

# Addressing cross-border mobility through existing cooperation frameworks

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Implemented by ICMPD



# Policy framework

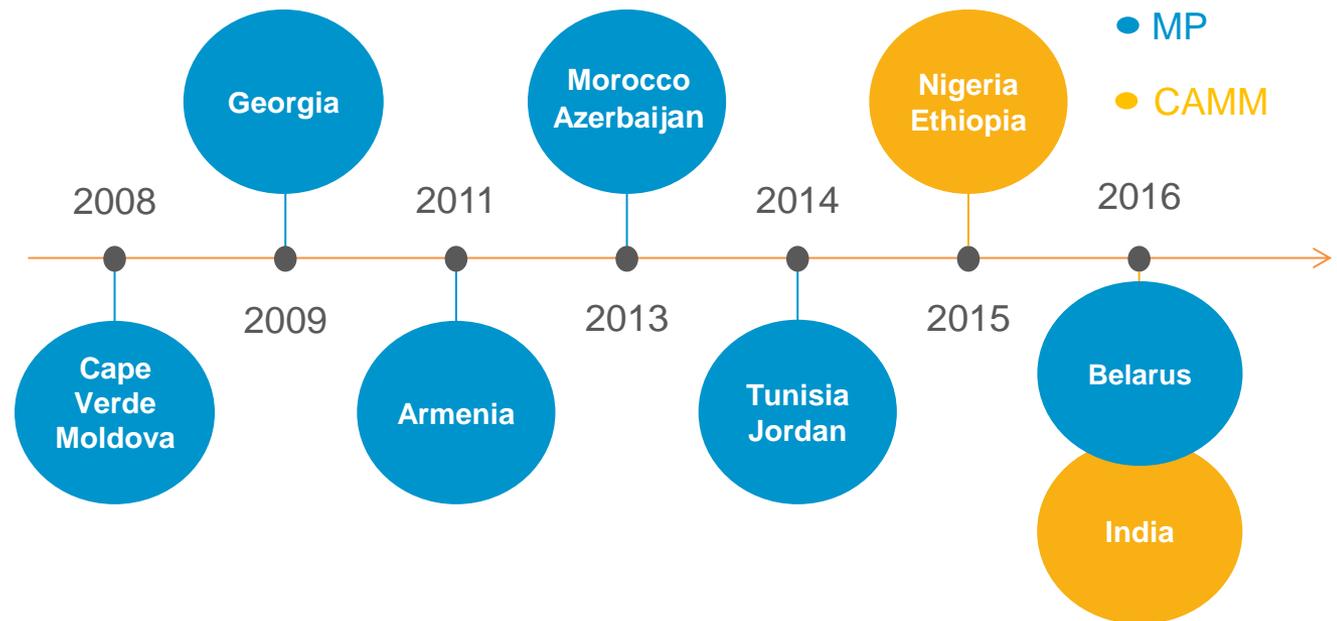
**Mobility Partnerships (MPs)** and **Common Agendas on Migration and Mobility (CAMMs)** are political frameworks for enhanced and tailor-made dialogue and cooperation to support institutional reforms, address and identify (emerging) priorities.

**Nine MPs** signed by a total of 25 EU MS:

- France (8),
- Poland (7),
- Germany, Italy, Sweden, the Netherlands (6),
- Lithuania, Portugal, Romania (5)

