated the implementation of the Global Action to Prevent and Address Trafficking in Persons and the Smuggling of Migrants in Latin America). Furthermore, the national and regional Interpol Specialised Operational Network (ISON) against people smuggling specialists participated in the training and shared specific, case-related intelligence on threats, trends, routes and modus operandi.

Lessons Learnt

- Countering smuggling of migrants requires coordinated responses, including **comprehensive cross-border cooperation**.
- Inter-institutional collaboration is key** for the success of any national or local strategy to prevent and address the smuggling of migrants. Successful cooperation mechanisms are based on a clear definition of the respective roles of the various stakeholders involved.

COMMUNICATING BETTER WITH MIGRANTS

The Philippines (2010-2012)

Filipino authorities were introduced to the principles and techniques of social marketing, and supported in their efforts to reach out to potential migrants, young people and women about the risks of illegal recruitment and THB with innovative techniques.⁹⁶

Context

At the time of the Philippines' first request to MIEUX in 2009, the country ranked third in the world on the list of top sending countries of international migrants, with nine million Filipinos, roughly 10% of the population, living and working abroad. Implementation of the existing legal framework to address human trafficking was weak. Additionally, with the increasing number of victims every year, the government saw the need for more aggressive and sustained collaborative efforts and strategies in the fight against illegal recruitment for potential labour migrants. Several initiatives were taking place to inform the public but were missing a solid set of indicators to measure their performance and implementation. This combination of factors prompted the Department of Labour (DOLE) to submit a request to MIEUX.

Action Design

Together with the DOLE, MIEUX designed an Action around the concept of social marketing, which aims to promote ideas that either encourage positive behaviour or discourage negative ones. For public sector agencies, social marketing is often used as a way to encourage people to follow rules and regulations, and practice general safe behaviour.

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⁹⁶ More information available on: <https://www.mieux-initiative.eu/en/actions/145-philippines-trafficking-in-human-beings-i>.

1. First, a fact-finding mission allowed the experts to familiarise themselves with the challenges and issues faced by the POEA and other authorities in combatting and preventing trafficking and illegal recruitment.
2. During the course of the Action, the experts were also invited to attend specific training courses offered by the POEA to potential migrants and others, thus better grasping the need to target different groups when it comes to messaging for public awareness-raising campaigns.
3. As a follow-up, the experts devised a training programme on the POEA campaign against THB and illegal recruitment, and conducted a series of thematic workshops involving POEA staff, several members of the Inter-Agency Council against Trafficking, as well as representatives of local government units (LGUs) also involved in prevention activities.
4. The experts, together with the working group made up of the above-mentioned entities, designed the resource handbook "*Campaigning against Illegal Recruitment and Trafficking in Persons using Social Marketing Techniques*".
5. Lastly, the Action provided capacity building to the POEA's collaborating prosecutors and Labour Attachés of the Philippines based in EU MS.

Practices

- **Introducing beneficiary-led design thinking:** Despite previous targeted measures deployed by the POEA, the perceived outcomes of the efforts were not encouraging. Messages were not understood by the desired recipients. The handbook explained how to devise, implement, monitor and evaluate a public awareness-raising campaign with the beneficiaries' needs as the starting point.
- **Evaluating existing practices at institutional level:** The experts evaluated the training courses that LGUs and the POEA were offering and found that the approach to the topic of illegal recruitment and THB was too conceptual. Evaluations involving the target groups of the training courses had not been conducted before.
- **Testing awareness-raising campaign materials:** Following the development of the handbook, the POEA chose a number of high-visibility marketing techniques and tools for piloting the new campaign and messaging techniques, including posters with different messages, targeting varied categories of beneficiaries, as well as T-shirts and bracelets with simple messages about illegal recruitment. POEA employees were asked to wear them in order to pass strong messages to their beneficiaries (emigrants, persons looking for jobs abroad).

- **Intergovernmental cooperation:** A wide range of governmental entities participated in developing the handbook, among which the Inter-Agency Council against Trafficking (IACAT) and several LGUs with whom the POEA has signed cooperation Memoranda of Understanding.
- **Training for labour attachés:** It was the first time that this very important target group, responsible for the protection of the Philippines' citizens abroad, received training about EU/EU MS policies and legislation on migration, THB and labour inspection, among others.

Impact

- A number of Philippines Overseas Employment Administration (POEA) information campaign tools, such as the training-of-trainers, pre-deployment and pre-employment orientation seminars, were evaluated for the first time, and recommendations formulated. The POEA introduced several changes to the seminars and training sessions by targeting its beneficiaries, and placed more emphasis on practical content.
- POEA staff were able to apply and pilot the new techniques learnt from EU experts by designing a social marketing campaign, formatting the message, identifying and consulting the target groups, and evaluating its possible impact.
- Thanks to the tools and instruments designed during the Action, the POEA enhanced its capacities to implement subsequent programmes, such as "*POEA-on-Wheels*" (where POEA services are brought to the community level, thereby making them more accessible to the public); the mandatory "*Pre-Employment Orientation Seminar*" to all first-time overseas workers, through an on-line facility; or the National Illegal Recruitment Case Monitoring System (a database being used by the POEA and national law enforcement agencies to endorse, monitor and update progress of illegal recruitment cases nationwide, and to generate reports used in policy making and programme development).
- Two specific target groups in particular, the POEA collaborating prosecutors (designated for the first time prior to commencement of the Action) and the Philippines' labour attachés based in EU MS, became acquainted with various procedures and measures in certain areas of migration management and anti-trafficking policies thanks to MIEUX training.
- The handbook was applied by MIEUX in Myanmar, an Action that greatly benefited from the participation of POEA experts who shared with their peers from Myanmar their experiences and practices in organising campaigns, based on the handbook.
- The POEA sent a follow-up request that supported implementation of the handbook at LGU level and provided additional training to its collaborating prosecutors.

Lessons Learnt

- **Involving POEA management was key to the Action's success:** the Action received significant political backing and support from the POEA's leadership and management. Several top managers attended the activities rolled out under this Action by providing strategic guidance and support. Consequently, the experts were regularly requested to incorporate the elements of results-based management and strategic planning into the training design and tools developed and placed at the POEA's disposal. The POEA leadership fully supported the piloting phase of the campaign against illegal recruitment which was an important step towards implementing the handbook.
- **Openness to incorporating communications and evaluation techniques** from the private sector can benefit public institutions.
- **Vertical cooperation is essential to step up the efforts to prevent and combat illegal recruitment.** In order to bring to fruition any awareness-raising activity and to reach out to a higher number of citizens in need of the services, concerted efforts undertaken by a large number of national entities and civil society are needed, in particular the POEA, IACAT and LGUs. By the same token, LGU capabilities should be greatly strengthened considering their presence, potential (to be developed), institutional obligations/tasks and constant interaction with citizens.

ADVANCING COOPERATION ON MIGRATION

South-East Asia (2012-2013)

The first of MIEUX's multi-country requests created a series of round-tables to share knowledge, practices and experiences between EU MS and several South-East Asia Governments on migration and mobility, supporting their inter-governmental and inter-regional cooperation frameworks and collaborative efforts in M&D.⁹⁷

Context

In 2012, the Governments of Indonesia, the Philippines and Vietnam submitted a joint request after identifying a number of constraints in the South-East Asia region, such as limited discussions on the nexus between M&D; the need for greater dialogue between countries of origin and destination to address common migration concerns, thus promoting mutual understanding and fostering policy coherence; or better implementation and enforcement of regional commitments taken by governments in order to facilitate the movement of people, protection of migrant workers' rights and increased cooperation.

This was MIEUX's first Action with a regional scope in South-East Asia, generated by three governments who were willing to advance regional cooperation on mobility and migration, and to support the efforts of mainstreaming M&D into regional cooperation frameworks and national development policies. The fight against irregular migration and THB had always taken precedence over this important topic. The round-tables served as platforms to share the knowledge, practices and experience between EU MS and the three South-East Asia Governments on the given aspects related to migration and mobility, and on their inter-governmental and inter-regional cooperation frameworks and collaborative efforts in M&D.

- 2 Actions should provide an opportunity to be innovative in their context
- 5 Actions should be endorsed at a high level
- 8 Actions should complement and be in synergy with other initiatives
- 9 Actions should provide EU added value

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FEATURES

⁹⁷ More information available at: <https://www.mieux-initiative.eu/en/actions/149-southeast-asia-migration-and-development-human-rights-legal-migration>.

Action Design

The Action was made up of three regional conferences and involved experts from Hungary, Indonesia, Italy, the Netherlands, the Philippines, Poland, Romania, Singapore and Thailand, representing the public sector, civil society and academia. The topics covered were as follows:

- *"Migration and Development: Taking Stock of the Situation in Southeast Asian Countries"* in Manila (December 2012).
- *"Regional Cooperation on International Migration, Mobility and Best Practices on Migration and Development in Southeast Asia"* in Jakarta (August 2013).
- *"Advancing Regional Cooperation and Efforts in Preventing Irregular Migration and Protecting the Rights of Migrants"* in Hanoi (October 2013).

Practices

- **The innovative approach:** The determination of three governments to move beyond the prevailing regional discussions about labour and irregular migration to discuss M&D at regional level. Up until that point, dialogue had been largely framed within the confines of the shared priorities of the ASEAN agenda. Despite their divergent views, all ten ASEAN MS attended the regional conferences, exchanging on diverse topics pertinent to migration governance and development policy. In particular, the three regional events aimed at broadening the M&D agenda in order to comprehensively address the full range of positive and negative impacts that migration can have on sustainable economic and social development in countries of origin, transit and destination.
- **The link with the international development agenda:** The Action was conceived as a contribution to the advancing of dialogue and fostering policy debate, including on the post-2015 agenda, as well as moving forward a number of ideas and initiatives regionally. The reports and outcomes of the conferences fed subsequently to a number of regional or global fora (e.g. GFMD, UN High-Level Dialogue on International Migration Development, Policy Panel on Europe-Asia Cooperation), the Government of the Philippines being able to share a regional dimension on the topics addressed.
- **Creating learning spaces between the EU and South-East Asia:** The Action served as a platform enabling the sharing of practical knowledge, practices and experiences between EU/EU MS and the South-East Asia Governments on diverse aspects related to migration, mobility and development, and on their inter-governmental and inter-regional cooperation frameworks and collaborative efforts in M&D. Therefore, the practice of exchanging on practices between two regions of the world, at operational level and for the first time, proved to be inspirational and effective.

Impact

- The conferences enabled the participants to better grasp the realities of M&D in each participating country, as well to have an overview on and comparison of the regional processes and the EU. The importance of such gatherings was particularly stressed, as the sharing of information between the South-East Asia Governments on migration-related issues had been deficient between countries of origin and destination.
- A number of South-East Asian participants expressed their interest in setting up a replica of the European Migration Network (EMN)⁹⁸ in the region. Following completion of the Action, the Commission on Filipinos Overseas (the main entity behind this request), secured funding from the Government of South Korea to create an entity based on the EMN model.

Lessons Learnt

- **States can discuss and debate topical issues beyond the existing formal structures if there is political willingness and openness:** Despite the fact that migration has an enormous impact on the development of several countries in South-East Asia, there was no setting to discuss the inter-play between M&D and to learn from each other. The determination of the Philippines, joined by Indonesia and Vietnam, was therefore to 'break the ice' by convening meetings on topics that do not always appeal equally to all members of ASEAN, thus providing a platform for exchanges and to include the EU.
- **Targeting operational level through peer-to-peer programmes:** Not being anchored in complex political processes can yield positive results that surpass initial expectations, as was the case for this Action.

⁹⁸ https://ec.europa.eu/home-affairs/what-we-do/networks/european_migration_network_en. [Accessed 25 August 2020].

SHARING KNOWLEDGE ON MIGRATION AND ENVIRONMENT

West Africa 2014-2018

Benin, Guinea-Bissau and Togo requested support to engage in dialogue at regional level about migration and displacement linked to climate change and environmental degradation, complementing the consultations with training activities at national level.

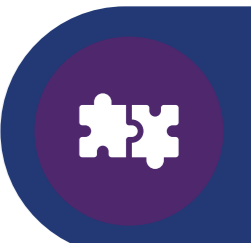
Context

Since the 1970s, strong climate variability has affected West Africa causing agricultural losses, cyclical food crises, water scarcity, flooding and environmental degradation. Sea levels and coastal erosion are, for instance, putting at risk the coastline from Accra to the Niger Delta, an urban corridor that has the highest population density in West Africa and where less than 10% of urban areas have access to sewerage services. At the same time, increased crop failures, reduced livestock, heat stress, reduction of water sources, increased food prices and insecurity, and loss of coastal agricultural lands to inundation, coastal erosion and salinisation are threatening the agricultural sector, on which so many livelihoods in West Africa are dependent. In the fishing industry, the rising temperature of the water since the 1980s has drastically reduced primary production.

