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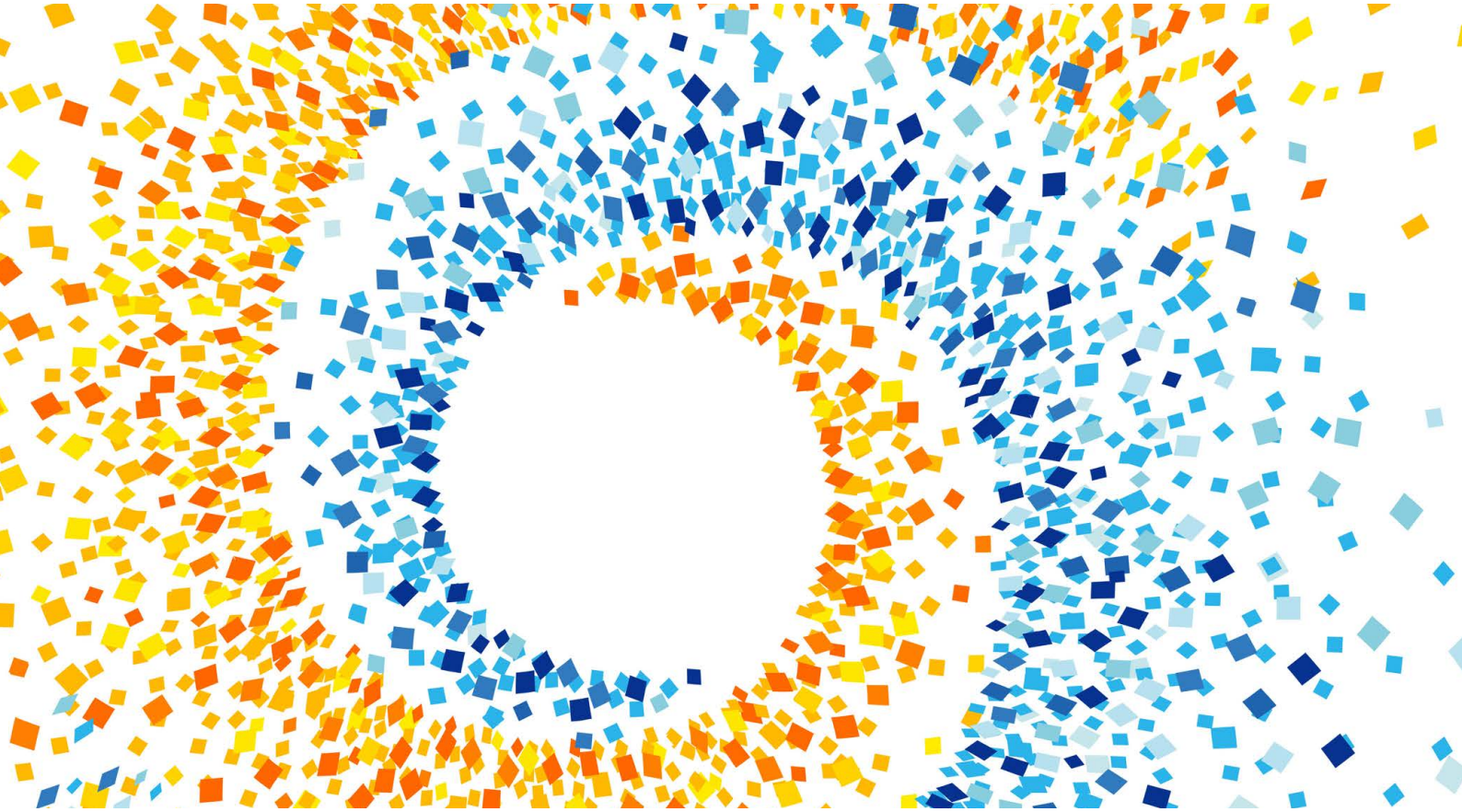

# Migration and development cooperation

European Migration Network Inform

September 2024

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## Explanatory note

This inform was prepared on the basis of national contributions from 22 EMN NCPs (AT, BE, CY, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, NL, PL, PT, SE, SI, SK, RS) collected via an AHQ developed by the EMN NCPs to ensure, to the extent possible, comparability. The information contained in this inform refers to the situation in the abovementioned EMN Member and Observer Countries up to February 2024.

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## For more information

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# 1. KEY POINTS TO NOTE

- European Migration Network (EMN) Member Countries and Serbia take different approaches to the migration-development nexus at policy and strategic level. Belgium, Germany, France and Italy have dedicated strategies to implement the migration-development nexus. Fifteen EMN Member Countries include links between migration and development in national development cooperation strategies, while 10 cover this aspect in their national migration strategies. In some cases, the links between migration and development are recognised in development cooperation and/or migration strategies for specific geographical regions. Cyprus, Ireland, Luxembourg and Poland do not directly address the issue in their national strategies.
- To facilitate decision-making and coordination on the migration-development nexus, six EMN Member Countries have established dedicated cooperation structures (e.g. joint platforms, working groups). In some cases, coordination is through regular exchanges or participation in broader interministerial platforms.
- At geographical level, EMN Member Countries primarily prioritise Sub-Saharan Africa, specifically the Sahel and the Greater Horn of Africa. Other significant regions include the Middle East, North Africa, Eastern Partnership countries, and Latin and Central America.
- In their work on the migration-development nexus, EMN Member Countries and Serbia cover a wide range of thematic areas including: creation of sustainable perspectives in countries of origin and destination to tackle the root causes of irregular migration; improvement of migration governance systems in partner countries; creation of opportunities for regular migration and skills mobility, including in regional contexts; voluntary return and sustainable reintegration; diaspora engagement; and awareness-raising on the links between migration and development.[1]
- Sixteen EMN Member Countries have financed and/or implemented programmes or initiatives with a migration-development nexus approach. Covering many of the thematic areas mentioned above, they target different populations, such as displaced people, migrants, returnees, host communities, local populations in partner countries, national actors and institutions, local civil society organisations. They are implemented in cooperation with a wide range of partners, including international organisations, national and international non-governmental organisations (NGOs), local organisations, national and local authorities, universities, and the private sector.
- A combination of national and European Union (EU) funds is often used to finance programmes and initiatives with a migration-development nexus approach.
- Although most EMN Member Countries monitor the implementation of programmes and initiatives with a migration-development nexus approach, they do so primarily through general monitoring mechanisms applicable to all development cooperation and/or migration initiatives. Only Austria, Belgium, Germany, France and the Netherlands have dedicated mechanisms to monitor and evaluate their contributions to the migration-development nexus at operational and/or strategic level.
- Several aspects are highlighted as good practices in addressing the links between migration and development. These often include good coordination among key stakeholders, the inclusion of migrants, diaspora populations and partner countries in the design and implementation of relevant programmes, the development of specific strategic guidelines/action plans for the implementation of the migration-development nexus, and the development of specific indicators to measure countries' work.
- Challenges hindering efforts to work on the migration-development nexus often include coordination challenges and access to funding.

# 2. INTRODUCTION

## Policy context

Migration and development cooperation are often approached as separate policy and operational fields, despite being positively interlinked in many ways. Although there is no single agreed definition of the **migration-development nexus**, it is commonly understood as 'the totality of mechanisms through which migration and development dynamics affect each other'.[2]

In recent years, the growing number of forcibly displaced people has moved migration up the development agenda. At the same time, migration management actors are increasingly interested in development cooperation as an instrument to achieve migration governance-related objectives. This growing interest has translated into a number of strategies, policy documents and institutional changes at EU and international level (e.g. within the United Nations (UN) system) that look at reinforcing policy and operational coherence between these two fields.

1 This inform primarily focuses on programmes/initiatives eligible for Official Development Assistance (ODA) according to the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD). Nonetheless, other initiatives including a migration-development nexus approach that are not necessarily ODA-eligible were also reported where deemed relevant by the reporting countries. See: OECD, 'Migration-related activities in official development assistance (ODA)', https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/migration-oda.htm#:~:text=ODA%20is%20aligned%20with%20development,Goals%20of%20the%202030%20Agenda, last accessed on 16 February 2023).

2 Carling, J., 'Thirty-six migration nexuses, and counting', 31 July 2017, https://jorgencarling.org/2017/07/31/thirty-six-migration-nexuses-and-counting/, last accessed on 3 October 2023.

Under EU law,[3] the EU and its Member States are committed to **Policy Coherence for Development (PCD)**, which requires development objectives to be taken into consideration in projects likely to have an impact on developing countries, including migration projects.[4] In 2005, the European Council launched the **Global Approach on Migration (GAM)**,[5] which established a framework for EU cooperation with third countries on migration and asylum and recognised the importance of harnessing the positive links between migration and development. Following a GAM evaluation in 2011, the European Commission launched the **Global Approach to Migration and Mobility (GAMM)**,[6] which recognised the importance of ensuring the complementarity of the EU external migration policy with broader foreign policy and development cooperation objectives. The fourth pillar of the GAMM aimed to increase the development impact of migration and mobility. The GAMM identified several ways to maximise development benefits, including: (i) reinforcing the EU's support for capacity-building in partner countries; ii) strengthening coordination and coherence between national migration and development policies, and (iii) forging links with the creation of employment and policies on education, health and housing.