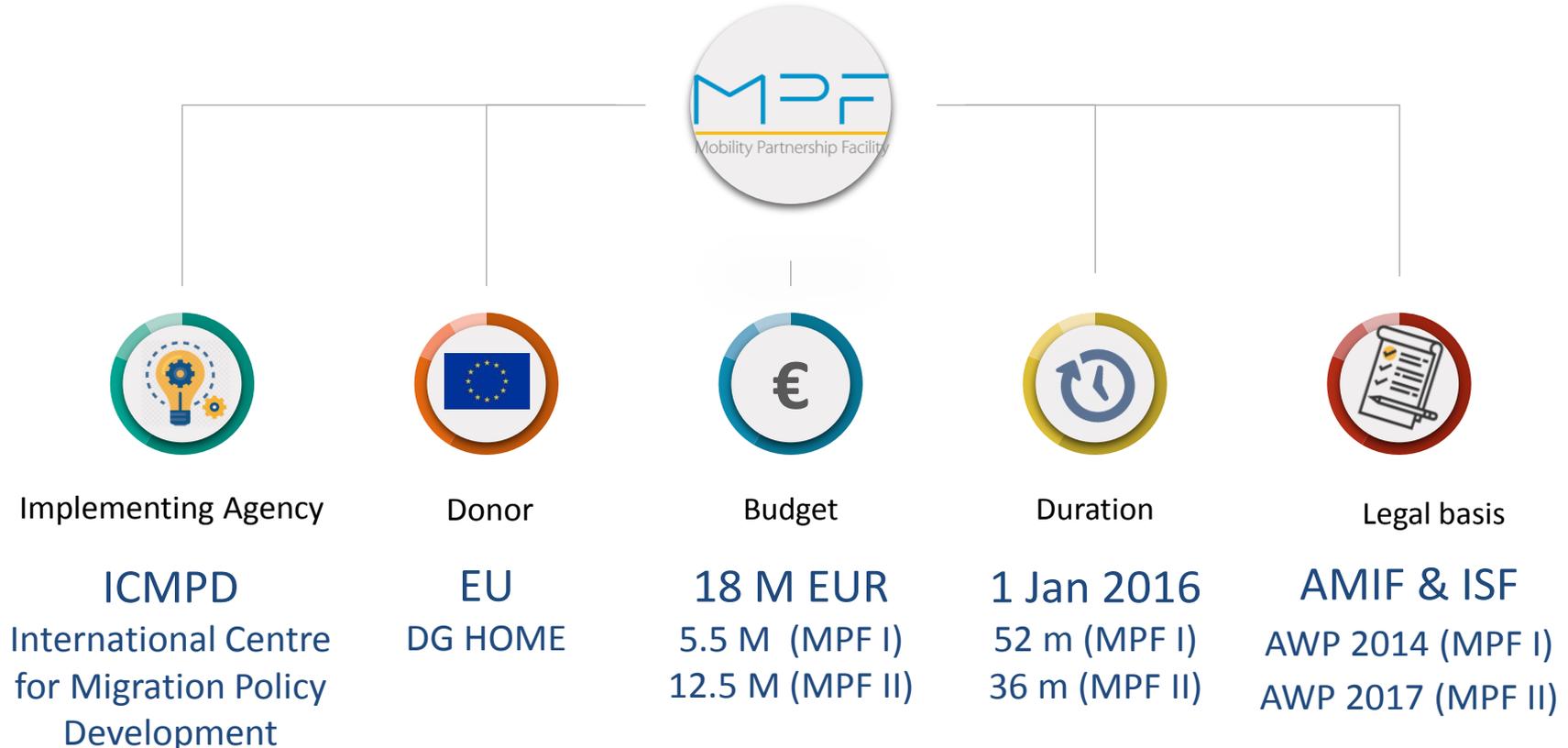
**Most signed MPs:**

- Jordan (18),
- Georgia, Moldova (16)
- Armenia, Tunisia (10)