This is having an enormous effect on the population of the region. Many facing increasing unfavourable conditions and eroded livelihoods have decided to move, frequently to urban areas. Many more are expected to follow in the future. Natural disasters have also created important numbers of displaced people, either internally or to neighbouring countries. According to the International Disaster Database of the Centre for Research on the Epidemiology of

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- 6 Actions should be integrated into existing priorities
- 8 Actions should complement and be in synergy with other initiatives
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

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FEATURES



Disasters (CRED), droughts and floods have affected over 28 million people in West Africa during the period 2010 to 2014.⁹⁹

Conscious of the urgency, and given that no specific instrument existed to address the link between migration, environment and climate change, and wishing to frame migration as an adaptation strategy, the Governments of Benin, Guinea-Bissau and Togo sought assistance from MIEUX in 2014 to engage in a regional dialogue about migration and climate change.

Action Design

- **Two regional-level workshops:** First, a West African regional policy consultation on migration in the context of environmental degradation and the impact of climate change, and second, a 'restitution' and capitalisation workshop where countries were able to recall the main challenges, and capitalise on respective good practices and lessons learnt during the capacity building activities which took place in October 2018. Delegates discussed and agreed on some key points that could guide further action after the end of MIEUX's support, especially on data, cooperation and coordination, and external technical and financial assistance.
- **Background paper on migration, climate change and the environment in West Africa:** Prior to the first event, two experts from the Hugo Observatory, the first research structure in the world dedicated to environmental migration and located at the University of Liège, drafted a background paper to paint a picture of current challenges and initiatives in the field of migration, environment and climate change in West Africa. Representatives from Benin, Guinea-Bissau and Togo, as well as Burkina Faso, Mauritania, Niger and Senegal, were able to discuss its key points and display good practices in each country. In addition, recommendations and a way forward for the region were proposed.
- **Capacity building information sessions** were designed on the topics of migration, climate change and the environment in Benin, Guinea-Bissau and Togo.
- Three **consultations** took place in Cotonou, Lomé and then Bissau, gathering institutions working on topics such as environment, migration, planning, agriculture and social issues, as well as relevant NGO and academia representatives. The consultations made it possible to discuss and increase shared knowledge, through peer-to-peer exchange with EU MS and Southern experts, between the different actors on the state of play of the link between migration, environment and climate change, the challenges experienced in trying to address it and the way to strengthen national responses. Suggestions of a way forward focused on the following elements: addressing and integrating migration in policy and (development) planning, collecting data on environmental migration, devising adaptation strategies to

⁹⁹ CRED, 2015. Available at: <https://www.emdat.be/>. [Accessed 25 August 2020].

climate change and environmental degradation including a migration component, and reinforcing multi-sectoral coordination among all relevant stakeholders.

Impact

- Increased understanding of the threats related to climate change and environmental degradation, and the role migration can play as an adaptation strategy in West Africa, as well as a possible way forward for countries and institutions in the region.
- Increased knowledge for relevant actors at national level of the risks related to climate change and environmental degradation, their impact on human mobility, and the potential of migration as an adaptation strategy in Benin, Guinea-Bissau and Togo.
- A series of policy documents and reports¹⁰⁰ that recorded concrete suggestions on how countries, individually and collectively, could better address the link between migration, environment and climate change in West Africa were produced for the participants.

Challenges

The idea that migration might also be driven by environmental factors is relatively new. Currently, no legal definition of environmental migration exists. International conventions or treaties frequently do not cover it¹⁰¹ and still few governance instruments exist to address it. Given its complexity and multi-dimensional nature, environmental migration does not lend itself to an easy and quick understanding, and cannot work whenever migration is interpreted through the dichotomy between refugees and migrants.¹⁰² This has meant that it has not been easy to identify and replicate good practices in this domain. Cooperation and exchange with organisations and countries that have pioneered on this topic, such as the Platform on Disaster Displacement (PDD), IOM, the Government of Bangladesh or the Hugo Observatory, were essential to the positive outcomes of this Action.

¹⁰⁰ Background paper on migration, climate change and environment in West Africa: Benin, Togo and Guinea-Bissau; Report of the Regional Consultation on Migration, Climate Change and Environment (October 2015); Capitalisation Report of the Consultation in Benin (September 2016); Capitalisation Report of the Consultation in Togo (September 2016); Capitalisation Report of the Consultation in Guinea-Bissau (April 2017); Report of the Regional Restitution and Capitalisation Workshop in Benin (September 2018).

¹⁰¹ One of the few exceptions is the Kampala Convention, which addressees the issue of the protection of those displaced by environmental factors. For further information, please see: Allehone Mulugeta Abebe, "The Kampala Convention and environmentally induced displacement in Africa", IOM Intersessional Workshop on Climate Change, Environmental Degradation and Migration, 29-30 March 2011, Geneva, Switzerland. Available at: <https://www.iom.int/jahia/webdav/shared/shared/mainsite/microsites/IDM/workshops/climate-change-2011/SessionIII-Paper-Allehone-Mulugeta-Abebe.pdf>. [Accessed 25 August 2020].

¹⁰² Dina Ionesco, Daria Mokhnaceva, François Gemenne, "The Atlas of Environmental Migration", Routledge, London & New York 2017, p. 2.

Practices

- **Thematic focus:** While environmental migration is being recognised as an issue that is shaping our present, and will play an even greater role in the future, much work is still to be done to understand and address it. The Action rallied with those initiatives contributing to creating a global knowledge base while adapting content to West Africa.
- **Multi-layered methodology:** Recognising the complex response that environmental migration needs, with responses to be developed by a variety of stakeholders, the Action fostered exchange and cooperation both at national and regional levels.
- **Exchange with world innovators:** Particularly vulnerable to climate change,¹⁰³ in 2005 Bangladesh developed a National Adaptation Programme of Action (NAPA) and in 2008 adopted the Bangladesh Climate Change Strategy and Action Plan (BCCSAP).¹⁰⁴ In 2015 Bangladesh also launched its National Strategy on the Management of Disaster and Climate Induced Internal Displacement (NSMDCIID).¹⁰⁵ Given this, representatives of the Government of Bangladesh were invited to share their experience with the West African countries present throughout the Action.
- **Coordination at national level:** In two countries, the learnings from the MIEUX Action could be steered and connected to broader work on M&D by specific coordination structures at national level. In Benin, the Migration and Development Working Group, including also a Subcommittee on Migration and Climate Change, and the Inter-Ministerial Committee for Coordination and Monitoring of Migration and Development Activities¹⁰⁶ in Togo work on all migration topics.
- The GFMD included the MIEUX West Africa Action as a good practice related to the SGD 13 in its Recommendations to the 2019 High-Level Political Forum on Sustainable Development of 15 March 2019.¹⁰⁷

¹⁰³ Tim McDonnell, "Climate Change Creates a New Migration Crisis for Bangladesh", National Geographic, 24 January 2019. Available at: <https://www.nationalgeographic.com/environment/2019/01/climate-change-drives-migration-crisis-in-bangladesh-from-dhaka-sundabans/>. [Accessed 25 August 2020].

¹⁰⁴ Government of the People's Republic of Bangladesh, "Bangladesh Climate Change Strategy and Action Plan 2009", September 2009. Available at: https://www.iucn.org/downloads/bangladesh_climate_change_strategy_and_action_plan_2009.pdf. [Accessed 25 August 2020].

¹⁰⁵ Ministry of Disaster Management and Relief (MoDMR) of the People's Republic of Bangladesh, "National Strategy on the Management of Disaster and Climate Induced Internal Displacement (2015) (NDMDCIID)", prepared by Tasneem Siddiqui, Mohammad Towheedul Islam, Zohra Akhter, September 2015. Available at: <https://www.refworld.org/docid/5b2b99f74.html>. [Accessed 25 August 2020].

¹⁰⁶ Created under MIEUX Action Togo II 2012-16. Available at: <https://www.mieux-initiative.eu/en/actions/122-togo-migration-and-development>.

¹⁰⁷ Available at: <https://sustainabledevelopment.un.org/index.php?page=view&type=30022&nr=1872&menu=3170>. [Accessed 25 August 2020].

Lessons Learnt

Understanding and addressing the link between migration, environment and climate change has become essential, especially in a region struck so hard by climate change and environmental degradation such as West Africa, where environmentally-induced migration and displacement are becoming more and more important. Knowledge exchange and capitalising on good practices from around the world are therefore essential in this still relatively unexplored topic. The peer-to-peer exchange was essential for the good success of the Action, especially because it joined together representatives of countries and initiatives that seldom have the possibility to exchange on these important topics.

PAVING THE WAY FOR MIGRANT WORKERS' RIGHTS

Belarus (2016-2018)

In order to align its labour migration legislation and policies to international standards, and especially to its European neighbours, Belarus conducted a feasibility study and an impact assessment detailing the effects of international labour conventions on its regulatory set-up.

Context

Under the broader umbrella of the Joint Declaration on a Mobility Partnership (MP) between the EU and Belarus in October 2016, Belarus requested MIEUX's assistance to study the experience of EU MS in determining the role of international conventions on migrant workers, and analysing the challenges and opportunities for their ratification. The necessity to ratify conventions, such as the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, has also been put forward by UN institutions in their recommendations to Belarus.¹⁰⁸

This was the first time MIEUX had worked directly with Belarus. The Action can be considered as a late follow-up from the 2012 Regional Conference on the Eastern Partners' contribution to the Stockholm Programme, addressing synergies to improve mobility, already related to labour migration.

At the crossroads of Europe, Russia and Asia, Belarus is party to the Commonwealth of Independent States (CIS) conventions for cooperation in the field of labour migration, but not to any European or international conventions protecting the rights of migrant workers and other migration-related conventions.

- 5 Actions should be endorsed at a high level
- 6 Actions should be integrated into existing priorities
- 9 Actions should provide EU added value

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FEATURES**

¹⁰⁸ ILO, "Application of International Labour Standards 2017", International Labour Conference, 16th Session, 2017.

A large number of Belarusians travel to other CIS countries (mainly the Russian Federation) and to further regions such as the EU (in particular Poland) and the USA via regular and irregular channels. In 2016, **Belarusian emigrants** represented 15.7% of the total population, mainly composed of skilled workers and professionals.¹⁰⁹

In parallel, there are growing numbers of migrants from China, Lithuania, Turkey, Ukraine and Uzbekistan **in Belarus**. Their number has multiplied by eight in recent years, mainly employed in construction, management, engineering, the service industry and trade sectors.¹¹⁰

The labour market in Belarus is in demand for highly-skilled workers and it is willing to provide easier access as well as stronger protection for immigrant workers. At the same time, there is also a strong will to protect Belarusian workers, both in the country and abroad, and ensure priority for them.

Action Design

This Action aimed at enabling the transfer of experience and expertise between EU MS and Belarusian counterparts. The proposed activities were designed to create a platform for discussion, and to exchange juridical arrangements, tools and best practices on the importance, relevance and interoperability of international conventions on labour migration and migrant workers' human rights.

Throughout the Action's implementation, the MIEUX experts, together with their Belarusian counterparts, developed a feasibility study and an impact assessment detailing the existing legal system, the effects of international conventions on the Belarusian regulatory set-up, and the potential elements to be modified at institutional and legislative levels, also including bylaw level.

Several ILO Conventions on migrant workers were studied in detail by an ad hoc working group, headed by the MIA as the main partner authority, which conducted a comparative analysis with the existing Belarus legislation. They found and agreed on several areas of potential improvements for the Belarusian legislation and for relations with EU MS, such as: extending the coverage and rights to family members of migrants workers; signing bilateral agreements with countries popular with Belarusian citizens (Canada, Germany, Poland and USA); and appointing labour attachés at consulates or embassies.

Compiled in an **"Analytical Report on Legislation on External Labour Migration"**, MIEUX presented these recommendations for improvements in labour migration management in June 2018 to high-level representatives from various Ministries and the Head of the EU Delegation (EUD) to Belarus.

¹⁰⁹ Global Migration Data Portal, "Belarus: Key migration statistics", March 2020.

¹¹⁰ Ibid.

Practices

- **Selection of expertise and cases:** The **experts deployed were highly relevant**, with the mobilisation of an ILO consultant (previously working at the Moldovan Ministry of Social Protection and Labour) and a public official working as Head of Unit at the Bulgarian Ministry of Labour and Social Policy. They both brought extensive work experience in the area of labour and social protection of migrant workers, as well as additional in-depth knowledge of ILO conventions, their accession procedures, rules on their application, and implementation into national legislation. The MIEUX experts were able to familiarise their Belarusian colleagues on techniques and steps for adapting the national legal framework to the dispositions of international conventions on labour migration and human rights, including migrant rights. They also gave advice and recommendations to find an adequate balance between their national interests and their obligations in following ILO and EU standards. The Action was also complementary with ILO's Decent Work Country Programmes in Eastern Europe, including Belarus, and Central Asia.

Impact

This MIEUX Action built bridges between the EU and most stakeholders involved in labour migration management, including key ministries, employment agencies and actors of civil society working directly with migrants on a daily basis. This working relationship will last, and exchanges of good practices will be maintained in order to continue adapting the legislation, policies and strategies to the changing needs and evolving political context on both sides.