PCD was reaffirmed in **the new European Consensus on Development**[7] adopted in response to the UN 2030 Agenda for Sustainable Development,[8] which recognises the positive ways in which migration and development influence one another. The Consensus highlights that well-managed migration and mobility can positively contribute to inclusive growth and sustainable development while development policies could contribute to addressing the root causes of irregular migration and promote the sustainable integration of migrants in host countries and returning migrants in their countries of origin or transit.[9] According to the 2019 EU Report on PCD, the European Commission's work on PCD in connection with migration has focused on: i) addressing the drivers/root causes of irregular migration and forced displacement; ii) enhancing partners' capacities for improved migration and refugee management; and iii) maximising the development impact of migration. However, the report also highlighted the challenge of ensuring that PCD is sufficiently considered in migration, primarily due to political sensitivities.[10]

The **European Agenda on Migration**[11] was adopted in 2015 and refers to the need to strengthen international partnerships and maximise development benefits in the context of legal migration. This was further materialised in the Valletta Action Plan,[12] which embedded the policy goal for the EU, its Member States and (African) associated countries to increase efforts to mainstream migration into development cooperation supported by the **EU Emergency Trust Fund for Africa (EUTF)**.[13]

In 2020, the European Commission presented a proposal for **a New Pact on Migration and Asylum**.[14] It included a number of regulations and policies to create a fairer, efficient and more sustainable migration and asylum process for the EU. After several years of negotiations, the Pact was agreed between the European Parliament and the Council in December 2023 and the legislative package was adopted in May 2024.[15] The text of the Pact highlights that partnerships with countries of origin and transit of migrants can be mutually beneficial for the economy, sustainable development, education and skills, stability and security, and relations with diasporas. It also points to existing links between the EU's development assistance and migration, as well as potential impacts of working to build stable and cohesive societies, reduce poverty and inequalities, and promote human development, jobs and economic opportunities on migration aspirations. Other integral components of the Pact are cooperation with partner countries on key areas such as legal migration, including EU Talent Partnerships,[16] as well as voluntary return and reintegration approaches that are better linked with other development initiatives.

A new funding instrument was established by the EU in 2021, the **Neighbourhood, Development and International Cooperation Instrument (NDICI) - Global Europe.**[17] It illustrates the importance of migration for the EU development budget, with a target to channel indicatively 10% of the NDICI-Global Europe budget to actions related to migration and forced displacement. The NDICI-Global Europe merges several former EU external financing instruments to deliver EU external

3 Treaty on the Functioning of the European Union (TFEU), Article 208, C 326/47, https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:12012E/TXT:en:PDF, last accessed on 3 October 2023.
4 European Commission – International Partnerships, 'Policy coherence for development, n.d., https://international-partnerships.ec.europa.eu/policies/european-development-policy/policy-coherence-development_en, last accessed on 16 February 2024.
5 European Council, 'Presidency Conclusions', Brussels, 15-16 December 2005, Press release, 17 December 2005, https://ec.europa.eu/commission/presscorner/detail/en/DOC_05_4, last accessed on 23 October 2023.
6 Communication from the Commission to the European Parliament on the Global Approach to Migration and Mobility, COM/2011/0743 final, https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:52011DC0743, last accessed on 3 October 2023.
7 Joint Statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the European Commission, 'The New European Consensus on Development: Our world, our dignity, our future', 2019, https://international-partnerships.ec.europa.eu/system/files/2019-09/european-consensus-on-development-final-20170626_en.pdf, last accessed on 31 October 2023.
8 UN General Assembly, 'Transforming our world: the 2030 Agenda for Sustainable Development', 2015, https://sdgs.un.org/2030agenda, last accessed on 3 October 2023.
9 Joint Statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the European Commission, 'The New European Consensus on Development: Our world, our dignity, our future', 2019, https://international-partnerships.ec.europa.eu/system/files/2019-09/european-consensus-on-development-final-20170626_en.pdf, last accessed on 31 October 2023.
10 European Commission, 'EU report on Policy Coherence for Development', SWD(2019) 20 final, https://international-partnerships.ec.europa.eu/system/files/2019-09/swd-2019-20-pcdreport_en.pdf, last accessed on 16 February 2024.
11 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, A European Agenda on Migration, COM(2015) 240 final.
12 Council of the EU, 'Valletta Action Plan', 2015, https://www.consilium.europa.eu/media/21839/action_plan_en.pdf, last accessed on 3 October 2023.
13 EUTF, 'Emergency Trust Fund for Africa', n.d., https://trust-fund-for-africa.europa.eu/index_en, last accessed on 3 October 2023.
14 European Commission, Communication on a New Pact on Migration and Asylum, COM(2020) 609 final, https://eur-lex.europa.eu/resource.html?uri=cellar:85ff-8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC_3&format=PDF, last accessed on 16 February 2024.
15 European Commission, Pact on Migration and Asylum, n.d., https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum_en, last accessed on 28 May 2024; Eur-Lex, 'Official Journal L series daily view', 2024, https://eur-lex.europa.eu/oj/daily-view/L-series/default.html?&ojDate=22052024, last accessed on 28 May 2024.
16 In the EU context, a Talent Partnership comprises a comprehensive EU policy framework as well as funding support for cooperation with third countries to better match labour and skills needs in the EU aimed at enhancing legal migration and mobility with key partners (EMN, 'EMN Asylum and Migration Glossary', n.d., https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary_en, last accessed on 3 May 2024.
17 Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, OJ L 209, p.1, https://eur-lex.europa.eu/eli/reg/2021/947/oj, last accessed on 3 October 2023.

policy priorities, including migration partnerships, more effectively.

In November 2023, the EU signed a new partnership agreement (**the Samoa Agreement**) establishing an overarching legal framework for EU cooperation with African, Caribbean and Pacific countries. The Samoa Agreement is based on six key priorities: human rights, democracy and governance; peace and security; human and social development; inclusive, sustainable economic growth and development; environmental sustainability and climate change; and migration and mobility.[18]

**The UN 2030 Agenda for Sustainable Development contains specific targets and actions related to migration**

**SDG 10.7** - Safe and regular migration
**SDG 10.c** - Remittances

**SDG 8.8** - Migrant workers, women migrants

At global level, a number of documents and international agreements refer to the migration-development nexus. For example, by making mobility an integral component of the Sustainable Development Goals (SDGs),[19] the **UN 2030 Agenda for Sustainable Development**[20] acknowledges the migration–development nexus and calls for stronger coherence between migration and development agendas. The 2030 Agenda explicitly recognises the positive contribution of migrants to inclusive growth and sustainable development and acknowledges that international migration is a significant multidimensional reality for the development of countries of origin, transit and destination, and thus requires coherent and comprehensive responses. This idea was reiterated in the **Global Compact for Safe, Orderly and Regular Migration (GCM)**,[21] which covers all dimensions of international migration holistically and comprehensively. The GCM expressly asks for a commitment to empower migrants and diasporas to maximise their development contributions and harness the benefits of migration as a source of sustainable development, as well as to minimise the adverse drivers and structural factors that compel people to leave their countries of origin. The **Global Compact on Refugees (GCR)**[22] prescribes that states and other development actors should increase their engagement with refugees and host communities, including providing development assistance with direct benefits to these groups.

## Aim and scope of the inform

The migration-development nexus is increasingly important at EU and international level, yet a general mapping of national policies and programmes/initiatives remains largely absent. This inform presents an overview of national initiatives in EMN Member Countries and Serbia implementing the migration-development nexus:

- **At strategic and regulatory level:** looking at whether and how the link between migration and development is embedded in the institutional structure and policy strategies of EMN Member and Observer Countries; and how the different migration and development authorities and other relevant stakeholders cooperate at national level;
- **At operational level:** providing an overview of how EMN Member and Observer Countries have operationalised the migration-development nexus; exploring the main sources of funding used; target groups and cooperation with different partners; and how results and impacts are measured.

The inform also reflects on good practices and challenges encountered by EMN Member Countries and Serbia when implementing the migration-development nexus.

This inform looks at how legally binding and non-binding policies, programmes and initiatives connect migration and development in EMN Member Countries and Serbia. It focuses on programmes/initiatives eligible for Official Development Assistance (ODA) according to the Development Assistance Committee (DAC) of the OECD.[23] Where relevant, other initiatives with a migration-development nexus approach that are not necessarily ODA-eligible are also included where deemed relevant by the reporting countries.

The inform covers current national strategies and policies, as well as specific programmes and initiatives implemented and/or funded within the framework of the (bilateral or multilateral) cooperation of EMN Member Countries and Serbia[24] with partner third countries. All initiatives reported here were ongoing or completed between 2019-2023.