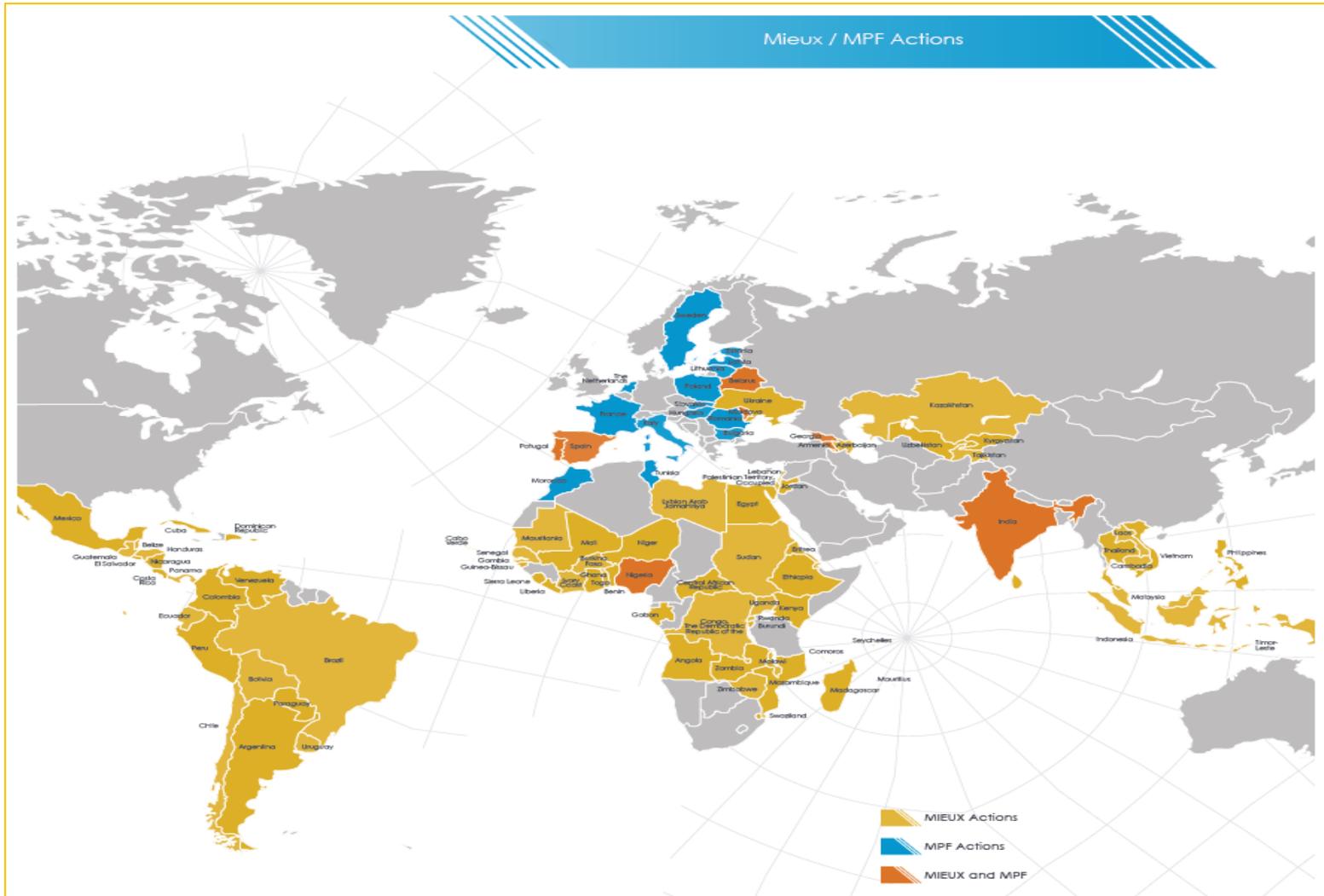


# MPF in a nutshell

MPF supports the preparation and implementation of **Mobility Partnerships (MPs)** and **Common Agendas on Migration and Mobility (CAMMs)** by providing targeted, flexible and tailor-made assistance, mainly through **grant contracts** signed with EU MS.



# MPF as part of ICMPD Global Initiatives



# “Forging Partnerships on Migration”

13

In 25 months for a value of approx. EUR 3M

24

Countries involved (16 EU MS, eight partner countries)

80

250

Migrants supported - Safely assisted in return

300

850

Participants to peer events - Officials / migrants trained

1.5

M

Estimate of people reached by information campaigns

C

Enhanced cooperation based on mutual trust

# Support to VLAP – ENIGMMA Project

## EU-Georgia Visa Liberalisation: Timeline



Dec 2013 – ENIGMMA – Jul 2017

Strengthening migration governance framework in Georgia in line with the Visa Liberalisation Action Plan four blocks:

1. Document security and biometrics,
2. Migration management and asylum,
3. Fight against organised crime and data protection,
4. Citizens' rights.

# Main elements of the evaluation

## Scope:

The Graduate School of Governance of the **Maastricht University** (NL) conducted an independent evaluation of three Mobility Partnerships to:

- **examine** their successes and achievements, as well as functioning and implementation;
- identify challenges and recommend areas for improvement in the future.

## Key facts:

### **Countries:**

Cape Verde, **Georgia**, **Moldova**

**Duration:** 6 months (Oct 2017 – April 2018)

### **Document review and background research:**

End 2017

**Fieldwork:** 78 (102),

### **Field missions:**

Praia (Jan 2018) , Chisinau (Feb 2018), Tbilisi (Mar 2018)

## Methodology limitations:

- **Perception-based** assessment
- **Migrants not included** in the evaluation
- Not possible to identify **direct causality** between MPs and effectiveness.
- MPs are “**on-going** cooperation process”
- Sample **not representative** of all MPs (limitation based on selection criteria).

## Analysis:

The evaluation analysed the impacts of the MP on key areas of migration governance, including capacity building, the implementation of legal commitments, **border management**, international protection, **legal mobility**, and migration and development.

# Outcomes: Moldova

## Objectives and expectations:

Primary goals of the Moldovan Government:

- **EU visa liberalisation**
- **Stopping significant irregular outflow of Moldovans** leaving the country to the European Union

Secondary goals included:

- Enhance relations with EU MS (to negotiate labour migration agreements)

## Implementation:

- Satisfactory monitoring and coordination (HLMs held annually since signature)
- MP Monitoring Committee, newsletters examples of architectural adaption
- Lack of EU MS involvement HLM/LCP
- Confusion between goals of HLM/LCP
- HLMs and LCPs offer limited opportunity for vision-setting or problem-solving
- Difficulty in use of data in scoreboard

## Impacts:

- Change in mind-set (encouraged goal orientation and creative problem-solving);
- Significant impact in improving human, institutional and legislative capacity;
- **Very limited impact on longer term legal migration;**
- Numerous successful projects in irregular migration and border management as well as M&D (diaspora).