The support provided was also crucial in connecting these national and local entities together by establishing a multi-stakeholder working group that worked very closely to develop the Analytical Report. As a direct result of the implementation of this Action, the competent authorities of the Republic of Belarus were convinced of the necessity to develop a comprehensive National Migration Strategy. One of the successes of this Action is that several members of this informal working group went on to be part of the official High-Level Working Group in charge of developing the comprehensive National Migration Strategy, which will include labour migration.

Lessons Learnt

Following conclusion of the Action, the MIA decided that the Analytical Report, its recommendations and the good practices learnt from the Bulgarian and Moldovan experts would provide a basis for the analysis needed to draft the future, comprehensive National Migration Strategy for Belarus. The suggestions will be applied in general to improve existing legislation in the area of external labour migration, as well as to conclude bilateral agreements and the signing of international treaties on labour migration.

If the recommendations and guidelines included in the Analytical Report by the working group are followed and implemented, it will mean that Belarus will be able to provide international standards regulations to migrant workers from the EU, and that Belarusians moving to work in the EU or elsewhere will be granted stronger rights and more sustainable assistance. This will help guarantee that human rights' international standards are written into law and respected both for foreigners in Belarus and Belarusians abroad.

Finally, the results of this Action will feed into the overall implementation of the MP between the EU and Belarus, both in terms of possible interventions and political objectives (as per the Joint Declaration). Given the main priority of the Government of Belarus is to establish a National Migration Strategy, the MIEUX Action has paved the way by sharing with the participants the methodology to develop such a document. The EU-funded Mobility Partnership Facility (MPF), implemented by ICMPD, might be mobilised to support Belarus in achieving this goal by fully capitalising on MIEUX's results.

DEVELOPMENT OF THE SECOND NATIONAL INTEGRATION PLAN

Costa Rica (2017)

Integration of immigrants has gained political salience in many Latin American countries. Costa Rica is a true regional pioneer on integration issues and, with the support of MIEUX, developed its Second National Integration Plan (2018-2022).

Context

Costa Rica's political stability and relatively high standard of living, as well as its strong economy, have made the country an attractive destination for migrants. Migrants constitute 9% of the total population, making it one of the highest percentage shares in LAC. Nicaraguans are the largest immigrant group (77.3% of the total foreign-born population), followed by citizens from Colombia, USA, Panama and El Salvador.¹¹¹

Due to a growing recognition of the importance of immigration, the Costa Rican Government has shifted from a policy of enforcement to one of integration.¹¹² With the adoption of the General Migration Law in 2010, integration of immigrants became a priority on the Costa Rican migration agenda. The 2013 Comprehensive Migration Policy embedded integration and development as a key area of action and demonstrated its increased political salience.

With the National Migration Council (CNM for its Spanish acronym), the Costa Rican Government has established a multi-stakeholder horizontal coordination structure on migration issues. The institution in charge of implementing the Migration Law and Migration Policy is the DGME. In 2015, a dedicated

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- 3 Actions should be able to be replicated
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 6 Actions should be integrated into existing priorities

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FEATURES

¹¹¹ DGME (2017): "Diagnóstico del contexto migratorio de Costa Rica 2017".

¹¹² G. Sojo-Lara "Business as Usual? Regularizing Foreign Labor in Costa Rica" as featured in Migration Information Source. (26 August 2016). Available on: <https://www.migrationpolicy.org/article/business-usual-regularizing-foreign-labor-costa-rica>. [Accessed 25 August 2020].

Directorate for Integration and Human Development was established under the DGME with the main objective to coordinate between national and local authorities, and to provide assistance to institutions eligible to benefit from the Social Migration Fund (FSM for its Spanish acronym). The FSM uses administrative fees paid by migrants to support migration integration initiatives across government institutions in relation to health, education, security and justice.

With targeted support from MIEUX, the DGME developed the first National Integration Plan (NIP) for the period 2013-2017. The evaluation of the NIP brought two main challenges during the development process, and implementation to the forefront. Firstly, horizontal and vertical policy coherence could not be ensured at all stages of the policy development cycle. The development process and designed integration measures were narrowed down to the few beneficiaries of the FSM. A key stakeholder, the Ministry of Planning and Economic Policy (MIDEPLAN for its Spanish acronym) was not involved. Secondly, FSM resources only became available in 2015. The strict procedures and limited knowledge in managing such trust funds, delayed the approval of projects. Out of 80 proposed integration measures, only 11 were implemented by 2017.¹¹³

Consequently, the first NIP never reached its full potential. Based on the lessons learnt, the Costa Rican Government sought to address these initial shortcomings of the first NIP and enlisted MIEUX's assistance for support in formulating the second NIP.

Action Design

The Action was based on a participatory and evidence-based policy cycle methodology that helped to organise and structure the process of developing the NIP. The policy development process included the following inter-related key steps:

- Based on the experiences gained during its design and implementation, **a comprehensive qualitative and quantitative evaluation of the first NIP** was conducted, with a specific focus on the FSM.
- **Research** on the changing Costa Rican migration context and normative framework.
- **Exchange on lessons learnt and good practices** on specific integration measures with European peers. Besides national experiences, the integration policies and measures of the cities of Barcelona, Madrid and Vienna were studied during the workshops and study visit.
- **Workshops to define the new thematic priorities** of the NIP (migration and health, labour market integration, education and integration, integration of vulnerable migrants, xenophobia and racism) by applying a participatory approach.

¹¹³ DGME (2017): "Plan Nacional de Integración para Costa Rica 2018-2022", p. 41-44.

- **Stakeholder consultations** to fine tune the wording, clarify meaning and make adjustments to the draft NIP.
- **Adoption** by the DGME and **presentation** to the CNM and a wider public.
- MIEUX delivered expertise via mixed teams of experts combining national and local expertise. Two public officials from Spain were involved in the implementation of the Action.

Impact

- The **Costa Rican NIP 2018-2022 was officially launched on 08 December 2017** and its implementation included in the Action Plan of the Comprehensive Migration Policy as well as the National Development and Public Investment Plan 2019-2022. The DGME organised 2018 quarterly and 2019 bi-annual stocktaking events to monitor the NIP's implementation progress.
- The **analysis of the changing Costa Rican migration context with the support of a local NGO**, as well as the achievements and challenges in immigrant integration, helped to produce new evidence to answer specific questions that arose during the different stages of the policy development cycle.
- In contrast to development of the first NIP, **academia, NGOs and migrant communities were closely involved** in the design and drafting process of the second NIP. The more systematic incorporation of these stakeholders helped to develop more targeted integration measures based on the best available evidence.
- The **peer-to-peer knowledge exchange** proved to be highly relevant. In particular, the exchange with local government experts from Spain was highly appreciated and provided the Costa Rican peers with concrete examples and a better understanding of the positive effects of well-designed integration measures to avoid exclusion of immigrants, and to counter negative developments with regard to public acceptance of immigration and social cohesion.
- The FSM was established by the General Migration Law in 2010. The funds are distributed among the DGME (40%), Ministry of Education (20%), Ministry of Health (25%) and the National Directorate for Community Development (15%). However, important governmental actors, such as the Ministry of Labour and non-governmental stakeholders, are not eligible for the FSM. Whilst this challenge could not be solved within the framework of this Action, **concrete recommendations on how to revise and adapt the FSM** were presented to the NCM.

Practices

- The policy development process was based on a **participatory whole-of-government approach** facilitating the inclusion of different policy fields and levels of governance in the design of the policy, ensuring accountability and transparency. NGOs, academia and international organisations contributed to research on the migration context and the shaping of the NIP during the workshops and consultations, not merely as consultative bodies but as actors with equal footing.
- The NIP has a **specific gender focus** and the gender dimension in migration is taken into consideration in the entire policy development process. Specificities and needs for migrant women, especially those who are victims of violence, were analysed and included as a thematic priority.
- **Buy-in from political level:** The CNM is the inter-institutional government body overseeing the implementation of the NIP and was therefore regularly updated about policy development progress.
- **Triangular cooperation:** The combination of national and local experts from EU MS facilitated vertical policy coherence. Based on the experience from Spain, participants enhanced their knowledge on how to define and follow common policy objectives and measures, as well as how to align systems of funding and quality assurance.
- **Creating regional synergies beyond specific Actions:** The Costa Rican DGME presented the NIP during a series of seminars on integration of migrants organised within the framework of support provided to the Mexican Government.
- **Sharing good practices beyond specific Actions:** For the European Development Days 2018, MIEUX organised the Project Lab “*Gender in migration policy making: between protection and empowerment*”. The 75-minute lab capitalised on MIEUX’s experiences in supporting migration policy making over the last ten years, analysing how policy making links migration and gender, and whether it is effective in addressing the needs and aspirations of migrant women and girls. The Costa Rican Integration Plan was presented as one concrete example.

Lessons Learnt

The involvement of the Ministry of Planning was a key element of success for practitioners working on policy development. In the case of Costa Rica, MIDEPLAN’s¹¹⁴ support was particularly useful when systematising input from the workshop and consultation, the design of the roadmap for implementation of the NIP and respective monitoring tools. The close involvement of MIDEPLAN and the dedicated planning departments/units of the various Ministries was also crucial in ensuring horizontal and vertical policy coherence.

¹¹⁴ MIDEPLAN is an advisory and technical support body of the Presidency of Costa Rica and is responsible for formulating, coordinating, monitoring and evaluating the Government’s strategies and priorities.

MUNICIPAL ACTION PLAN FOR IMMIGRATION AND INTEGRATION

Cabo Verde 2017-2019

Following a series of successful Actions focusing on policy development, the Government of Cabo Verde requested MIEUX’s support to ensure implementation of the goals and targets in the National Immigration Strategy at national and local levels.

Context

Cabo Verde has a long history of emigration but, in recent years, has become a country of transit and destination, attracting increasing numbers of migrants (mainly from Guinea-Bissau, Portugal and Russia).¹¹⁵ This trend of increasing immigration is expected to continue as Cabo Verde’s economy has become one of the best performing in the region, with a stable democratic political environment. The country was one of the first to engage in an MP with the EU on several aspects of its migration policy and practice.

In August 2009, the MIEUX initiative received one of its very first requests from a partner country. The Cabinet of the Prime Minister requested MIEUX’s support to develop what would later become Cabo Verde’s first “*National Immigration Strategy*”, adopted in 2012. With its second and third Action in Cabo Verde, MIEUX would help the newly created DGI to translate this strategy into a sound institutional legislative framework at national level, including the “*Law on Foreigners’ Residence*”, the “*Law on Asylum and Protection*” and the “*Law on Human Trafficking and Migrant Exploitation*”.

The remaining challenge was to ensure implementation at national and local levels. In order

¹¹⁵ UNICEF, “*Cape Verde Migration Profiles*”, 2015, available at : <https://esa.un.org/migmgprofiles/indicators/files/CapeVerde.pdf>. [Accessed 25 August 2020].



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FEATURES

to reach this goal and ensure a sustainable impact, Cabo Verdean authorities opened the first *Gabinetes de Apoio ao Imigrante* (GAI – immigrant support offices) on the Island of Sal (2013), where a large number of immigrants from mainland West Africa and Europe reside. To consolidate this first success, the DGI worked to open similar GAI in the 22 Cabo Verdean Municipalities across the nine islands.

To support this new set-up, the DGI requested a fourth Action with MIEUX to develop a **MAPII**, deemed necessary to define the role of local authorities and translate the NIS into practical actions at local level. The Action also helped to build the knowledge on migration of the relevant personnel working with migrants on the various islands, with the GAI as first users and immigrants as final beneficiaries. As pioneers, Boa Vista and Praia, two of the main destinations for immigrants in Cabo Verde, have already developed their tailored versions of the MAPII. The DGI and the City Council of Praia officially launched the first MAPII of Praia during the 2019 Municipal Day of Immigrants in Praia in order to raise awareness about the work done at national and local levels on integration issues. They were also presented to a wide range of stakeholders, including the local EUD, EU MS Embassies and IOM, in addition to Cabo Verdean actors. To meet their specific needs and context, each municipality is now expected to tailor the MAPII to its specific context, demographics and needs in order to ensure relevance with both national and local priorities.

Action Design

- **Comprehensive inclusion of stakeholders:** To kick off this Action, the MIEUX team conducted a fact-finding mission to understand in more detail the work of a broad range of stakeholders, including national and local administrations, police and health officials, NGOs and representatives of the private sector. As a result, an ad hoc working group was set up, led by the Director of the DGI within the Ministry of Family and Social Inclusion, and composed of representatives from the Directorate of Foreigners and Borders (DEF), municipalities of Praia, Sal, Boa Vista and San Vicente, immigrant associations and two MIEUX experts from Portugal.
- **Relevance of good practices from the study visit to Portugal:** Participants appreciated learning from the situation in Lisbon and Oeiras, since these municipalities host a considerable Cape Verdean diaspora. They witnessed examples of services provided to immigrants at local level, particularly the local centres for migrant support (*Centros Locais de Apoio à integração de Migrantes – CLAIM*), where services for immigrants are concentrated in one place (one-stop-shop model). These served as inspiring examples for the participating municipalities in terms of potential institutional set-up and cooperation for their own GAI.
- **Complementary profile of the experts:** Combining experts from the national administration (SEF, Portugal) and local level (Oeiras municipality, Portugal) provided complementary perspectives on immigration and integration during the Action.