The analysis was prepared on the basis of contributions from 21 EMN Member Countries and Serbia.[25]

18 Council of the EU, 'Samoa Agreement', n.d., https://www.consilium.europa.eu/en/policies/samoa-agreement/, last accessed on 15 April 2024.
19 For a comprehensive overview of the correlation between the SDGs and migration, see IOM, 'Migration and the 2030 Agenda', https://publications.iom.int/system/files/pdf/sdg_en.pdf, last accessed on 8 November 2023.
20 UN General Assembly, 'Transforming our world: the 2030 Agenda for Sustainable Development', https://sdgs.un.org/2030agenda, last accessed on 3 October 2023.
21 UN General Assembly, 'Global Compact for Safe, Orderly and Regular Migration', n.d., https://sdgs.un.org/2030agenda, last accessed on 3 October 2023.
22 UN, 'Global Compact on Refugees', 2018, https://www.unhcr.org/media/global-compact-refugees-booklet, last accessed on 3 October 2023.
23 According to the DAC, ODA to migration projects relates mainly to support given to developing countries. One key element for a programme to be ODA-eligible is that it primarily aims to promote development in the recipient country, rather than addressing domestic (migration) concerns in donor countries (OECD, 'Migration-related activities in official development assistance (ODA)', n.d., https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/migration-oda.htm#:~:text=Activities%20with%20the%20main%20benefit,and%20human%20rights%2C%20qualify%20as, last accessed on 16 February 2023.
24 Although Serbia is reported here as a country of destination for migrants, for some EU Member States it may also be a third country of origin/transit of migrants, thus targeted by actions addressing the migration-development nexus.
25 AT, BE, CY, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, NL, PL, PT, SE, SI, SK, and RS.

# 3. MIGRATION-DEVELOPMENT NEXUS IN NATIONAL POLICIES AND STRATEGIES

EMN Member Countries and Serbia address the interlinkages between migration and development in various ways at strategic and policy level. While some countries have specific strategies to implement the migration-development nexus,[26] others recognise existing links between these two fields in their broader development[27] and/or migration strategies.[28] Four EMN Member Countries do not directly address the migration-development nexus at strategic level.[29]

In most cases, links between migration and development are included in national development cooperation strategies, with several countries having a dedicated strategy or covering this aspect in their national migration strategies (see Table 1).

**Table 1. Overview of migration-development nexus in national strategies and policies**

| Strategic approach to the migration-development nexus | EMN Member and Observer Countries |
|---|---|
| Dedicated migration and development (nexus) strategy | BE, DE, FR, IT |
| National development cooperation strategy includes explicit links between migration and development | AT, BE, DE, EE, ES, FI, FR, HU, IT, LT, LV, NL, PT, SE, SK |
| Links between migration and development included in regional/country-specific development cooperation strategies | CZ, DE, EE, LT, SE |
| National migration strategy includes explicit links to development objectives | AT, CZ, DE, ES, FR, NL, PT, SI, SK and RS |
| Links to development objectives included in migration partnerships and/or strategies with specific countries | FI, LU, NL |

When programming in the context of the migration-development nexus, most EMN Member Countries and Serbia refer to the UN 2030 Agenda for Sustainable Development.[30] A number of countries also refer to the European Consensus on Development,[31] the GCR[32] and the GCM.[33] The New Pact on Migration and Asylum[34] and the principles and criteria developed by the OECD-DAC[35] are mentioned in some national strategies. Other examples of international and EU legal and policy documents referenced by EMN Member Countries include: the GAMM;[36] the NDICI-Global Europe Regulation;[37] the Joint Valetta Action Plan (JVAP);[38] the New York Declaration for Refugees and Migrants;[39] the Refugee Convention;[40] the EU strategy on voluntary return and reintegration;[41] the EU Talent Partnerships initiative;[42] EU External Investment Plan;[43] the Addis Ababa Action Agenda on Financing for Development;[44] the Paris Agreement;[45] and the Busan Partnership Agreement.[46]

## National strategic approaches to the migration-development nexus

### Dedicated migration and development strategies

Belgium, Germany, France and Italy have dedicated migration and development strategies or action plans that set specific objectives for their work on the migration-development nexus.[47] Most were adopted within the last five years, reflecting a growing interest in the interlinkages between migration and development at national level (see Table 2). All strategies are embedded

26 BE, DE, FR, IT.
27 AT, DE, EE, ES, FI, FR, HU, IT, LT, LV, NL, PT, SE, SK.
28 AT, CZ, DE, ES, FR, NL, PT, SK, and RS.
29 CY, IE, LU, PL.
30 BE, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, NL, PT, SE, SI, SK, and RS.
31 CZ, ES, IT, LV, PT, SK.
32 AT, BE, CZ, DE, ES, FR, IE, IT, NL, SE, and RS.
33 BE, DE, ES, FR, IE, IT, NL, SE, and RS.
34 BE, CZ, FR, IT, SE, SI.
35 BE, ES, HU, IE, IT, SK.
36 FR, PT.
37 AT, IT, PT, SI.
38 FR, PT.
39 BE, ES, IT. UNHCR, 'New York Declaration for Refugees and Migrants', 2016, https://www.unhcr.org/media/new-york-declaration-refugees-and-migrants-0, last accessed on 11 March 2024.
40 AT, NL. United Nations High Commissioner for Refugees (UNHCR), 'Convention and Protocol Relating to the Status of Refugees', 2010, https://www.unhcr.org/media/convention-and-protocol-relating-status-refugees, last accessed on 11 March 2024.
41 BE. Communication on the EU strategy on voluntary return and reintegration, COM/2021/120 final, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52021DC0120&qid=1632401748181, last accessed on 11 March 2024.
42 BE. European Commission, 'Talent Partnerships: Commission launches new initiative to address EU skills shortages and improve migration cooperation with partner countries', Press release, 11 June 2021, https://ec.europa.eu/commission/presscorner/detail/en/ip_21_2921, last accessed on 11 March 2024.
43 FR. European Commission, 'EU External Investment Plan', n.d., https://commission.europa.eu/system/files/2019-11/factsheet_eip_en.pdf, last accessed on 11 March 2024.
44 SK. UN, 'Addis Ababa Action Agenda', n.d., https://sustainabledevelopment.un.org/index.php?page=view&type=400&nr=2051&menu=35, last accessed on 11 March 2024.
45 ES, LV, SK. UN, 'Paris Agreement', 2015, https://unfccc.int/sites/default/files/english_paris_agreement.pdf, last accessed on 11 March 2024.
46 LV. OECD, 'The Busan Partnership for Effective Development Co-operation', n.d., https://www.oecd.org/dac/effectiveness/busanpartnership.htm, last accessed on 11 March 2024.
47 BE, DE, FR, IT.

in the countries' broader migration[48] and/or development programmes.[49]

These migration and development strategies address the migration-development nexus from slightly different perspectives, such as focusing on enhancing migration management, voluntary return and reintegration, or reducing the root causes of irregular migration. However, common objectives include integrating the migration dimension into development actions, harnessing the potential of regular migration for sustainable development, and ensuring protection and respect for human rights (see Table 2).

**Table 2. Overview of national migration and development strategies**

| EMN Member Country | National strategy/ policy | Migration-development nexus objectives |
|---|---|---|
| **Belgium** | Strategy Paper on Migration as a driver for sustainable development (2022) | ■ To support and promote good management of migration by actors at all levels (international, national, regional, local) and by actors in the intervention countries of Belgian Development Cooperation, with a view to achieving sustainable development<br>■ To encourage public debate in Belgium and in the intervention countries of Belgian Development Cooperation on the link between migration and development<br>■ To promote the protection and respect of human rights (including access to basic services and common goods), as well as the well-being and resilience of migrants (including internally displaced persons and stateless persons), refugees and host communities<br>■ To harness and promote the potential of migration for sustainable development |
| **France** | International Migration and Development Action Plan (2018-2022) | ■ To improve the governance of migration for human security and development<br>■ To enhance the contribution of migration to development<br>■ To integrate the migration dimension into development policies<br>■ To guarantee respect for fundamental rights and protect migrants<br>■ To promote responsible discourse on migration and the migration-development nexus |
| **France** | International Migration and Development Action Plan (2023-2030) | The revised Strategy underlines France's commitment to implementing a global approach covering all aspects of human mobility. It is based on the new international and European normative framework (Partnership for Mobility and Migration (PMM), JVAP, Cadiz Action Plan). It will be structured around the five pillars of the JVAP:<br>■ Development benefits of migration and addressing the root causes of irregular migration and forced displacement<br>■ Legal migration and mobility<br>■ Protection and asylum<br>■ Prevention and fight against irregular migration, migrant smuggling and trafficking in human beings<br>■ Return, readmission and reintegration<br>The Strategy will pay particular attention to civil society, notably organisations from the diaspora |
| **Germany** | Strategy for Migration and Development: Action Plan for the External Dimension of Migration and Refugee Policy (2016) | ■ To reduce the causes of displacement and irregular migration<br>■ To improve protection and support for refugees in host countries<br>■ To harness the potential of regular migration<br>■ To facilitate return and reintegration of individuals without prospects of staying in Germany |

48 DE, FR.
49 BE, FR, IT.

| EMN Member Country | National strategy/ policy | Migration-development nexus objectives |
|---|---|---|
| **Italy** | Strategic Guidelines on the Migration and Development nexus (2023) | ■ To improve migration governance with partner countries<br>■ To enhance the contribution of regular migration to the development of partner countries<br>■ To integrate migration as a cross-cutting issue in development cooperation policies and activities<br>■ To ensure assistance and protection for vulnerable individuals<br>■ To promote responsible and informed narratives on migration |

## Links to migration in national development cooperation strategies

**In most EMN Member Countries, national development cooperation strategies explicitly link migration and development**.[50] In Austria, migration and displacement are formulated as one of the three global challenges shaping development policy for 2022-2024. In Italy, the migration-development nexus is one of the priorities in the Three-Year Programming and Policy Planning Document 2021-2023, which identifies thematic and sectoral priorities in sustainable development. The Spanish[51] and French[52] national development strategies explicitly recognise that legal migration can contribute to inclusive growth and sustainable development, benefiting origin and host countries. One of the pillars of the Portuguese Development Cooperation Strategy recognises existing interconnections between migration and development policies. Estonia's National Development Cooperation Strategy does not cover migration-related topics, but links between migration and development are included in the Foreign Policy Development Plan 2030 and the Estonian Development Cooperation and Humanitarian Aid Programme. In Slovenia, the National Development Cooperation and Humanitarian Aid Strategy does not include explicit links between development and migration, but these are addressed in the Country's Foreign Policy Strategy. In Belgium, in line with the Strategy Paper on Migration as a driver for sustainable development, the Governmental Development Agency's strategy identifies human mobility as a leverage for sustainable development.