## Challenges:

- High staff turnover
- Limited human resources
- Lack of institutional memory
- Corruption / poor investment climate
- Project overlap within the MP
- Difficulty in impact monitoring
- Lack of project sustainability
- Uneven distribution of projects across GAMM
- Absence of specific funding mechanisms

# Outcomes: Georgia

## Objectives and expectations:

Primary goals of the Georgia Government:

- **EU visa liberalisation;**
- Improve mobility through circular migration schemes;

Secondary goals included:

- Readmission agreement and improvement of conditions of GE citizens irregularly in the EU

## Impacts:

- Difficulties to assess impacts of Mp for some while others see it as catalyst for reforms;
- Progress in setting up frameworks and strengthen strategic coordination (MISMES);
- Significant impact in improving human, institutional and legislative capacity;
- **TIG instrumental to create a 2013 migration strategy with needed VLAP reforms.**

## Implementation:

- Monitoring and coordination suffered from various department being responsible, irregularity of meetings (only three in 10 years) and limited EU MS involvement.
- **Gap 2012-2016 replaced by VLAP focus**
- Establishment of SCMI success factor for coordination, monitoring and strategy
- HLMs and LCPs offer limited opportunity for vision-setting or problem-solving

## Challenges:

- Different pace depending on whether EU and GE priorities match (**VLAP**)
- Limited institutional memory across EU, EU MS and GE actors
- Difficulty in coordinating and monitoring work and impact of MP (ownership of the file)
- Lack of project sustainability (TIG)
- Internal and EU “reflection” on the instrument
- Absence of specific funding mechanisms

# General outcomes

## Institutional capacity

Difficult to disentangle the effects of the MP vs legal instruments such as RAs, VFAs or VLAPs, but a **significant improvement** was noted in **human, institutional and legislative capacities** (e.g. alignment of migration-related legislation to EU standards, creation of specific ministries, some dealing directly with migration, mainstreaming of M&D objectives into legislation)

## Key developments

Positive effects in the area of **border management and countering irregular migration**. Multilateral projects resulted in a greater availability of technical equipment, heightened levels of subject matter expertise, enhanced professional networks and the identification of shared objectives between MS and partner countries, laying a foundation for future collaboration.

## Missed opportunities

Impacts on international protection, **enhanced legal mobility** and leveraging migration for development are diverse. The state of asylum systems varies greatly. **Despite of progress on visa (facilitation / liberalisation was welcomed)**, there is a **perceived failure to create new avenues for temporary or circular labour migration**. MP to test more complex development-related initiatives including diaspora engagement and better equipping migrants with skills and knowledge.

## Governing structure

The strength of implementation and monitoring structures dedicated to the MP in each of the partner countries varied, with **effective structures correlated with a strong sense of ownership and coupled by regularly occurring meetings** focused solely on migration issues and a high level of involvement of EU MS. Data tools (“scoreboards”) considered outdated, poorly structured and missing significant information. Confusion regarding the scope of the MP as a political framework and the criteria to use existing data tools.

# Main recommendations

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- ❑ Reflect a large number of stakeholder's views engaging in clear communication activities, including on the expectations around “mobility” and legal migration opportunities;
- ❑ Increase financial and human resources dedicated to MP, by recognising the MPF as a key driving force behind their implementation;
- ❑ Involve a larger number of international stakeholders to play a larger role in implementing the MPs, while clarifying the role of and properly equipping EU Delegations;
- ❑ Adapt MP governance and monitoring and implementation tools to better accommodate analytical thinking, critical discussion and forward-looking.

# Way forward for MPs

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## MP unexploited potential

- Use of coordination mechanisms at national / international level
- Political steering, identification of objectives, evaluation of results
- Focused approach (circular migration, document security)

## Persisting challenges

- Limited visibility of the MP / institutional memory / HR
- Fluctuating political relevance of the instrument
- Building mutual trust requires time, commitment and resilience

## MPF benefits

- Tool to add concrete actions and “sense” to the policy framework
- Targeted / flexible nature
- Encourage partnerships via concrete actions, peer-to-peer exchanges and collection of operational priorities

## Future expectations

- Enhance regional multidisciplinary approaches to cooperation on migration related issues
- Regular coordination allows for anticipation of responses and prioritisation of operational needs



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