Practices

- **Multi-level coordination:** The activities promoted a greater articulation between the various levels of the Cabo Verdean public administration. During the first joint drafting session, the working group decided to set up an informal network of town halls and local GAI in order to ensure more regular exchange of information and collaboration between local actors. The DGI is now planning to formalise this network for immigration to include the 22 Cabo Verdean municipalities across nine islands. This complements the existing Network of Municipal Focal Points on Emigration (RENEM) already in place.
- **Whole-of-society-approach:** From the start of the Action, the MIEUX team and the working group made sure to include the immigrant associations, such as the Platform of African Communities (PAC), in the information-exchange and drafting process. They were able to provide a unique perspective and highlight the everyday realities and struggles encountered by migrants. Their inclusion was as a good practice from the DGI as they have now involved the PAC in their monthly consultation meetings with local stakeholders to ensure continued cooperation with CSOs.
- **Information sharing about European practices:** Including relevant examples from Portugal, ranked second out of 38 countries in the Migrant Integration Policy Index 2015.¹¹⁶ The 'one-stop-shop' model of the National Support Centre for Migrant Integration (CNAI in Portuguese) visited in Lisbon is recognised as a good practice in the "*Handbook on Integration for Political Decision Makers and Professionals of the European Commission*" and is being assessed by the partner authority as a potential model for integration practices in Cabo Verde.

Impact

- Increased knowledge and capacities of local immigration actors through the development of the new MAPII whose aim is to provide in-person assistance and information regarding entry, residence requirements and integration policies.
- Enhanced capacities of local immigration actors in order to follow, monitor and implement the MAPII which support their involvement in the implementation of the NIS in line with their specific needs and priorities.
- Fostered cooperation among various immigration actors through the constructive interaction between a broad range of participants at national and local levels dealing with immigration and integration.

¹¹⁶ Migrant Integration Policy Index 2015: see more details at www.mipex.eu/portugal. [Accessed 25 August 2020].

Lessons Learnt

- Cabo Verde's efforts to improve integration policies through renewed procedures and services is part of a wider vision to embrace the opportunities that migration and migrants can bring to national development. Indeed, the topic of integration is yet to be addressed and developed by most countries of destination outside of the EU and OECD countries.
- Supporting development of legislative and policy developments often brings a strong element of sustainability. In this Action, the transposition of national policy into local practice presents an opportunity for long-term relevance of the action plans developed. In addition, the tailoring of the main outputs for each municipality, depending on their specific demographics and needs, should ensure ownership and sustainability for the practitioners.
- However, the small size, low budgets and high turnover of the local public administrations complicates the potential for institutional memory and internal capacity for implementation of the action plans. The central role and the continuous empowerment of the DGI regarding immigration and integration issues might mitigate this risk.

DATA SHARING AT REGIONAL LEVEL

COMESA (2012-2016)

MIEUX was approached after the 8th Meeting of COMESA Chief Immigration Officers in 2012 to undertake an Action focusing on strengthening migration data collection, analysis and information sharing as well as beginning the process of documenting existing migration data for use at national and regional levels for policy making and migration issues.

Context

Formed in December 1994, COMESA's main aim is to achieve economic prosperity through the regional integration of its (current) 21 MS. At the 8th Meeting of COMESA Chief Immigration Officers and 5th Meeting of COMESA Ministers Responsible for Immigration in Lusaka in October 2012, it was decided that COMESA MS should strengthen migration data collection, analysis and information sharing, as well as beginning the process of documenting existing migration data for use at national and regional levels for policy making and migration issues. MIEUX, which supported the organisation of the Immigration Officers meeting, and was already collaborating with the COMESA Secretariat, was approached to provide the necessary capacity building support to implement these decisions, especially by investing in the capacity building of the National Focal Points for Migration issues.

Action Design

The Action for COMESA was designed to include a number of different topics and activities. It included support to celebrate the 8th Meeting of COMESA Chief Immigration Officers and 5th Meeting of COMESA Ministers Responsible for Immigration, and to implement subsequent decisions through capacity building on THB and migration data collec-

- 2 Actions should provide an opportunity to be innovative in their context
- 3 Actions should be able to be replicated
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

MIEUX
FEATURES



tion, as well as remote support to update a background paper on the Harmonisation of National Laws with the COMESA Model Law on Immigration.

1. The Action involved a number of experts for the different activities. For the component on migration data, public officials from Hungary, Italy and Malta were deployed. For the component on THB, an ICMPD internal expert was combined with an expert from Lithuania.
2. In order to implement the recommendations from the ministerial meeting, a migration data questionnaire was sent to all COMESA MS to document what were the existing data sources relied on by them, and to identify gaps in available migration data. It covered five subtopics: resident population (stock data); immigration flows (flow data); emigration flows (flow data); nationals abroad (stock data); and residence permits (stock and flow data). The responses received identified what data was available as well as providing recommendations on how to improve data collection and sharing within the region for the purpose of policy formulation. The exercise in itself, and the report, raised awareness of the importance of data availability for policy making purposes among COMESA MS.
3. The experts on migration data presented how data collection frameworks are set up in their respective countries, and the legal frameworks that exist in order to ensure that data is shared and analysed regularly. Data sharing at EU level was also presented, as well as how to tackle the various challenges of sharing migration data between countries, and how to ensure that harmonious definitions of migration phenomena facilitate the production of data and statistics.

Practices

- **Taking a regional approach:** This Action promoted collaboration and synergies among COMESA MS as well as highlighting efforts at State level that could be replicated and amplified at regional level. The MIEUX Action was an opportunity for the COMESA region to jointly reflect on various issues in the areas of data management, THB and legal harmonisation, and to reach an agreement on how to move forward in order to address current challenges.
- **Complementarity and synergy:** This Action complemented COMESA's active engagement in the Africa-EU Migration, Mobility and Employment Partnership, which has boosted the COMESA focus on countering THB. The COMESA Secretariat and a number of its MS participated in the Africa-EU Migration, Mobility and Employment Partnership technical meeting on criminal investigation, prosecution, and victim and witness protection among African and European countries relating to human trafficking, and the capacity building under the MIEUX action fed directly into these meetings.

- **Combining capacity building with task force meetings and ministerial meetings:** This enabled the results achieved under the capacity building component to be directly translated into policy measures at regional level. This is in line with the findings from the ACP-EU Migration Action Programme's final report.¹¹⁷

Impact

- During the Action, the dissemination of the questionnaire was a very practical exercise that demanded the engagement of the various countries, and produced concrete results that could be translated into recommendations.
- A set of concepts that should be commonly defined in the COMESA region for the purpose of improving data sharing, namely, "usual resident population", "immigrants", "emigrants", "citizenship", "nationals", "country of birth", "purpose of arrival", "purpose of departure", and "refugees". It was also decided which data should be collected and shared, and how it should be disaggregated (for instance: persons having acquired citizenship by age, sex, country of birth, citizenship, etc.). The COMESA MS proposed that a legal framework be put in place for the sharing of this data.

Lessons Learnt

- The report on the results of the migration metadata survey provided a detailed overview of COMESA MS capacities to collect, analyse and document the production of migration statistics, as well as the current level of data sharing between the COMESA MS. The findings aimed to stimulate discussions on data harmonisation and data sharing, as both could bring significant improvements for migration statistics. High quality data could facilitate the formulation of comprehensive policy frameworks and strategies on migration at national and regional levels, even more so in the context of implementing the SDG targets and GCM Objectives in the future.
- Data sharing can only take place after a process of individual and institutional change has taken place. Capacity building and dialogue are needed to achieve a change in mind-set that will lead to sharing migration data across different departments and institutions at national and regional levels. A strong legal framework, as observed by the partner authorities involved in this Action, is therefore needed in order to improve data sharing among countries.

¹¹⁷ L. Harley et al (2019) "Implementing ACP-EU Cooperation on Migration and Development A collection of good practices and lessons learned from the ACP-EU Migration Action", P.134, Available at: https://www.acpeumigrationaction.iom.int/sites/default/files/acp_eu_migration_action_final_publication_web_small_final.pdf. [Accessed 26 August 2020].

DEVELOPMENT OF STANDARD OPERATING PROCEDURES FOR MIGRATION DATA MANAGEMENT

Kenya (2017-2019)

This cooperation resulted from the previously mentioned COMESA II Action and aimed at improved information sharing at national and regional levels. Implemented jointly with the German Development Agency (GIZ), the Kenya II Action supported the development of comprehensive SOPs on data management in the area of migration.

Context

Kenya has the largest, most diversified economy, and the second largest population in the region of Eastern Africa. As 'the gateway to East Africa', Kenya also plays a vital role as a transportation hub for much of sub-Saharan Africa. Due to its relatively healthy economy and stable political situation, Kenya is a country of destination for economic migrants from all over Africa, and a host country of mainly Eastern African refugees. Kenya is also a necessary transit point to two main migration routes, namely Eastern African migrants on the move towards Southern Africa, as well as Eastern and Southern African migrants *en route* towards Europe, the USA or the Arabian Peninsula.

Compared to other countries in similar stages of development, Kenya collects significant amounts of migration data through its population census and household surveys, and data collected at borders, as well as from administrative records. Data on immigrant stocks and flows, remittances, international arrivals and departures, hotel beds occupied by visitors, passports and work permits issued, as well as the stock of registered refugees, is all readily available to the public in the form of annual reports or surveys.

However, data was not sufficiently, shared, analysed and disseminated among the interest-

- 4 Actions should provide tangible results
- 7 Actions should be based on the highest levels of experience
- 8 Actions should complement and be in synergy with other initiatives



ed parties, and this realisation prompted the Kenyan National Migration Coordination Mechanism (NCM) to request MIEUX's support to develop SOPs with the aim of providing a harmonised framework and a practical operative tool for institutions dealing with international migration data management in Kenya.

Action Design

Following a fact-finding mission that included a visit to a border crossing point, a combination of workshops on data management and data collection took place, as well as drafting sessions and remote support to collectively develop and finalise the SOPs. A final workshop focused on the operationalisation of the SOPs.

The Action involved two public officials from the national statistics offices of Italy and Malta who were able to contribute different examples of migration data management. The experts presented how data collection frameworks are set up in their respective countries, and the legal frameworks that exist in order to ensure that data is shared and analysed regularly. Different models were presented so that they could be adapted to the local context. The experts also presented several tools that facilitate the sharing of data, such as creating tables with overviews of data sources and types of data that are available per source.

The SOPs were collectively finalised and endorsed at technical level.

Practices

- **European data sharing protocols:** The experts shared European practices with the participants and explained how to tackle various challenges in sharing migration data, including developing harmonious definitions of migration terminology so as to facilitate the production of data and statistics among several countries.
- **Coordination and synergies with other international actors:** During this Action, MIEUX collaborated closely with GIZ to ensure additional follow-up with the Kenyan authorities between each of the MIEUX activities. This collaboration increased the Action's efficiency by shortening the timeline for SOP drafting.
- **Transposing regional agreements at national level:** This Action reinforced COMESA's efforts in the production and dissemination of migration data among its MS. The Action was complementary to MIEUX' s previous COMESA Action on migration data collection and sharing which resulted in the creation of a formal data exchange mechanism for the COMESA region. This was achieved by developing a common set of standardised/harmonised definitions, and introducing tables to facilitate data sharing in the region. The SOPs

were drafted in a way that they also took into account the migration data requirements of the COMESA region.

Impact

At individual level, 20 technical agents were trained on available data sources in the area of migration and how to find the information required. They were also trained on how to draft SOPs, which they can replicate on other occasions if required. As a follow-up to this initiative, a training session on data analysis will be organised by GIZ for a core group of five to ten technical agents from the NCM who were selected from the workshop participants. The use of the SOPs will constitute a training pillar to ensure that they are correctly applied and widely used.

- At institutional level, the NCM was allocated new responsibilities and recognised as having the coordinating role among other government agencies. Roles for the implementation and updating of the SOPs, as well as for data analysis and dissemination, were assigned between the NCM and other government bodies. The NCM will lead on data analysis and dissemination, undertake the annual SOP update starting in February 2020, while each agency will take care of cleaning and validating its own data. The concrete assignment of roles and timeframes enhances the sustainability of the SOPs and strengthens the NCM's institutional capacity.
- Enabling environment: all members of the NCM agreed that the SOPs will be presented to the higher decision levels for official adoption.

Lessons Learnt

- It is essential for a legal framework or MoUs to be in place to effectively implement data sharing procedures.
- The creation of the SOPs shows the importance of collating regional advances in data management.
- Kenya will be able to take on the role of champion for data collection and sharing at regional level (COMESA), and share practices and experiences with other MS that can lead to more openness in sharing migration data across countries.

CAPACITY BUILDING BASED ON THE EASO TRAINING CURRICULUM¹¹⁸

Mexico (2017-2018)

In recent years, asylum applications have increased significantly in Mexico. MIEUX supported the Mexican Government in strengthening its efforts in the area of identification and protection of migrants in need of international protection.