In most national development cooperation strategies, the link between migration and development is recognised in connection with poverty eradication and the improvement of political, economic and social conditions in partner countries, with a view to addressing the root causes of irregular migration and displacement.[53] In Hungary and the Slovak Republic, this is the only link between migration and development in national development cooperation strategies. Other links included in national development cooperation strategies are the facilitation of orderly and safe migration as a development objective,[54] links between voluntary return and sustainable reintegration and development,[55] the contribution of diasporas to sustainable development,[56] and the fight against trafficking against human beings.[57]

Although the national development strategies of Luxembourg and Ireland do not explicitly link migration and development, their strategies nevertheless contain some implicit links between the two fields. Luxembourg's development strategy refers to the need to address the root causes of migration, particularly through poverty eradication, while Ireland's international development policy, 'A Better World', covers migration under the strategic priority of reducing humanitarian need.

In five EMN Member Countries, links between migration and development are recognised in **development cooperation strategies for specific geographical regions**.[58] In the Czech Republic, links between development assistance and migration are included in regional response programmes for the Middle East, Africa and Ukraine. In Germany, the Federal Ministry for Economic Cooperation and Development's (BMZ)'s Strategy, 'Shaping the Future Together with Africa,' recognises the need for close cooperation (including with the African Union) to ensure that migration is beneficial, fair and development-oriented for countries of origin and destination, as well as for migrants themselves. In Sweden[59] and Estonia,[60] several bilateral and regional development cooperation strategies include objectives related to migration.

Since 2023, French development aid has increasingly targeted countries of origin of irregular migration flows. A list of 15 priority countries for French migration cooperation primarily concerns the regions of sub-Saharan Africa, North Africa and the Middle East, the Indian subcontinent, and certain overseas territories (French Guiana, Mayotte).

**Box 1: Swedish reform of its development cooperation policy**

In December 2023, Sweden presented a new agenda for development assistance, requiring migration

50 AT, BE, DE, EE, ES, FI, FR, HU, IT, LT, LV, NL, PT, SE, SK.
51 National Development Cooperation Strategy (2018-2021, still in force).
52 Conclusions of the Interministerial Committee for International Cooperation and Development (*Comité interministériel de la coopération internationale et du développement*, CICID) of 30 November 2016.
53 AT, ES, FR, HU, IT, LT, NL, PT, SE, SK.
54 BE, DE, ES, FR, IT, LV.
55 DE, FR, IT, SE.
56 AT, BE, DE, FR, IT.
57 BE, FR.
58 CZ, DE, EE, LT, SE.
59 As of February 2024, seven of Sweden's development cooperation strategies included migration-related objectives. Four regional strategies (Africa, Asia, Latin-America, Syria crisis) and two bilateral strategies (Iraq, Uganda). In March 2024, a new strategy was decided for Sweden's regional development cooperation with MENA, which includes migration-related objectives.
60 Estonia's Strategy for Africa for 2020-2030 and bilateral cooperation agreements with Ukraine, Georgia, Moldova, and Belarus.

policies to be better linked to development cooperation policies. The new development assistance agenda recognises that addressing global challenges linked to irregular migration and forced displacement, return and repatriation require an increased focus on migration in development cooperation. It also highlights that development cooperation has a key role to play in strengthening the positive contribution of returning and repatriated migrants to development in low- and middle-income countries. Priorities in the new agenda include countering irregular migration, promoting return, voluntary repatriation and sustainable reintegration, and mitigating the root causes of irregular migration and forced displacement.

## Links to development objectives in national migration strategies

**Nine EMN Member Countries and Serbia explicitly recognise the links between migration and development cooperation objectives in their national migration strategies**.[61] This is primarily connected to the promotion of regular migration pathways[62] and the need to tackle the drivers of irregular migration.[63] The Report of the Migration Council for Austria – which sets the objectives for national migration policy – states that development cooperation is directly linked to migration and notes the need to improve coordination between these two areas. One of the chapters explicitly references the impact of migration in regions of origin and declares that the education of migrants who return to their home country after completing their training is the most effective and sustainable form of development cooperation. In Portugal, the National Implementation Plan of the GCM contains two objectives specifically linking migration and development cooperation (i) the need to minimise drivers for migration by promoting sustainable development, investing in job creation and reinforcing institutional capacities of countries of origin and transit on education, vocational training, and empowerment of youth and women; and ii) enhancing the availability and flexibility of pathways for regular migration. In Sweden, the Ordinance with Instructions for the Swedish Migration Agency states that the Agency must assist the government on migration within the framework of development cooperation. The Migration Policy of the Slovak Republic recognises the links between migration and development in connection with the prevention of irregular migration, promotion of circular migration, and granting of scholarships for the development of partner countries.

Belgium's national migration strategy makes no link to development objectives. However, Belgian actors in migration are increasingly incorporating development-related activities and objectives in their work. The Federal Agency for the Reception of Asylum Seekers (Fedasil) has increasingly linked migration and development in its internal policy documents and actions and cooperates with the Belgian Development Cooperation and the Belgian Development Agency (Enabel). The Belgian Immigration Office also cooperates closely with the Federal Public Service (FPS) Foreign Affairs, Development Cooperation and Enabel. Similarly, while Italy's national migration strategy has no link to development cooperation, the Italian Cooperation Agency and the Ministry of Labour and Social Policy are progressively trying to foster interventions to promote and support labour migration and pilot skills-based migration patterns, as well as circular migration and 'accompanied' paths of regular work mobility.

In Austria, France and Serbia, links with development objectives are included in **specific (thematic) migration strategies or programmes.** In Serbia, the national Strategy on Migration Management and the Strategy for Economic Migration 2021-2027 include some development objectives (e.g. references to the important contribution of the diaspora to development, impact of voluntary return on development, and the need to promote regular mobility and enhance circular migration).

Finland, Luxembourg and the Netherlands include references to development objectives in their **migration partnerships and/or strategies with specific countries.**[64] Luxembourg's agreement on migration flows and supportive development with Cape Verde, for instance, explicitly recognises existing links between migration and development.

## Coordination to facilitate implementation of the migration-development nexus at national level

Six EMN Member Countries have established **dedicated cooperation structures** (e.g. platforms, working groups) to facilitate decision-making and coordination in relation to the migration-development nexus.[65] Finland established a working group between the Ministry of Foreign Affairs and the Ministry of the Interior, while Sweden recently established a network of representatives from the Ministry of Justice, Ministry for Foreign Affairs, the Swedish Migration Agency and the Swedish International Development Cooperation Agency (Sida). Slovenia established an interministerial working group to discuss migration and development issues three times a year.[66] The Czech Republic established an interministerial working group to coordinate the implementation of the 'Aid in Place' programme. Similarly, Belgium followed up implementation of the Strategic Note on Migration as a driver for Sustainable Development by establishing a monitoring platform to facilitate coordination among relevant actors (see Box 11).

**Box 2: Coordination of migration and development in Italy**

In Italy, Law 125/2014 established the National Council for Development Cooperation (CNCS) as a permanent instrument of participation, consultation and design of the Italian development cooperation system. The CNCS is divided into five thematic working groups, one dedicated to migration and development. It includes representatives from the Ministry

61 AT, CZ, DE, ES, FR, NL, PT, SI, SK and RS.
62 DE, ES, NL, PT, SK and RS.
63 CZ, DE, NL, PT, SI, SK.
64 FI (Somalia), LU (Cape Verde), NL (Egypt, Morocco, Nigeria).
65 BE, CZ, FI, IT, SE, SI.
66 Once a year, at State Secretary level, and twice a year at deputy head of working body level.

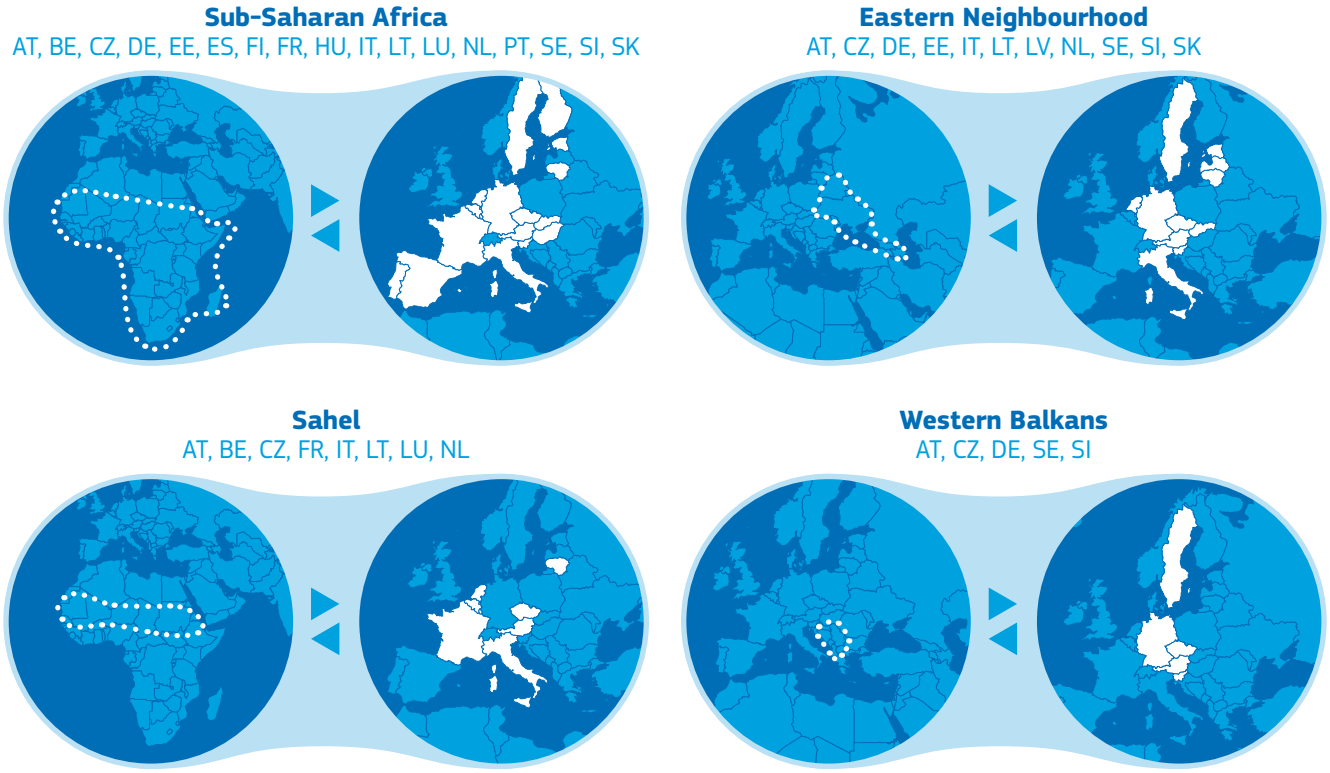
of Foreign Affairs and International Cooperation (MAECI), the Italian Agency for Development Cooperation (AICS), the Italian Development Bank (*Cassa Depositi e Prestiti - CDP*), the Ministry of Labour and Social Policy, the Ministry of the Interior, the National Association of Italian Municipalities, civil society organisations, diaspora associations, and universities. It is divided into three subgroups: i) policy coherence, with particular reference to the European framework; ii) integration of the migration theme in development cooperation policies and activities; and iii) involvement of diasporas in the Italian development cooperation system.

Coordination also takes place through **regular (formal and informal) exchanges,** including developing national strategic plans, or through participation in broader interministerial platforms.[67] Belgium has several (mostly informal) structures that facilitate coordination in implementing the migration-development nexus. These include the Coordination on Migration and Asylum Meeting (COORAM) (a preparatory meeting for the Working Party on External Aspects of Asylum and Migration), the preparatory meetings for the NDICI-Global Europe, and the informal group on legal migration and labour mobility, led by the Immigration Office and comprising all relevant Belgian actors. In Ireland, a cross-government interdepartmental group on migration meets regularly and the Development Cooperation Division of the Department of Foreign Affairs actively participates in the group. In addition to its specific network, Sweden has established structured bilateral dialogue between the Swedish Migration Agency and the Swedish International Development Cooperation Agency.

## 4. GEOGRAPHICAL PRIORITIES

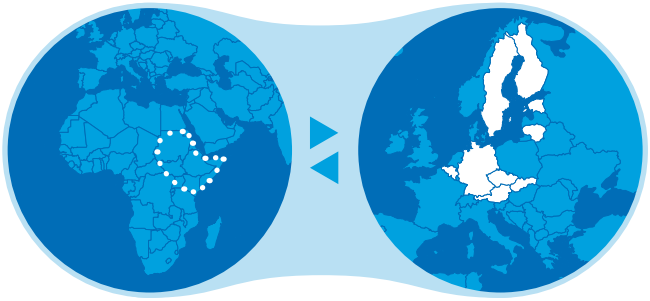
When addressing the migration-development nexus, EMN Member Countries have primarily prioritised countries in Sub-Saharan Africa,[68] specifically the Sahel[69] and the Greater Horn of Africa.[70] Countries in the Middle East, North Africa, Eastern Partnership countries, and some countries in Latin and Central America are a priority for a number of EMN Member Countries (see Figure 1).

**Figure 1. Overview of main geographical regions in which EMN Member and Observer Countries work on migration and development**




67 AT, BE, FR, IE, NL, SE.
68 AT, BE, CZ, DE, EE, ES, FR, HU, IE, IT, LT, LU, NL, PT, SE, SI, SK.
69 AT, BE, CZ, FR, IT, LT, LU, NL.
70 AT, BE, CZ, DE, EE, LT, SE, SK.

**Greater Horn of Africa**
AT, BE, CZ, DE, EE, FI, LT, SE, SK



**Latin and Central America**
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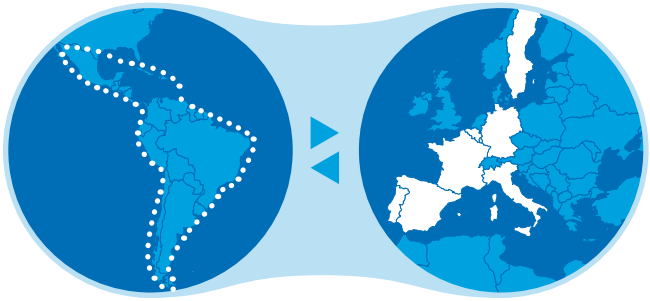
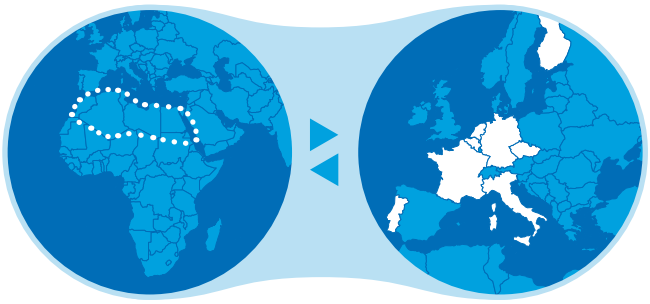
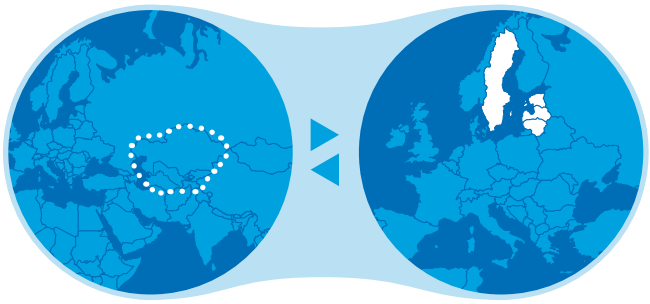


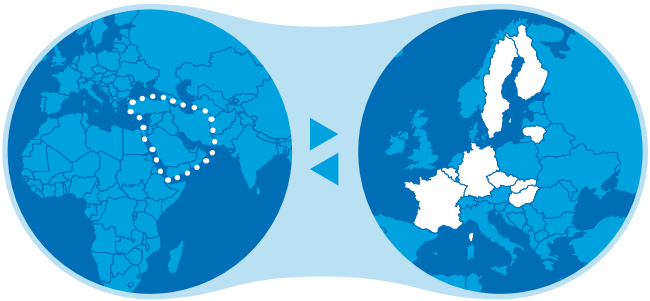
**North Africa**
BE, CZ, DE, FI, FR, IT, NL, PT