Context

In recent years, Mexico has seen an increase in asylum applications due to the high number of people fleeing violence, insecurity and poverty, in particular from Central America. Between 2012 and 2018, asylum applications increased by 3,553% and reached a new peak in 2019 with just under 70,000 applications.¹¹⁹



Mexico acceded to both the 1951 Convention and 1967 Protocol relating to the Status of Refugees. The 1984 Cartagena Declaration on Refugees, which broadens the definition of refugee (including climate refugees), has been incorporated into Mexican national law. The 2011 Refugees, Complementary Protection and Political Asylum Act and its Regulatory Framework, together with the Migration Act, constitute the domestic legal framework governing asylum.



The principal government body responsible for refugee issues, including refugee status determination, is the Mexican Commission for Refugee Assistance (COMAR for its Spanish acronym) under the Secretariat of the Interior. COMAR's General Coordination Office is located in Mexico City, and three regional offices have been established in Chiapas, Tabasco and Veracruz (states with high numbers of asylum

- 7 Actions should be based on the highest levels of experience
- 9 Actions should provide EU added value
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

**MIEUX
FEATURES**

¹¹⁸ The focus of this case study covers only part of the support provided to the Mexican Secretariat of the Interior. In addition to the topic of international protection and asylum, the Action supported the Mexican Migration Policy Unit to build and further develop the Mexican integration system for immigrants by knowledge transfer of EU practices.

¹¹⁹ UNHCR Global Focus: Mexico (2019). Available at: <https://reporting.unhcr.org/node/2536#:~:text=Some%2069%2C500%20individuals%20applied%20for,of%205%2C900%20applications%20per%20month.> [Accessed 26 August 2020].

applications). However, asylum applications are not limited to these three states, forcing asylum seekers to request protection at the offices of other national institutions, such as the National Institute of Migration (INM for its Spanish acronym).

The comprehensive and protection-driven asylum procedure, in line with international standards agreed upon by Mexico, therefore needed to be streamlined through the different administrative levels and institutional instances, with an eye on vulnerable migrants. At the same time, according to the Law on Refugees and Complementary Protection and its respective Regulation, COMAR has only 45 days to make decisions regarding asylum applications. Well-trained staff members are needed to assess the evidence (e.g. information gathered through personal interviews), make a fair decision and present it in a well-reasoned manner during this short timeframe. In light of the above, INM and COMAR requested MIEUX's support to strengthen inter-institutional coordination and cooperation as well as exchange between migration and case officers, and their European peers.

Action Design

EASO acts as a centre of expertise on asylum and has developed a wide range of operational tools including manuals, informational and practical tools, and reporting templates. The comprehensive EASO training curriculum and tools laid the foundation for the design of this Action focusing on INM and COMAR.

INM's border migration officers are often the first point of contact for migrants reaching Mexico and play a crucial role in facilitating effective access to international protection. Based on the respective EASO practical guide, a single training session on access to the asylum procedure was organised for migration officers working at the border and in detention centres in Chiapas.

Following a training needs assessment conducted by COMAR among its staff members, the training topics were defined based on the existing needs among case and reception officers, and in line with the EASO training curriculum. Two-day, face-to-face sessions on core and in-depth curriculum modules¹²⁰ were organised depending on the level of experience.

In addition, shorter and more condensed half-day training sessions on specific modules targeted local COMAR and INM offices via video conference. The EASO practical guides were shared with all participants ahead of the training.

EASO-certified trainers provided the core of the expert team. Experts from the Netherlands, Portugal, Spain and Sweden were deployed for this Action.

¹²⁰ Core modules: Interview Techniques and Evidence Assessment. In-depth modules: Interviewing Children, Interviewing Vulnerable Persons, and Exclusion.

Impact

- The varied capacity building activities increased inter-sectoral dialogue and coordination. This was achieved by joint cooperation in the initial design phase of the Action and joint participation at activity level. The INM highlighted that, through the MIEUX activities, synergies and linkages both at strategic and operational levels with COMAR had been reinforced.
- The personal interview plays a key role in providing asylum applicants with a fair and effective opportunity to present the grounds for their application. Based on the EASO practical guide for personal interviews of asylum applicants, the workshop on interviewing children and vulnerable persons promoted a structured interview method. The structured approach guides the case officers through the stages of preparation for the personal interview, opening the interview and providing information, conducting the personal interview and post-interview actions. Following the interactive training and practising different interviewing skills in specific case scenarios, COMAR has standardised its method to conduct interviews of asylum applicants and their assessment.
- The training modules were particularly useful to better understand and properly take into account the psychological component of asylum applicants. Following the MIEUX peer-to-peer exchanges, COMAR changed how children are interviewed and revised the corresponding decision process. Furthermore, COMAR produced a practical guide on interview techniques.
- Following the training sessions, and similarly to COMAR, INM revised its interview questionnaires and strengthened its efforts to make child migrants feel more comfortable during their interview (e.g. staff no longer wear their uniforms when conducting interviews).
- Following the workshop on access to asylum procedures for first-contact officials, INM included the respective EASO practical guide in the reading material of the entry-level online training module on international protection for migration officers. The Capacity Building Unit of the INM also planned to use the guide as a basis to design one of three sessions of the new online training module on international protection and human rights available for all INM staff members.
- The MIEUX experts highlighted that they gained better insight into the migration situation in Latin America. It was helpful for them to listen to the Mexican case officers' experiences since asylum applications from Latin America have also increased in Europe.

Practices

- **Identification and response to the special needs of vulnerable groups** was mainstreamed in all training sessions, with a specific focus on unaccompanied minors and the LGBTQ+ community.
- **Combining capacity building activities with field visits:** The visit to the detention centre and border with Guatemala was an excellent opportunity for the EU peers to get a better understanding of the current migration situation and the challenges faced by the Mexican Government.
- **Synergies with international actors:** Close coordination with the local UNHCR office avoided duplication of capacity building efforts. This proved to be particularly important as Canada has supported Mexican efforts to strengthen its COI unit, a thematic area that was planned to be covered within the framework of the Action. MIEUX's flexibility allowed to refocus the specific activity on another relevant topic. UNCHR's Protection Officers participated as observers or actively as speakers in all activities.
- **Incorporating technology:** The video-conference training targeted all federal INM and COMAR officers, gathering staff from different locations to attend the same virtual training course simultaneously. While this certainly brought limitations compared with a face-to-face session, it provided an opportunity to share good practices and lessons learnt with a high number of staff members (for instance, the half-day video-conference seminar on interviewing vulnerable groups with a specific focus on children was attended by 128 INM staff members).

Lessons Learnt

Despite the fact that migration and case officers in Europe and Mexico are dealing with the same challenges, it was key to place those learning at the centre of the capacity building process in order to achieve the expected results. The well-produced EASO training modules had to be adapted and fine-tuned to the Mexican normative framework and migration context. This was achieved by transferring the knowledge in an efficient and engaging way. Theoretical aspects and the relevant normative framework were covered from a practical perspective by applying these in specific case scenarios.

NEW PROCEDURES FOR PROTECTING VICTIMS OF TRAFFICKING

Jordan (2016-2019)

To serve Jordan's objective to improve its protection of VoTs, MIEUX worked with the newly established shelters in Amman to develop SOPs and guiding principles to provide a harmonised and comprehensive set-up for the practitioners, including coordination with key stakeholders.

Context

Jordan is a country of both emigration and immigration flows, and its economic development is tightly coupled with the regional dynamics of migration and mobility. After years of a relatively open immigration policy, Jordan introduced a more protectionist policy in 2007 aimed at favouring nationals in certain sectors of the job market. As a consequence, the number of foreign nationals holding work permits dropped, thereby increasing the number of irregular migrants.

More recently, Jordan has experienced large inflows of refugees, and transit and undocumented migrants whose mobility and displacement are closely linked to the Syrian conflict and other regional tensions. In 2019, there were over 655,000 Syrian refugees registered by UNHCR in Jordan, accounting for 10.2% of the total population.¹²¹ The influx of asylum seekers and their extremely limited possibility to regular labour market access, also presents an increased risk of trafficking for labour and sexual exploitation.¹²²

Indeed, according to the U.S. Department of State 2019 Trafficking in Persons Report, Jordan is a high-profile destination for women, men, girls and boys from Asia and Africa who are subjected to trafficking for forced labour

- 4 Actions should provide tangible results
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

MIEUX
FEATURES

¹²¹ UNHCR, "Global Trends Report 2019" p. 20, Available at: <https://www.unhcr.org/be/wp-content/uploads/sites/46/2020/07/Global-Trends-Report-2019.pdf>. [Accessed 26 August 2020].

¹²² ICMPD, "Targeting Vulnerabilities: The Impact of the Syrian War and Refugee Situation on Trafficking in Persons – A Study of Syria, Turkey, Lebanon, Jordan and Iraq", January 2016.

and domestic servitude in the country.¹²³ Conscious of the need to strengthen its legal and infra-structural set-up for the protection of VoTs,¹²⁴ the MoSD established its first permanent shelter for the protection of VoTs in 2016, soon followed by another.

However, as observed in the Mission Report of the Special Rapporteur for trafficking in persons in June 2016, the work of the shelter staff is limited by a lack of SOPs for the provision of comprehensive support, including psychological and legal support to VoTs by trained staff. This lack of SOPs is even cited by practitioners as one of the reasons for opting not to pursue or to drop judicial action.¹²⁵ As a consequence, the **MoSD requested MIEUX's support in 2017 to develop SOPs and guiding principles for two VoT shelters in Amman** to address shortcomings, such as the length of stay in the shelter, type of support available, language barriers and timely delivery of support. In order to enhance the services of both shelters, the MIEUX Action also trained staff at mid- and upper-management levels on delivery of services to victims and their families.

This was MIEUX's second Action in Jordan. The first one, spanning 2014 to 2016, aimed to increase the capacities of the Department of Statistics and other relevant public authorities to collect, analyse and use migration-related data for policy making purposes. Although not directly related to counter-THB activities, the work on migration data management also improved MoSD capacity in this domain.

Action Design

The Action was designed to enable the transfer of experience and expertise between EU MS and Jordanian counterparts in the area of improved care management of VoTs and organising knowledge transfer activities to familiarise their Jordanian counterparts on assistance options and conditions.

As a first step, the MIEUX team conducted a mapping exercise, with the support of the MoSD. The team then conducted a fact-finding mission with 15 representatives of relevant institutions, NGOs and international organisations providing services needed by the shelter. A detailed identification of the support needs within the centres was completed and led to a set of recommendations highlighted in the related Needs Assessment report. As a crucial first step, the joint ICMPD-MoSD report led to the signature of an MoU between the two existing shelters in order to **clearly define the roles and responsibilities** of each shelter in order to avoid misunderstandings or duplications. The existing shelters are the State-run Dar Karamah shelter (which means dignity in Arabic), providing care and protection to trafficked men, women and children (girls and boys), and the shelter run by the Jordanian Women's Union (JWU), a State NGO, which receives victims of gender-based abuse and violence, including trafficking victims.

¹²³ U.S. Department of State, "2019 Trafficking in Persons Report: Jordan". Available at: <https://www.state.gov/reports/2019-trafficking-in-persons-report-2/jordan/>. [Accessed 26 August 2020].

¹²⁴ ICMPD, "Targeting Vulnerabilities: The Impact of the Syrian War and Refugee Situation on Trafficking in Persons", December 2015, available at: https://www.icmpd.org/fileadmin/ICMPD-Website/Anti-Trafficking/Targeting_Vulnerabilities_EN_SOFT_.pdf. [Accessed 26 August 2020].

¹²⁵ <http://www.ohchr.org/EN/Issues/Trafficking/Pages/visits.aspx>. [Accessed 26 August 2020].

To develop the SOPs, the **drafting sessions** were broken down into working groups, practical exercises and plenary sessions, with each day focusing on the drafting of specific sections of the SOPs. In an effort to maximise ownership of the drafting process, and to ensure sustainability of the Action, the MoSD focal point worked with the MIEUX experts in facilitating and guiding the drafting session. Each session was followed by **remote support** from the MIEUX team to maintain the efforts of the working group by providing them with additional background information, or ad hoc requests for revising drafts and developing recommendations. Through constant, long-distance assistance, the MIEUX team of experts supported the working group and focal point remotely.

The purpose of the **study visit to Belgium** was to expose the shelter staff to the practicalities and modalities of Belgian and EU-wide anti-THB policies, and the various forms of assistance offered to VoTs. The Jordanian delegation (composed of two practitioners from Dar Karamah, two from the JWU and one MoSD official) visited shelters for victims and other existing rehabilitation facilities in Belgium. During these visits, they exchanged with counterparts on the many aspects related to the protection of victims: reintegration (social and economic); delivery of legal, medical and psychological services; and referral of victims to different agencies and institutions. The delegation was also particularly interested in the specific Belgian set-up for cooperation between central authorities, local actors and NGOs (playing a central role in Belgium). During the visit, the delegation experienced hands-on practice and built on existing training modules under use within the shelters.