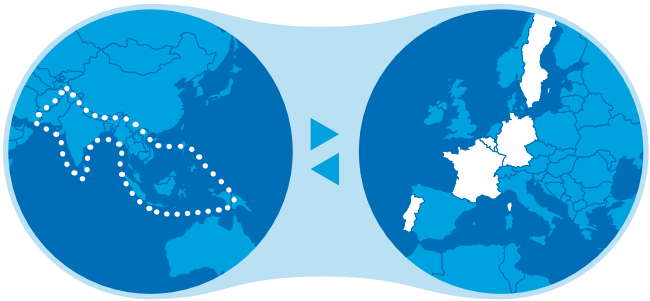
**Central Asia**
EE, LT, LV, SE



**Middle East**
BE, CZ, DE, FI, FR, HU, LT, SE, SK



**South and Southeast Asia**
BE, DE, FR, LU, PT, SE

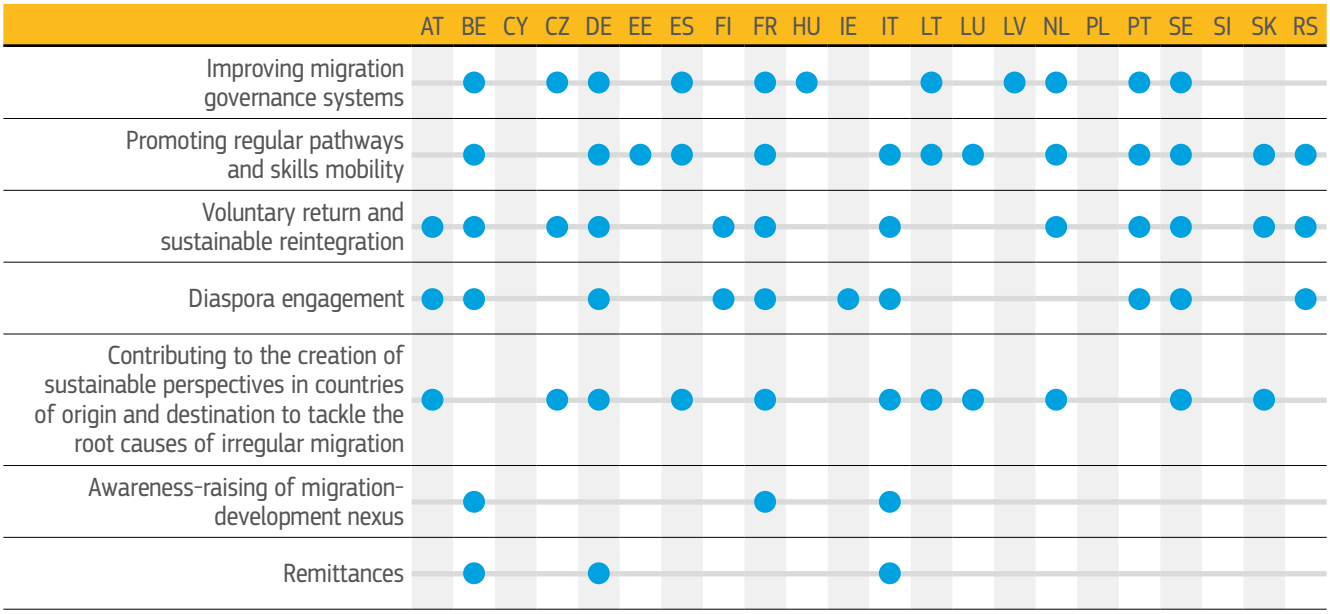


Although most EMN Member Countries have specific geographic priorities when implementing the migration-development nexus – either set in their national strategies or through the implementation of different programmes and initiatives – those are generally sufficiently flexible to adapt to changes in development priorities, changes in migratory routes, and contextual changes (e.g. political and socioeconomic changes, deterioration of the security situation in partner countries). In some cases, the specific countries prioritised vary depending on the themes and actors involved (e.g. mobility, voluntary return and reintegration, tackling root causes of irregular migration, improvement of migration governance). In Germany, regional migration governance programmes primarily target the East and Horn of Africa regions, while initiatives supporting labour migration and mobility target countries in North Africa (Egypt, Morocco, Tunisia). In Ireland, work on the migration-development nexus is thematic rather than geographical, but the relationship between migration and development in sub-Saharan Africa remains a priority.

## 5. THEMATIC AREAS COVERED BY THE MIGRATION-DEVELOPMENT NEXUS

EMN Member Countries and Serbia cover a wide range of thematic areas when addressing the interlinks between migration and development at strategic and/or operational level (see Figure 2).

## Figure 2. Main thematic areas in addressing the migration-development nexus




**Improving migration governance systems** in partner countries is one of the main areas prioritised by EMN Member Countries and Serbia when addressing the migration-development nexus.[71] Objectives include strengthening migration management capabilities (e.g. capacity-building),[72] reinforcing national (and regional) institutional migration frameworks,[73] and making mobility safer by combating migrant smuggling and trafficking in human beings.[74]

**The creation of opportunities for regular migration and skills mobility** is also a key area for the implementation of the migration-development nexus across EMN Member Countries.[75] With this aim, some countries have engaged in mobility partnerships,[76] adopted specific labour mobility schemes,[77] concluded skills partnership agreements or schemes,[78] or participate in Talent Partnerships.[79] In the context of labour mobility actions, some countries have prioritised the provision of support to circular migration schemes[80] and the promotion of south-south mobility.[81]

Several EMN Member Countries and Serbia address aspects of **voluntary return and sustainable reintegration**.[82] This includes providing support to local communities and local programmes for the reception and reintegration of migrants, or creating the necessary conditions to facilitate voluntary return of displaced populations after a crisis/conflict is over (e.g. improving socioeconomic and security conditions in countries of return).

EMN Member Countries and Serbia have also developed **actions and/or policies to foster diaspora engagement**.[83] Priorities include strengthening the economic, social, cultural and human contributions of members of the diaspora for the benefit of their countries of origin, supporting the investment and entrepreneurship potential of diaspora populations, reinforcing the capacities of diaspora associations, and involving them in development cooperation activities. Belgium, Germany and Italy have sought to maximise synergies between migration and development by **enhancing the impact of remittances** (e.g. fostering mechanisms that enable safe and cheaper financial transactions or facilitating access to financial services).

Half of the EMN Member Countries and Serbia have addressed the migration-development nexus by **contributing to the creation of sustainable perspectives in countries of origin and destination to tackle the root causes of irregular migration.**[84] Areas include improving employment prospects in partner countries (e.g. job creation, skill development and qualification programmes, livelihood programmes, improving working conditions, supporting business environments), ensuring

71 BE, CZ, DE, ES, FR, HU, LT, LV, NL, PT, SE, and RS.
72 BE, CZ, DE, FR, LT, SE.
73 BE, DE, ES, LT, SE.
74 BE, CZ, DE, FR, NL, PT, SE.
75 BE, DE, EE, ES, FR, IT, LT, LU, NL, PT, SE, SK, and RS.
76 BE, DE, IT, LU, NL, PT. A Mobility Partnership is a cooperation arrangement, based on political declarations, that provides the bilateral framework for dialogue and practical cooperation to address relevant migration and mobility issues of mutual concern primarily with EU neighbourhood countries, including short and long-term mobility, on a voluntary basis (EMN, 'EMN Asylum and Migration Glossary', n.d., https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary_en, last accessed on 3 May 2024).
77 BE, DE, EE, IT, LT, SK, and RS.
78 BE, DE, EE, IT, LT.
79 European Commission, 'Talent Partnerships', n.d., https://home-affairs.ec.europa.eu/policies/migration-and-asylum/legal-migration-and-integration/talent-partnerships_en, last accessed on 28 June 2024.
80 BE, IT, PT, SK, and RS. 'Circular migration' is a repetition of legal migration by the same person between two or more countries (EMN, 'EMN Asylum and Migration Glossary', n.d., https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary_en, last accessed on 3 May 2024).
81 DE, FR, PT.
82 AT, BE, CZ, DE, FI, FR, IT, NL, PT, SE, SK, and RS.
83 AT, BE, DE, FI, FR, IE, IT, PT, SE, and RS.
84 AT, CZ, DE, ES, FR, IT, LT, LU, NL, SE, SK, and RS.

access to basic services and social protection, and promoting respect for human rights.

Belgium, France and Italy have addressed the migration-development nexus by **raising awareness of the links between migration and development in partner countries.**

# 6. OPERATIONALISATION OF THE MIGRATION-DEVELOPMENT NEXUS

**Most EMN Member Countries have financed and/or implemented programmes or initiatives with a migration-development nexus approach.**[85] EMN Member Countries reported a number of examples of these types of initiatives across many thematic areas (see section 5), targeting different groups, such as displaced populations,[86] migrants (in third-countries of destination or transit),[87] returnees,[88] host communities,[89] local populations (in partner countries),[90] national actors and institutions (e.g. migration and border management actors, ministries, social services),[91] local civil society organisations,[92] the private sector,[93] and diaspora populations.[94] Some initiatives specifically targeted vulnerable groups[95] or young people.[96]

These initiatives have been implemented **in cooperation with different partners**, including relevant development and migration actors in EMN Member Countries, international organisations (primarily the International Organization for Migration (IOM) and the United Nations High Commissioner for Refugees (UNHCR)), national and international NGOs, local organisations, national and local authorities in partner countries (e.g. relevant ministries, specialised agencies), universities, and the private sector. Some examples of initiatives reported by EMN Member Countries are described more in detail in Boxes 3-8.

**Box 3: Belgium – Pilot Projects for Entrepreneurial Mobility (PEM) implemented by Enabel: PEM WECCO – Senegal and PEM N'Zassa – Côte d'Ivoire**[97]

Belgian exports to Senegal and Côte d'Ivoire, as well as Senegalese and Côte d'Ivoire exports to Belgium create mutually beneficial dynamics. Senegalese and Côte d'Ivoire companies can access networks of Belgian companies and potentially integrate them into their value chain while Belgian companies may get to know and invest in new markets. To capitalise on these links and offer new economic, inclusive and sustainable opportunities to small entrepreneurs – particularly young people and women – these pilot projects aim to contribute to the dialogue on migration governance between Senegal, Côte d'Ivoire and Belgium by testing an innovative approach of circular mobility between economic operators. PEM WECCO is financed by the EU (Migration Partnership Facility, MPF) and the Belgian Ministry of the Interior, while PEM N'Zassa is fully financed by the NDICI.

The PEM approach aims to connect entrepreneurial ecosystems in Senegal, Côte d'Ivoire and Belgium, with a particular focus on innovation, to encourage win-win business partnerships between PMEs within the targeted countries. Short circular mobility paths play a key role in strengthening these partnerships. In line with the priorities of the State of Senegal and the State of Côte d'Ivoire, PEM projects value and boost the contribution of the diasporas in national economies.

The PEM projects were implemented in cooperation with a wide range of national actors in Senegal and Côte d'Ivoire, as well as actors in Belgium (Belgian Ministry of the Interior, Fedasil, Flanders Investment and Trade, the Wallonia Export & Investment Agency, Hub.Brussels, and AFFORD Europe).

**Box 4: Germany - Centres for Migration and Development**[98]

From June 2023, Germany began to implement its flagship initiative 'Centres for Migration and Development' in Egypt, Ghana, Indonesia, Iraq, Jordan, Morocco, Nigeria, Pakistan and Tunisia. In Ghana the centre receives EU funding (NDICI) and as a result it has evolved into a Ghanaian-European Centre for Jobs, Migration and Development. Centres in Egypt and Morocco are also co-funded by the EU. In Jordan and Indonesia, new centres will be established, while centres in the other seven countries (previously focused on sustainable reintegration and promoting employment) will be expanded. The Centres offer people in partner countries support for regular migration to Germany, Europe and within their region, especially for the purposes of work and vocational training. They continue to assist returnees with sustainable reintegration and provide information on the risks of irregular migration.

85 AT, BE, CZ, DE, EE, ES, FI, FR, HU, IT, LT, LU, LV, NL, PT, SK.
86 AT, BE, CZ, DE, EE, ES, FR, HU, LU, NL, SK.
87 CZ, DE, ES, FI, FR, LU, NL.
88 BE, CZ, DE, ES, FI, IT, LU, NL.
89 AT, BE, CZ, DE, FR, HU, NL, SK.
90 BE, DE, EE, FI, FR, HU, IT, LT, LU, PT, SK.
91 BE, CZ, DE, FI, FR, IT, LT, LU, LV, PT.
92 BE, LU, NL.
93 BE, DE, IT, LU.
94 BE, DE, FI, FR, IT.
95 AT, BE, CZ, FI, FR, LU, NL.
96 AT, BE, CZ, EE, FR, IT, LT, LU, SK.
97 Enabel, 'PEM Entrepreneurship', n.d., https://stories.enabel.be/pem-entrepreneurship/index.html, last accessed on 14 March 2024.
98 BMZ, Centres for Migration and Development, n.d., bmz-factsheet-zentren-fuer-migration-und-entwicklung-en.pdf, last accessed on 22 April 2024.

This approach seeks to achieve a 'triple win' scenario: benefiting countries of origin through education and knowledge transfer, empowering migrants to make informed decisions, and meeting the needs of destination countries. For prospective migrants, the Centres offer valuable guidance on regular migration routes to Germany/Europe, including access to training opportunities and qualifications. This assistance aims to empower individuals to maximise their potential within existing migration pathways to Germany/Europe or within the region. The Centres take a comprehensive approach, raising awareness about the risks associated with irregular migration and assisting returning individuals to reintegrate into their home economies and societies. To ensure their sustained effectiveness, support is provided to enhance the knowledge and capacity of partner governments, local institutions and organisations.

**Box 5: Estonia and Lithuania – Digital Explorers**[99]

Building on a previous project, Digital Explorers II was launched in 2023 as a national talent partnership programme that creates opportunities for young information and communications technology (ICT) specialists from Kenya, Armenia and Nigeria to accelerate their careers in Europe's leading technology hubs in Estonia, Latvia and Lithuania.

Under Digital Explorer II, the Estonian Centre for International Development (ESTDEV) built a national talent partnership with Kenya, facilitating pre-training for 40 Kenyan ICT professionals, 20 of whom will be given the opportunity for further training and internship in Estonia for four months.

Building on the experience gained through the earlier Digital Explorers in 2019 between Lithuania and Nigeria (2022-2024), Lithuania is co-financing the Digital Explorers – Iraq Edition[100] project, which aims to facilitate digital talent development and mobility partnership between Lithuania and Iraq. This national talent partnership will focus on Lithuania's experience of creating a vibrant and competitive ICT sector that could strengthen the Iraqi economy, while also sharing Lithuania's know-how in training young people for ICT employment. The project is implemented by OSMOS Global Partnerships.

**Box 6: Finland – MIDA FINNSOM V**[101]

The first Finnish-funded MIDA project, implemented by IOM, started in Somalia in 2008. Phase V of the project will promote and enhance the active role of qualified Somali diaspora experts in improving health outcomes, especially sexual and reproductive health and rights in Somalia.

The project runs from 2022-2024 and will recruit diaspora experts, particularly from Finland, to train and mentor local health professionals such as doctors, nurses, midwives, health authorities and health educators in Somalia. Diaspora experts will also contribute to the development of strategies, plans and standards in the health sector. The project aims to strengthen the capacity of public health institutions to deliver and implement quality sexual and reproductive health and rights services and to develop related policies (Outcome 1) and to enhance the capacity of health institutions to support the long-term sustainable development of the health sector (Outcome 2). Somalia's Ministry of Health Development is the technical partner on the project and partnerships/synergies will be mapped with Finnish-Somali diaspora associations, as well as Finnish public health institutions.

**Box 7: France – Local management of migration in four Tunisian governorates**[102]

Since 2018, this project has targeted the socioeconomic integration of young people and the integration of migration into territorial development strategies in four Tunisian governorates (Jendouba, Médenine, Kasserine, Greater Tunis). The project is supported by the EUTF.

The partnership was between the French Development Agency (AFD) and NGOs Mercy Corps (specialised in the socioeconomic integration of young people) and *Grdr Migration-Citoyenneté-Développement* (specialised in local development strategies in migration areas).[103] It focused on supporting local authorities in Sbeïtla (Kasserine), Ain Draham (Jendouba), Beni Khedesh (Médenine) and Greater Tunis to draw up migration and development action plans involving all civil society stakeholders and the Tunisian diaspora. The project also had a direct impact on the socioeconomic integration of young women and men in the governorates through the creation of businesses, jobs and economic development. It also enabled the emergence of community-led cultural and social initiatives to strengthen the sense of collective belonging, particularly among disadvantaged young people.

99 Digital Explorers, n.d., https://digitalexplorers.eu/, last accessed on 14 March 2024.
100 Migration Partnership Facility, 'Digital Explorers – Iraq Edition', n.d., https://www.migrationpartnershipfacility.eu/mpf-projects/46-digital-explorers-iraq-edition/preview, last accessed on 14 March 2024.
101 Ministry For Foreign Affairs, n.d., Project Detail | OpenAid.fi | Databank on Finland's development cooperation, last accessed on 1 June 2024.
102 AFD, 'Local management of migration in four Tunisian governorates', 2018, https://www.afd.fr/fr/carte-des-projets/gestion-locale-des-migrations-dans-quatre-gouvernorats-tunisiens, last accessed on 2 May 2024.
103 *Grdr Migration-Citoyenneté-Développement* is an international association under French law made up of professionals (agronomists, economists, sociologists, geographers, urban planners, urban planners, social workers, etc.) who put their expertise at the service of the populations in the areas in which it operates. Grdr was set up in 1969 by West African nationals living in France. See: https://grdr.org/-Ce-que-nous-faisons-.

**Box 8: Italy – DRAFT the Future! Towards a Diaspora Forum in Italy**[104]

Funded by the Italian Development Cooperation, the project is implemented by IOM, supported by the cultural migrants' association, Le Réseau. The project supports diaspora associations in Italy to formalise their involvement within the Italian Development Cooperation system. In 2023, the Italian Coordination of Diasporas for Development Cooperation was born out of the project, comprising 100+ associations in nine regional networks (Piemonte, Lombardia, Liguria, Trentino, Friuli-Venezia Giulia, Lazio, Puglia, Sicily, Sardinia). It aims to expand and involve more diaspora organisations and will play an important intermediary role for all actors working in the field of migration, both nationally and internationally, covering development cooperation and global citizenship education activities.

Another component of the project is intended to finance micro-projects in third countries of origin of diaspora populations. These projects would be implemented by the diaspora associations themselves.

## Funding sources for migration-development nexus programmes and initiatives

EMN Member Countries use a **combination of national**[105] **and EU**[106] **funds** to finance programmes and initiatives with a migration-development nexus approach.

**National development cooperation funding** (e.g. from the Ministry of Foreign Affairs or the Ministry of Development Cooperation, national development agencies)[107] **is the most common source of funding** for migration-development nexus initiatives. Several countries have also funded relevant initiatives through national migration funding, albeit to a lesser extent (e.g. Ministry of the Interior, Ministry of Justice, Immigration Office).[108]

About half of the EMN Member Countries have used EU funds to work on the migration-development nexus.[109]

**Some of the EU funding instruments and/or mechanisms** most commonly used include: AMIF funding,[110] including funding granted under the MPF;[111] EUTF;[112] NDICI-Global Europe;[113] the Instrument for Pre-accession Assistance (IPA) III;[114] Twinning-IPA;[115] and the Recovery and Resilience Facility (RRF).[116]

## Monitoring and evaluation of migration-development nexus programmes and initiatives

**Most EMN Member Countries have processes to follow up the implementation of programmes and initiatives with a migration-development nexus approach** (e.g. to monitor how funds are used, types of activities implemented, whether objectives were achieved).[117] These are typically monitored **through general monitoring mechanisms applicable to all development cooperation and/or migration initiatives** funded or implemented by EMN Member Countries.[118] As part of this general monitoring process, several EMN Member Countries undertake field monitoring visits[119] and request implementing partners to submit progress reports and a final report to understand how funding was used, whether results were achieved, and to assess impact and policy coherence.[120]

**Five EMN Member Countries have dedicated mechanisms to monitor and evaluate their contributions to the migration-development nexus at operational and/or strategic level**.[121] In France and Belgium, the monitoring and evaluation of these results is carried out in connection with monitoring national strategies for migration and development (see Box 10 and Box 11). France undertook an inventory of the projects and policy initiatives contributing to the implementation of the International Migration and Development Action Plan 2018-2022. Similarly, the Austrian Development Agency (ADA) surveys the number and funding volume to migration-related projects each quarter. Austria, Belgium, Germany and the Netherlands use a set of indicators to measure their contributions to the migration-development nexus at operational (and strategic) level (see Annex 1).