Practices

- **Agreed internationally recognised standards and definitions:** From the start of the Action, the MIEUX team witnessed inconsistencies in the interpretation of the definition of THB, which were not entirely compliant with international standards and regulations. For instance, the focus of most actors was almost exclusively on labour exploitation, and more specifically in the field of domestic work. There was an urgent need to widen the partner authority's perspective to include child labour, sexual exploitation, begging and organ trafficking as other key aspects of THB. The MIEUX team therefore suggested to dedicate the first drafting sessions to agreeing on a common and clear understanding of the definition of THB (based on recognised international standards), and all related terminologies. In the longer term, training and awareness-raising were needed in order for all actors to become acquainted with the meaning of all the different forms of THB.
- **Victim-centred approach:** While the Jordanian referral system was framed around a case-centred approach (prosecution of THB perpetrators), the EU and international systems insist on establishing a victim-centred approach (protection and reinsertion of victims). Thanks to the MIEUX Action, the MoSD and both shelters shifted their focus in order to guarantee an efficient and victim-centred provision of quality services to VoTs. At the same time, the prosecution of perpetrators remains the focus of the counter-trafficking unit within the police and judicial system.

- **Build on existing documents and in-house experience:** During the fact-finding mission, it became apparent that draft standards of work were available at both the Dar Karamah and JWU shelters. Although they were ad hoc working documents, these internal documents represented a good basis to develop more comprehensive and practical SOPs common for both structures. In addition, Jordan had recently developed its national referral mechanism, which includes better coordination among stakeholders for assistance to victims. These experiences only needed to be adapted to the newly-created shelters and passed on to their staff, at all levels. CSOs are also well developed and recognised in Jordan. Thus, for many services to be provided to VoTs, the shelters can rely on other existing organisations which already have a consolidated experience in their field of action.

Impact

- Supported the alignment of Jordan's definition of THB to recognised international standards and the improved understanding of practitioners to include child labour, sexual exploitation, begging and organ trafficking as other key aspects of THB. In addition to better identification of potential victims and their referral to the shelters, it will help the police and judicial counter-trafficking units in their investigation and prosecution of future THB cases.
- Improved capacities and internal skills of shelter staff in the delivery of effective care services for victims at central authority level and within the centres. The development of SOPs also brought newly-found ways to deliver services to victims, taken from information-sharing with the MIEUX experts about EU-based good practices.
- Provision of clear and comprehensive procedures for staff to follow on a day-to-day basis when confronted with new victims arriving.
- Opportunity for EU MS experts from Belgium and Bulgaria to gain insights into the Jordanian policy and procedural landscape, and share this information and new knowledge with their national administrations.

Lessons Learnt

- **Importance of 'political will':** As pointed out by several senior officials during the fact-finding mission, Jordan has the ambition to have *"the best practices and become a regional champion on countering THB"*. This willingness to step up the activities to counter THB and assist VoTs in the most effective way proved useful for the buy-in and ownership of key stakeholders during the drafting of the SOPs and diffusion of its content among practitioners.

- In addition, **awareness-raising** among the public institutions less directly involved in countering THB is of great importance in order to create the necessary public support. It is also very important that the competent authorities provide the necessary funds (financial and human resources) to support the political will and to make the transition from theory to practice.
- The MIEUX Action complemented the JEMPAS project (Support to the MP between the EU and the Hashemite Kingdom of Jordan, active between 2016 and 2019) which supported **the implementation modalities of the new National Referral Mechanism**, which clarified the whole-of-government approach for identifying, protecting and assisting victims by involving relevant public authorities and civil society. While the JEMPAS project focused on coordination among stakeholders at national level, with a focus on the referral and judicial aspects, MIEUX added a specific focus on the inner workings of the two shelters and protection of victims.

MIGRATION AND DEVELOPMENT POLICY

Mauritius (2017)

Having recognised the importance of migration as a means of development, the Mauritian Government requested support from MIEUX to develop a national policy on M&D. Deploying European and Southern experts, this Action involved a large number of stakeholders in policy review, coherence and setting up of sustainable mechanisms for policy implementation.

Context

Situated off the south-east coast of Africa, the island of Mauritius has one of the most prosperous economies of Africa. The Government of Mauritius wished to increase competitiveness through greater regional integration, create a stronger environment for innovation, make economic growth more inclusive by addressing the skills mismatch in the labour market and bolster resilience to natural disasters and climate change. Faced with growing numbers of emigration of highly-skilled workers in certain sectors, Mauritius wanted to also reverse brain drain and retain these skills in order to expand the highly-skilled labour sector.

Having recognised the importance of migration as a means of development, the Mauritian Government had already developed a policy to promote short-term labour migration, as well as to set up structures to improve opportunities for migrants to invest in, develop enterprises, and use their newly acquired skills from abroad upon their return to Mauritius. Recognition of the importance to provide a coherent framework to address all these different elements of migration led to a series of consultations and measures which preceded the MIEUX Action:

- The drafting of the Migration Profile in 2013 supported by IOM.
- The setting up of the National Migration Steering Committee in 2015 and its five thematic sub-committees.

- 1 There should be ownership on the part of the partner country
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 6 Actions should be integrated into existing priorities

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With the support of the local EUD, the Prime Minister's Office decided to address a request to MIEUX in order to provide support in the development of a National Migration and Development Policy to mainstream migration into wider development strategies.

Action Design

The design of the Action included a combination of different activities and stakeholders to guarantee a whole-of-government approach as well as ensuring coherence with all existing sectoral policies. The Action included a fact-finding mission, a number of bilateral and joint meetings and consultations with relevant stakeholders, capacity building and drafting sessions, as well as a regional consultation on the policy on Rodrigues Island, an autonomous island of Mauritius. The MIEUX team also joined one of the previously established Migration Steering Committee meetings in order to present the draft policy and collect input. The activities mainly targeted members of the Migration Steering Committee, but other actors were associated on different occasions to consult them on their perspectives.

The selection of experts included triangular cooperation through an expert from ICMPD, one from France, one from Cabo Verde and the sharing of experiences from a Jamaican delegate. The expert from the French Ministry of Foreign Affairs presented the French Government view on M&D and how the link between the two could best be strengthened. The efforts that France provides in supporting circular migration agreements and diaspora initiatives in the home countries were as well as the participation of France in a number of multilateral initiatives, such as Meetafrica and the Rabat Process.

Practices

- **Increasing knowledge base on policy development:** The ICMPD expert underlined the significant understanding the organisation has gathered in developing migration policies, and trained the participants on policy cycle, goal-setting and measures of achievements, and how to create an action plan.
- **South-South Exchange:** The Director General of the Directorate for Immigration and focal point for the four MIEUX Actions in Cabo Verde, the first one of which entailed the development of a national migration strategy, participated as an expert. The experiences of Cabo Verde in the development of its National Migration Policy were shared, focusing on how it set up the necessary institutional structure for implementation of the policy. The presentations included concrete examples and challenges that Cabo Verde, as a middle-income island State, faced at the time of policy formulation, has continued to face, and how they are being addressed. Cabo Verde's monitoring and evaluation mechanism was also presented and gave the Mauritian counterparts a concrete example of how the implementation of

policies can be monitored, and how this process should inform the following policy cycle. The presentations were particularly interesting as a number of similarities between the contexts existed and the coordination mechanism of Cabo Verde is well developed. Additionally, a guest speaker from Jamaica presented the development of Jamaica's M&D policy during one of the Migration Steering Committee meetings.

- **Whole-of-government-approach:** The M&D Strategy was developed in an inclusive manner, involving all main stakeholders, and with it an action plan outlining concrete actions on how to strengthen the link between M&D in Mauritius. The policy represents a strategic vision and roadmap in relation to all facets of migration in Mauritius, both in terms of opportunities and challenges, and is aligned with the Mauritius Vision 2030 and the Government's development programmes.
- **Alignment of migration policies with national development plans:** The policy determines the vision and depicts the determined course that the Government is committed to taking in order to maximise the positive outcomes and impact of migration on national and human development. The resulting provisions are clustered around four 'Ps' (Policy and Institutional Coherence; Prosperity; Partnership; and Protection) while pushing for reforms in other public policies that impact and are impacted by migration.

Impact

- **Inter-institutional cooperation:** The process of developing a policy enabled and committed all relevant stakeholders across the board to consolidate and sharpen joint efforts and partnerships to harness the nexus between M&D, to reflect and debate on what type of migration management is desirable for the country, and to identify solutions and innovative approaches to it. The transfer of knowledge empowered the country's administration, creating more harmony between government ministries and enabling a better understanding of migration issues and of its impact on socio-economic development. Going through a pre-existing institutional structure rendered the process more efficient and consolidated the coordination conducted by the Migration Steering Committee.
- **Complementarity and synergies with international actors:** The Action was complementary to the Migration Profile Project and initial round-table organised by IOM which resulted in the set-up of the Migration Steering Committee and to the Accelerated Programme for Economic Integration (APEI)¹²⁶ that seeks to implement a number of reforms to facilitate regional trading.

¹²⁶ Accelerated Programme for Economic Integration, funded by World Bank, aims to speed-up economic integration by eliminating trade barriers in five countries (Malawi, Mauritius, Mozambique, Seychelles and Zambia).

- **Incorporating a regional perspective:** When implementing the policy, a regional dimension has to be considered, for instance in terms of the collaboration within COMESA and the potential of regional policies to further boost Mauritian objectives.
- **Dedicated resources:** A separate migration unit was created to improve coordination of migration issues in the long term and oversee implementation of the policy, for instance through the development of relevant measures supporting implementation of the policy, and organising the monitoring and evaluation of the policy.

Lessons Learnt

Through this process, the partner authority was able to achieve a change in mindset on migration issues and how the management of these issues can be supported by strong policies. The partner authority also realised the importance of contributing strongly to the policy, and the necessity for each institution to have a clear vision of different issues before engaging in a policy drafting process.

An important lesson that follows the formulation of this policy is to streamline migration into other public policies to create a coherent approach. This is best done in combination with further capacity building on migration issues so that an understanding is created on how different sectors are affected. Specific research into this area would be beneficial.

For policy development in general, this Action highlighted the need for concrete research and strong data before embarking on the process in order to identify main trends and to analyse which existing policies have had positive or negative effects.

A NEW NATIONAL DIASPORA ENGAGEMENT POLICY

Malawi (2014-2016)

The Diaspora Affairs Unit of Malawi requested support from MIEUX to formulate a new policy that would govern and structure the relationship with Malawian diaspora groups abroad. The Action allowed the partner to reinforce its links with its citizens and to design a policy based on the needs they declared whilst feeding other ongoing policy development processes.

Context

The magnitude of the diaspora's potential contribution to the national socio-economic development of Malawi tuned the Government of Malawi into the value of systematic engagement with diaspora groups. This realisation promoted the creation of structured mechanisms to manage relationships with Malawians abroad, and tap into the skills and resources of migrants. For these purposes, the Government set up a Diaspora Affairs Unit (DAU) under the Ministry of Foreign Affairs in 2012, and addressed a request to MIEUX to provide the unit with capacity building on diaspora engagement issues as well as support in the development of its Diaspora Engagement Policy as a pillar to guide future action in this area.

Action Design

The Action comprised a mixture of thematic workshops to provide capacity building on how to strengthen ties with the diaspora, drafting sessions to develop the policy, and study visits to Ethiopia and Ireland to benefit from an exchange in mutual experiences.

- 1 There should be ownership on the part of the partner country
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- During the fact-finding mission, 20 high-level meetings with institutions directly or indirectly connected to diaspora activities, including the Ministries of Foreign Affairs and International Cooperation, of Finance, Economic Planning and Development, of Justice and Constitutional Affairs, of Labour, as well as the Immigration Department, the Central Reserve Bank, offices up to the Office of President and Cabinet, were organised in Lilongwe and Blantyre. This enabled the experts to get a realistic view of their understanding and expectations in order to create a coherent roadmap for the subsequent phases of the project.
- The series of thematic workshops that ensued aimed to increase the knowledge of participants as well to gradually contribute to the drafting of the diaspora policy. Starting with a mapping and stakeholder engagement exercise, other topics were presented, such as the role of diplomacy and the use of embassies in diaspora outreach, investment promotion and political rights of diaspora groups.
- The study visits to Ethiopia and Ireland were conceived as both learning and outreach opportunities. Participants from the DAU were able to learn from the practices set up by their peers in Ethiopia and Ireland while establishing closer links and promoting their new unit and policy to the sizeable Malawian diaspora groups in both countries.
- The draft policy was presented during the final workshop, which focused on drafting a roadmap for implementation whilst networking and promoting the policy among other partner organisations.

Practices

- **Social marketing and national brand:** The Ethiopian and Irish experts underlined the importance of creating a positive image of the country and employing marketing techniques to encourage the diaspora to invest. Furthermore, they recommended selecting specific eminent Malawians as ‘ambassadors’.
- **Consultations with diaspora groups in multiple locations:** The profile of Malawian diaspora groups in Europe diverged from that of Malawians in Ethiopia. The former is composed of a working age population which remits cash and resources to Malawi, and the latter has an overwhelming proportion of persons working for international organisations based in Addis Ababa, who were likely to return to Malawi at the end of their careers. The two groups had distinct needs around issues of dual nationality, short-term investment opportunities and provision of services upon return to the country. These perspectives helped the DAU to more clearly understand the views of the Malawian diaspora, which then fed into the policy provisions and enabled them to create a more targeted drafting process.
- **Triangular cooperation:** Ethiopia is considered to be one of the regional success examples in terms of mobilisation of investment opportunities from its diaspora. Ireland’s vast expe-

rience in diaspora matters, combining public/private institutions and NGO actors was an informative case study for the Malawian Government.

Impact

The Malawian Government showed strong political will to push the process forward, which enabled a strong interagency approach and the active engagement of all actors. The final policy was adopted in February 2019, although some elements of it were already being implemented by Malawian diplomatic missions abroad.

- **Diaspora outreach:** Through the exercise of policy creation, the DAU was able to greatly widen its network with several vital actors, on the one hand through work with the embassies in disseminating the policy, on the other through the diaspora round-tables during the two study visits to Ethiopia and Ireland. Due to the strengthened ties, Malawi can now continue its outreach work and broaden its network, as well as spreading awareness of the policy more widely. The multiplier effect gained by associating diaspora organisations to the process, as word about the policy spread through the network, was very beneficial for the acknowledgement, buy-in and future adoption and implementation of the policy.
- **Enlarging the network of international actors:** On the other hand, the DAU was able to network with various international organisations in the area of diaspora, such the Citizens and Diaspora Directorate (CIDO) of the African Union, and the Irish organisations which expressed interest in staying in touch with Malawi in the future and to hear more about the progress of the policy with a view to working together on potential future projects.
- **Adaptation to local context:** Through the sessions with the experts and with the other institutions involved in the action, the DAU was able to establish its own methodology on policy drafting which was adapted to the Malawian context. As the funds to organise major drafting sessions were limited, the drafting was led by one member of the DAU who consulted widely with other institutions and diaspora members throughout the process. Frequent input was sought by email and during the MIEUX workshops. This type of electronic involvement is a convenient approach in countries that do not have the budget to organise regular drafting sessions. The core group of institutions that took part in the MIEUX activities were closely associated with the drafting process and therefore they will be able to transpose the methodology adopted to future policies drafted in another context. It is particularly important to note that the DAU deemed it necessary to involve many stakeholders in the drafting in order to have a transparent and inclusive process.
- **Policy coherence:** The Ministry of Foreign Affairs decided to wait for adoption of the policy until the new Foreign Policy of Malawi was developed, which is directly complementary to the Diaspora Engagement Policy and therefore both documents should be coherent.

- The policy was officially adopted in early 2019 but implementation had partly started before that, as the embassies began to take on a more active role to reach out to the diaspora.
- Implementation of the policy foresees a number of long-term plans for diaspora engagement, for instance the establishment of a national diaspora council to play an advisory role to the government on issues affecting Malawians abroad.

Lessons Learnt

- **Knowledge base about policy development and policy cycle:** In capacity building projects, when requested to undertake formulation of strategies, the planning of activities should include sessions on policy cycle methodology as participants may be unsure about what needs to be included or not, given the concepts of policies or strategies may feel vague.
- **Diaspora is diverse and might have several needs:** Evidence-based policies require a sound understanding of the final beneficiaries and their needs. Governments wishing to develop diaspora engagement strategies need to base the provisions included in the policy, and should invest in the mapping and profiling of their diaspora groups whilst taking into account the diversity of socio-economic profiles, and mainstreaming gender into their analyses.
- **Policy coherence:** Integrating several issues related to diaspora engagement, such as the feasibility of dual nationality into other sectoral policies (in the case of Malawi, its Foreign Policy), ensures policy coherence and reinforces buy-in from constituents.

NATIONAL DIASPORA ENGAGEMENT POLICY

Madagascar (2017 - 2019)

MIEUX provided support to the Malagasy authorities to develop a comprehensive and inclusive Diaspora Engagement Policy in order to promote, foster and facilitate the participation of the Malagasy diaspora in the socio-economic development of the country.

Context

Madagascar, an island country in the Indian Ocean, is among the growing number of countries who recognise the important potential of their diaspora for development. In this perspective, the Malagasy Government decided to strengthen its ties with its citizens abroad and make diaspora affairs one of the pillars of the so-called economic diplomacy of the country. In February 2015, a Directorate for Diaspora Affairs was created within the Ministry of Foreign Affairs. Following the creation of the directorate, the Ministry of Foreign Affairs commissioned a study on the diaspora in France (the main country of destination), as little was known about the exact size and composition of the Malagasy diaspora generally. This study, carried out in cooperation with other institutions and organisations, found that the diaspora in France is mainly feminine, mostly high-skilled and highly integrated. Most importantly, the majority of the persons involved in the study expressed being favourable to participating in the development of their country of origin, which indicated a large potential to tap into if well managed.

In order to be able to more effectively tap into this potential, the Directorate for Diaspora Affairs decided to develop an inclusive and sustainable Diaspora Engagement Policy and contacted the MIEUX programme to provide the necessary capacity building support in this area.

- 1 There should be ownership on the part of the partner country
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level

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Action Design

The Action was composed of a combination of different types of activities, and involved two experts from France with extensive knowledge of diaspora engagement issues and experience in working with diaspora organisations. The activities were as follows:

- The Action started with a **fact-finding mission** in Madagascar, during which the MIEUX team met with various Malagasy authorities to get a better understanding of their visions and expectations for the policy, and familiarised itself with the general environment in which the policy would be developed.
- The experts led several **thematic capacity building workshops and drafting sessions of the Diaspora Engagement Policy**, involving the Directorate for Diaspora Affairs and other Malagasy institutions, to enhance their knowledge and capacities on diaspora issues and on methodologies for policy development.
- A delegation of representatives from three key Malagasy institutions (Ministry of Foreign Affairs, Ministry of Economy and Finance, and the Economic Development Board of Madagascar) participated in **two study visits**. The selected countries were Senegal (as a country with a solid experience in diaspora outreach) and France (as the first country of destination of the Malagasy diaspora, and a country implementing initiatives supporting African diasporas). During these two visits, the Malagasy delegation also **consulted members of the Malagasy diaspora** regarding the development of the policy.
- A **final event** held in Antananarivo in December 2019 was the occasion for the Directorate for Diaspora Affairs to present the Diaspora Engagement Policy to more than 80 stakeholders from different backgrounds, including representatives from many ministries, but also from international organisations, civil society, the private sector and the diaspora.

Practices

- **Building on existing momentum:** The Action was launched shortly after the first Diaspora Forum in Antananarivo in October 2017, which gathered various governmental and non-governmental stakeholders to discuss the involvement of the diaspora in the development of Madagascar. This was very useful for the Action, as it meant that a number of issues had already been discussed during the forum and most institutions already had an idea of the priorities that should be tackled by the policy, and the objectives envisaged by the diaspora.
- **Learning from the good practices of EU MS and African countries:** During the workshops, the experts shared good practices of other countries in harnessing the development potential of diaspora engagement (including other African countries such as Mali, Morocco

and Senegal) to inform and inspire the Malagasy authorities and create a basis from which to develop the policy. In addition, a Malagasy delegation met with various Senegalese stakeholders involved in M&D during a study visit, and discussed their practices and lessons learnt as an African country with significant know-how in this particular field. During the study visit to France, the Malagasy delegation exchanged with French institutions on good practices in the field of M&D and possible areas for cooperation.

- **Ensuring a multi-institutional approach:** Besides the Directorate for Diaspora Affairs, representatives from various other Malagasy institutions participated in the activities, thereby ensuring that their expectations and needs were taken into account in the drafting of the policy. In addition, selected embassies (Belgium, France, Mauritius, Senegal and USA) participated in one of the workshops in order to increase coordination between the Directorate for Diaspora Affairs and the representations abroad, and to discuss the role of embassies in diaspora engagement and how both sides can work together more effectively.
- **Involving the diaspora:** The Directorate for Diaspora Affairs was eager to involve the diaspora in development of the policy from the early stages. Online consultations were organised and embassies were involved in contacting members of the diaspora. In the framework of the MIEUX Action, two consultations were organised in France and Senegal, during which the Directorate for Diaspora Affairs could exchange with the diaspora regarding its expectations and needs.

Impact

- **A national Diaspora Engagement Policy.** The Action led to the development of a national Diaspora Engagement Policy, which detailed the background, vision, objectives and main pillars of intervention to promote and facilitate involvement of the Malagasy diaspora in the development of Madagascar. It also included an action plan, which presented the main activities to be implemented by the Malagasy authorities. After official validation at political level, the policy will be implemented in the future by the Directorate for Diaspora Affairs, in cooperation with other relevant institutions.
- **Linking diaspora engagement, sustainable development and the formulation of policies.** The exchanges with the French experts, as well as with institutions from France and Senegal, enabled the Malagasy institutions involved in the Action to get a better understanding of key aspects of diaspora issues and their impact on development, and the formulation of sustainable policies in this area.
- **Fostered cooperation between stakeholders.** The process of developing the Diaspora Engagement Policy enabled and committed various stakeholders to reflect jointly on the links between diaspora engagement and development, to reach a collective vision of diaspora engagement, and to agree on the inter-institutional approach to be taken at national level.

Lessons Learnt

- **Ownership and political support.** The commitment of the Directorate for Diaspora Affairs to the Action and its ownership of the policy development process, as well as the strong political support demonstrated by high-level officials, were essential factors for the success of the Action.
- **Knowledge base for policy development.** When developing diaspora engagement policies, it is important for the relevant authorities to have a good understanding of the diaspora it wishes to engage. This can be achieved, *inter alia*, through solid research and data collection on diaspora communities, and through consultations with diaspora members to better understand their expectations and needs.

PROTECTION OF CHILDREN IN MIGRATION

Brazil (2019)

Faced with unprecedented levels of vulnerable migrant children arriving at the Northern State of Roraima, the Federal Public Defender's Office of Brazil requested support from MIEUX to acquire new competencies in the assessment of international protection cases involving minors, regardless of whether they are accompanied or not.

Context

Brazil is the sixth country of destination for Venezuelan refugees in South America,¹²⁷ with 200,000 arrivals since the start of the political crisis, including nearly 40,000 in 2018 alone.¹²⁸ Venezuelans enter Brazil through one of its most isolated and least developed regions. At the only land border crossing point between the two countries, Pacaraima, a small city in the state of Roraima, on average 600-800 Venezuelans cross the border every day, arriving increasingly in **vulnerable conditions** and requiring urgent assistance with documentation, shelter, food and health services. The majority of migrants continue their journey to Boa Vista, Roraima's capital, and to Manaus, the capital of the Amazonas state.

In order to better manage the migration flows and propose a better future for the Venezuelan refugees, an inter-ministerial programme called "Operation Reception" (*Operação Acolhida*) was launched in 2018. It aims at providing a structured response to the increasing numbers of migrants arriving in Roraima and Amazonas, and proposing solutions for better integration. It includes a one-stop-shop approach at the border crossing point, where all the key Brazilian institutions and international organisations are represented, and an *interiorização* (relocation) provides refugees the possibility to relocate to another Brazilian state offering more job opportunities and family reunification.

- 1 There should be ownership on the part of the partner country
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

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¹²⁷ *Ibid.*

¹²⁸ See: <https://data2.unhcr.org/en/documents/download/68917> and <https://data2.unhcr.org/en/situations/vensit>. [Both accessed 26 August 2020].

As it was the first time Brazil had been confronted with such an important migratory flow, the Government **lacked the capacity to interview migrant children** and refer them in an appropriate manner. It was in the midst of this unprecedented migratory situation that the **Federal Public Defender's Office** (*Defensoria Pública da União* (DPU)) asked for MIEUX's support in 2018. The institution is tasked with the legal protection of the most vulnerable groups of the population. It provides legal assistance to Brazilians and foreigners in precarious situations in order to defend their cases in court or through administrative proceedings requiring legal representation. Since the start of the Venezuelan migratory crisis, the DPU has taken a prominent role in the protection of vulnerable migrants, including a permanent office at the border in Pacaraima. DPU officers are well regarded public lawyers, but they lacked training on interviewing migrant children, a task only a few had to perform in the past. It was in this context that the DPU requested MIEUX's support in **assessing the situation and enhancing the capacity of its staff** to interview migrant children and adolescents, and especially those separated or unaccompanied.

Action Design

The MIEUX Action started with a **fact-finding mission** in July-August 2019 to the key location for first-entry and secondary movements (Boa Vista, Manaus and Pacaraima), as well as Brasilia for institutional meetings. The team, composed of three Portuguese experts from the public sector and academia, developed a mission report which included the main conclusions of the many meetings held, as well as some key recommendations. The report was later presented in September 2019 at a **two-day workshop** in Brasilia, in which all the main stakeholders involved in child protection were invited, from operational and institutional levels.

The second part of the Action focused on **enhancing the interviewing techniques** of DPU officers and other public servants involved in the reception and handling of migrant children. A second MIEUX expert team was formed, with two EASO-certified Dutch specialists who drafted a **manual on interviewing techniques**. This manual formed the basis for a series of two-day **training sessions** delivered to more than 70 Brazilian officials in November-December 2019 in Boa Vista, Brasilia, Manaus and São Paulo. The participants were able to learn more about methodologies, tips and the main pitfalls to avoid when interviewing minors. The experts emphasised the training with practical exercises and simulations so the participants could replicate some of the tools learnt with their colleagues back at their duty stations.

Impact

- The contact created during the MIEUX Action between Brazilian authorities, Brazilian CSOs, international NGOs and international organisations reinforced the communication channels and allowed key stakeholders to meet and discuss practical issues together. The **first mailing list** of actors involved in the protection of migrant children was subsequently created.

- With the DPU lead and support of the experts, a **new workflow** for child protection at border crossing points was developed by the key actors, in particular for the detection of THB and protective measures for unaccompanied minors.
- Due to a lack of documentation, many babies born in Brazil of Venezuelan migrants have not been registered in the local hospitals despite the *jus solis* law in force in Brazil, resulting in a **risk of statelessness** for many children. A Roraima State judge participating in the workshop organised by MIEUX took action and rectified this situation at State level, offering simplified procedures for migrant parents to register their children; therefore claiming the right to Brazilian nationality for the child and better access to social services.

Challenges

- The *Operação Acolhida* observations outlined the many efforts of the Brazilian Government in the reception of Venezuelan refugees. The one-stop-shop approach and the relocation mechanism, as well as the overall logistics in place at the border crossing points, are lessons learnt that could apply in any situation of mass influx in border areas. However, the MIEUX team also observed that refugees were at the mercy of different types of threats, and especially the most vulnerable groups (pregnant adolescents and young women, unaccompanied minors, people with impairments and others). Indeed, the experts pointed out on several occasions the risks of **THB, especially for the purposes of sexual exploitation**: a topic that has only recently gained importance on the Federal Police's agenda as a cross-border crime.

Practices

- **Mainstreaming ownership into capacity building activities.** Whilst the first day of the workshop held in Brasilia in September 2019 centred on an exchange of best practices from the EU and Brazil, the second day was designed as a more practical event where MIEUX experts went from discussants to moderators, allowing DPU officers to take the reins of the discussions, and eventually proposing and agreeing on a changed workflow for operations at the borders concerning child protection, counter-trafficking and indigenous children.
- **Adapting deliverables to the local context.** The manual on interviewing techniques was the Action's key deliverable. It was distributed to all the training participants in advance so they could refer back to the theoretical knowledge during the sessions. However, it was drafted from a European perspective, with examples seen by officers working in EU MS and at the external borders of the Schengen Area. It was decided by MIEUX and the DPU to invest time to **adapt the document to Brazilian reality**, adding examples and tips extracted from the participants' questions, discussions and feedback. The DPU was very satisfied with the end result and informed MIEUX about their plan to distribute it to their public defender counterparts in the LAC region.

- **Mixed selection of participants according to roles and levels of government.** The selection of participants from federal, state and local levels included public lawyers, psychologists, social assistants, asylum caseworkers and CSOs. The nature of their functions and purpose of the interviews they conduct with migrant children is very different as they can be to determine asylum, define protection measures, formulate a personalised protection plan, facilitate family reunification, etc. The sessions were therefore tailored to this diverse audience, so all could learn and take new practices back to their workplaces.
- **Possibility to replicate the training internally.** The experts designed the sessions so as to offer the participants the possibility to **replicate some of the practical exercises** back at their offices and share the practical knowledge with their colleagues. This was highly appreciated by the participants and it had a very positive impact on the group's participation. This practice also increased the sustainability of the Action.

Lessons Learnt

- For this Action, the **length of the initial fact-finding mission** was extended to two weeks, doubling the average amount of time for a MIEUX Action. It was a very positive experience as it allowed time for the team to fully grasp the situation of children in migration at borders, but also within the Brazilian child protection system. Lengthening the time of the mission meant that the team had the opportunity to witness the larger operation put in place by the Brazilian Government for the reception of Venezuelan refugees, thus better understanding the challenges faced by the Brazilian public authorities, and being ready to intervene with other stakeholders in the future. It was also an opportunity to share the knowledge on Brazilian practice in migrant child protection with stakeholders in other countries of the LAC region.
- The **large pool of collaborating actors**, including public institutions, international organisations and CSOs, was a very positive lesson learnt from this Action. It allowed the MIEUX team to create strong and lasting contacts in the country.
- **Adapting the deliverable to the reality** of the requesting authorities was a key feature in this Action's lessons learnt. Keeping the theoretical basis but adapting the practical examples to the national context was crucial to conducting an effective interview.

The way forward

What does it take to deliver successful capacity building?



Oleg Chirita
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Global Initiatives ICMPD

It is encouraging to see that more States are in the process of conceiving policies harnessing the nexus between M&D and integrating the 2030 Agenda into their thinking about migration. Yet more remains to be done and capacity building is one of the tools and approaches in this respect. What does it take to plan for capacity building programmes and to build inclusive interventions that support the 2030 Agenda as well as global, regional, national and local migration governance?

The inclusion of migration under the 2030 Agenda and the establishment of the Global Compacts bear witness to the importance of migration for development. Additionally, over the course of the past decade, new forms of partnerships have been forged and multi-stakeholder collaborative approaches taken, including with non-State actors, local authorities, migrant associations and the private sector. The full potential of partnerships is still to be explored, and new forms of partnerships are to be proposed and practiced. Institutionally, more and more States have set up dedicated migration units or agencies, inter-agency migration coordination structures and migration observatories, and untraditional actors have been attached to the process, such as ministries of planning or departments of statistics. This has helped them to ensure whole-of-government decision and policy making, but also establish practices, partnerships and identify policy options by not only addressing the challenges they face, but also harnessing the great opportunities that migration and human mobility bring.

The majority of governments are keen to find pragmatic ways and solutions to harness the nexus of M&D in the most beneficial manner. It is encouraging that gradually more States are in the process of conceiving M&D policies, and this promising trend and practice merit the support

and attention of the international migration community. Yet more remains to be done, namely through capacity development, the mainstreaming of migration into development planning at central and local levels, and understanding the impact of migration on development.

Owing to various global and regional processes and initiatives, governments have put migration on their domestic agendas and initiated debates on what migration means to them. As such, the question **why** migration is important has been largely addressed. However, more determined efforts, creativity, cooperation, capacity building, commitment and boldness are needed to delve into other questions: **what** more is to be done to make migration better; **how** could governments transform their actions so as to optimise migration and its outcomes; **when** will governments take action; **where** to take action - in terms of both which sectors (those impacted by and impacting on migration), and which levels of administration and governance; and **who** shall be involved in the diverse processes.

Over more than a decade, MIEUX moved from a 'technical' approach to capacity building, to an 'institutional' one, implanting its interventions within its partner institutions' processes, frameworks and cultures. MIEUX, as the first global demand-driven capacity building programme, offers a great deal of lessons learnt, enriching experiences, tested practices and practical solutions covering the why, how, who and what of migration governance and policy.¹²⁹ What is more, MIEUX, as a pioneer in strengthening various capacities in the field of migration, is very well placed to further the thinking, practice and action underpinning migration governance frameworks at different levels through its core philosophy and approach – capacity building.

With this in mind, the successful implementation of the three consecutive phases of MIEUX (December 2008-April 2020) will further be consolidated and complemented with its new phase – MIEUX+ (April 2020-April 2023) that capitalises on the following lessons learnt and recommendations to be pursued in the years to come:

Capacity building as a catalyst for partnerships

Capacity building cannot be static and of a purely technical nature. It must be transformative, spearheading diverse purposes and inter-institutional changes by building trust and mutual support. It should be associated with complex policy and institutional reform processes, consider diverse entry points, and multiple tools and toolboxes, benefit from political engagement, and bring together various actors in order to address their interest, foster collective and organisational learning, stabilise coherence and trigger long-term systemic transformations. If correctly identified and anchored within the relevant systems, capacity building contributes to regional and national dialogue, cooperation and coordination. It is a catalyst for multi-stakeholder and diversified partnerships, a laboratory of good practices, and policy options and solutions, as well as a promoter of innovative approaches and working modalities. Partnerships are not only need-

¹²⁹ The lessons learnt from ten years of experiences are summarised in a series of four thematic factsheets explaining the 'why', 'how', 'who' and 'what' of migration policy-making. Available on <https://www.mieux-initiative.eu/en/resources> [Accessed November 2020]

ed to establish and share practices, but also to identify and address gaps and challenges that could jeopardise development.

Capacity building as a multidimensional and whole-of-government process

Capacity building, as a process, should be embedded within existing governmental structures to ensure sustainability and efficiency, and framed as a support mechanism to other important processes led by governments, e.g. policy formulation, analysis, implementation, data collection, coordination, consultations, policy and institutional coherence, etc. In addition, for capacity building to be more effective and targeted, it must impact at three levels: individual, institutional and nurture an enabling environment.

Capacity building as a means to foster understanding and establish collaborative practices

There are no quick fixes or easy formulas that work in all circumstances, and capacity building therefore needs to be connected to the emerging priorities, national agendas, multiple institutional objectives and mandates, available structures, and interweaving interventions focusing on mainstreaming migration into national development strategies.

Capacity building is neither a linear nor a purely technical process. It goes beyond skills, training and knowledge transfers as it is part of a broader political and institutional context, with the potential to transform relationships between all parties involved (also via collaborative practices), propose solutions, and create an enabling environment for positive social development. It implies the establishment and testing out of collaborative practices conducive to building of trust, confidence and mutual understanding.

Capacity building builds bridges through peer-to-peer engagements

Peer-to-peer is an effective method to develop capacities and cooperation, facilitate the sharing of knowledge, good practices and experience, and improve the knowledge-based capital of all parties involved that is essential for policy reform processes. Moreover, this approach is useful to engage various partners, diversify cooperation and reinforce partnerships. Finally, it creates enabling environments for inclusiveness, dialogues and solution identification.

Capacity building as a means to deal with the complexity of migration, including in the post-COVID-19 era

More targeted capacity building is yet to be provided given the fact that migration requires complex approaches (local, national, regional, sub-regional and international levels), policy are-

nas involving an increasing number of (new) actors and, due to the COVID-19 pandemic, new ways of thinking, partnership and engagements so as to integrate migration, mobility, migrants and refugees as a strategy for recovery and social cohesion.

There is therefore a need, in the years to come, to shift capacity building towards implementing the 2030 Agenda (its three dimensions and 5P approach) and other international commitments; addressing decisively the rippling effects and consequences of the pandemic through a sustainable and human development angle; defining objectives of national migration policy frameworks and reviewing the existing one in order to tackle the socio-economic impact of the coronavirus crisis on migrants and their families; ensuring effective functioning of governance systems; creating coherence among diverse policies and actors with divergent interests and expectations by also tackling the nexus between migration and other public policies, including health; facilitating safe, orderly and regular migration; addressing inequalities; protecting migrants and refugees; better understanding of the determinants, impact and outcomes of migration, including in light of the COVID-19 pandemic effects and impacts; understanding how migration can complement other public policies and vice versa; data management, monitoring and evaluation; and building trust and mutual understanding, altering the public discourse on migration and migrants.

Additionally, it is also imperative to provide capacity building in relation to good governance, security and crisis responses, public administration, strategic management, policy cycle management, etc., with a view to boosting and strengthening the quality of public administration exercise. The capacity building process needs to be anchored in suitable institutional structures. This approach is expected to yield more sustainable results, cultivate a stronger spirit of exchange among peers, and create and replicate best practices, thus subsequently feeding multiple organisational and policy processes.

In April 2020, MIEUX+ started its operations in the middle of an unprecedented global health, social and economic crisis that led to halting peoples' movements and closing borders globally within a very short period of time, that jeopardises the achievement of the 2030 Agenda, impacts the lives of all, including millions of migrants and refugees, exacerbates inequalities, and puts social cohesion and inclusion under severe pressure. As never before, international cooperation, multi-stakeholders partnerships, meaningful inclusion, innovative policies, more decisive and bolder leadership and a new generation of policies would be needed to tackle the proportions, complexities and the consequences of this crisis.

Capacity building, as a tool of international cooperation and migration governance, is to be regarded as an opportunity for the international migration and development community to create new practices, come up with innovative policy alternatives and solutions, and partner and address gaps with the aim to taking determined action for recovery. More saliently, and through capacity building, interventions, migration and human mobility, as well as migrants and refugees, should be promoted and regarded as a strategy, solution and opportunity to re-think and rebuild our societies and systems, anchored in the 2030 Agenda and in a very strong people-centred approach.

Since launching operations in 2009, the Migration EU eXpertise (MIEUX) Initiative has provided space to request capacity building activities and EU expertise, allowing the sharing of knowledge and practices between peers working in institutions in and outside of Europe.

The adoption of the Global Compact on Migration and the creation of the UN Network on Migration coincided with MIEUX's ten-year anniversary. To mark the occasion, MIEUX undertook a comprehensive analysis of its achievements, methodologies and practices.

By delving into MIEUX's portfolio of over 100 interventions, this publication intends to offer a glimpse of the broad range of tools, methodologies and approaches that can inspire or be used by governments and migration and development practitioners to advance a cooperative and sustainable international architecture of migration.