104 Italian Development Agency, 'DRAFT the Future! Towards a Diaspora Forum in Italy', 2022, https://www.aics.gov.it/news/cooperazione-allo-sviluppo-con-il-progetto-draft-the-future-un-ruolo-ancora-piu-centrale-per-le-associazioni-delle-diaspore-in-italia/, last accessed on 7 June 2024.
105 AT, BE, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LT, LU, LV, NL, PT, SE, SI, SK.
106 AT, BE, DE, EE, FI, FR, IT, LT, LU, LV, SE.
107 AT, BE, DE, EE, ES, FI, FR, IE, IT, LT, LU, LV, NL, PT, SE, SI, SK.
108 BE, CZ, IT, LV, NL (Ministry of Justice and Security has an annual non-ODA budget, which is used to support migration partnerships).
109 AT, BE, DE, EE, FI, FR, IT, LT, LU, SE.
110 AT, BE, DE, FI, IT, LV, SE.
111 BE, DE, IT, SE.
112 BE, DE, FR, IT.
113 AT, BE, DE, FR, IT.
114 AT, SE.
115 SE.
116 SE.
117 AT, BE, CZ, DE, EE, FI, FR, IE, IT, LT, NL, SE, SI, SK.
118 AT, BE, CZ, DE, EE, FI, IE, IT, LT, NL, SE, SI, SK.
119 AT, BE, CZ, EE, IT, SE, SK.
120 AT, BE, CZ, DE, EE, SE, SK.
121 AT, BE, DE, FR, NL.

**Box 9: Germany Online Transparency Portal**

Since 2013, the BMZ has maintained an online Transparency Portal,[122] which presents International Aid Transparency Initiative (IATI) data in a user-friendly format. This portal includes data on BMZ development cooperation but also integrates supplementary information, such as evaluations by the German Evaluation Institute for Development Cooperation (DEval) and information on the SDGs. Through this portal, stakeholders can access comprehensive information and filter data by sector, including aspects of migration and mobility, ensuring a transparent and accountable approach to monitoring and evaluating migration-development initiatives.

**Box 10: Monitoring of the migration-development nexus approach in France**

In France, the Ministry of Europe and Foreign Affairs (MEAE) is responsible for monitoring the Strategy on Migration and Development. Led by the Ambassador for Migration, the MEAE carries out an annual review and analysis of the Ministry's actions in migration and development. A national monitoring committee (CNS) was set up to monitor the International Migration and Development Action Plan 2018-2022. The CNS is chaired by the Ambassador for Migration and the AFD acts as the Secretariat. In 2021, a database was established to track funding of the various stakeholders involved in implementing the Action Plan (Pamigdev platform). Data from the platform were used to support CNS' discussions.

The AFD carried out an evaluation covering the period 2016-2021 to assess actions in migration at operational and strategic level and their contribution to French and European migration and development strategies. The assessment provided detailed quantitative data on the numbers of projects and initiatives, financial volumes committed, geographical areas covered, and themes with most/least investment. This evaluation also had a forward-looking dimension, leading to recommendations at strategic and operational levels.

**Box 11: Monitoring of the migration-development nexus approach in Belgium**

At a strategic level, the Office of the Special Envoy for Asylum and Migration (Directorate-General for Development Cooperation and Humanitarian Aid) established a monitoring and consultation process on the implementation of the Strategic Note 'Migration as a driver for sustainable development'. The platform aims to: 1) Develop a global overview of the various actions through which actors from Belgian Development Cooperation and other federal departments, services, regional levels of government, civil society, private sector and diaspora contribute to objectives and results; 2) Bring together different public and non-public actors dealing with specific aspects of migration and asylum issues to share results, lessons and good practices, and encourage mutual exchange and cooperation; 3) Gather concrete recommendations for subsequent platforms.

Enabel also has an evaluation system to ensure the evaluation at mid-term and end-term of all the interventions implemented by the agency, including migration-development nexus projects.

# 7. LESSONS LEARNT

Seven EMN Member Countries highlighted good practices in addressing the migration-development nexus.[123] At a strategic level, **good coordination among key actors** – including interinstitutional cooperation – is considered a good practice by six EMN Member Countries.[124] Belgium highlighted the importance of consultations and exchanges with a wide range of stakeholders to reinforce coherence. In the Czech Republic, the establishment of interministerial working groups was key in working towards a migration-development nexus approach. In Italy, the establishment of the Italian Coordination of Diasporas for Development Cooperation was seen as a crucial success factor in implementing the migration-development nexus.

Belgium, Germany, and Italy considered it to be good practice to **include migrants, diaspora populations and partner countries in the design and implementation of migration and development programmes**. In Germany, extensive consultations with migrants contributed to more inclusive and effective migration and development policies. It also noted that putting partner countries' interests at the centre of existing discussions on the migration-development nexus harnesses the developmental potential of migration. Belgium highlighted the key role of migrants and the diaspora in implementing its Strategic Note, 'Migration as a driver for sustainable development'. Enabel reported as a good practice its investment in creating business support networks to attract diaspora members and associations and support short-term mobility of talented entrepreneurs from their countries or regions of origin.

Belgium and Italy underlined the **development of specific strategic guidelines or action plans for the implementation of the migration and development nexus** as a good practice, such as Italy's Strategic Guidelines on the Migration and Development Nexus. Belgium mentioned the added value of drafting action plans for monitoring implementation of the Strategic Note. Similarly, in Belgium, the establishment of the Operational Framework Reintegration & Development (which creates

122 Online Transparency Portal, n.d., https://www.transparenzportal.bund.de/de/detailsuche, last accessed on 7 June 2024.
123 BE, CZ, DE, EE, FR, IT, LT.
124 BE, CZ, DE, FR, IT, LT.

a cooperation framework for migration and development actors) was considered a good practice, offering practitioners actionable guidance and presenting practical ways for reintegration and development sectors to work together. This framework was the result of collaboration between reintegration and development actors from EU institutions and Member States.

The **development of specific indicators to measure contributions to the migration-development nexus** was noted as a good practice by Belgium and Italy.

**Box 12: France – integration of the migration dimension in development cooperation projects from the project design stage and in the intervention logic**

When working on the migration-development nexus, France considered it good practice to integrate the migration dimension in development cooperation projects from the project design stage and in the project intervention logic. This includes ensuring that specific issues linked to migration in the intervention context are: (i) analysed; (ii) taken into account when defining project objectives, or covered by a specific component; (iii) the project monitoring framework includes results linked to migration; (iv) interactions between the project and the dynamics linked to migration are monitored during implementation.

**Box 13: Belgium – Global Skill Partnership model**

In the context of the migration-development nexus, Belgium highlighted the good practice of the Global Skill Partnership model, a bilateral labour migration agreement between (actors of) a country of origin and a country of destination. The country of origin agrees to train people in skills specifically and immediately needed in both the country of origin and destination. Some of those trainees choose to stay and increase human capital in the country of origin (the 'home' track), while others migrate to the country of destination (the 'away' track). The country of destination provides technology and finance for the training and broader system support and receives migrants with the skills to contribute to society and integrate quickly.

Nine EMN Member Countries and Serbia reported challenges encountered in working on the implementation of the migration-development nexus.[125] These included **coordination challenges** among actors at strategic level (e.g. duplications, tensions among different ministries, battle for funding, etc.)[126] and operational level (e.g. coordination between different European and international actors working on the ground).[127] Germany for instance, emphasised the crucial but difficult involvement of the private sector in regular migration projects and the lack of data sharing among different national institutions as a challenge to work on the migration-development nexus. In the Netherlands, different governance structures between cooperating organisations working at project level also posed some challenges.[128]

Austria, Belgium, Lithuania and Sweden mentioned **challenges related to access to funding**. In Belgium, the earmarking of bilateral cooperation budget to migration and development (and to the nexus) is considered a challenge. Lithuania reported the limited funding for development cooperation projects as an obstacle. In Sweden, the difficulty in accessing funding within the migration-development nexus to work on strengthening the capacity for migration management in third countries was considered a challenge. Austria, Belgium and Sweden also highlighted challenges in ensuring funding to work on voluntary return and reintegration with a migration-development nexus approach. Austria reported that national support for reintegration is often targeted at the individual level and funds for voluntary return/reintegration are not always available for structural or community development. Sweden stated that funding for initiatives at the intersection of migration and development had previously been difficult to obtain, as external funding is often linked to a specific area (i.e. promote efficient management within the EU or working with development in third countries, limiting the possibility to work more broadly on return and sustainable reintegration). Belgium identified some challenges associated with existing funding streams, such as issues with cohesion, timeframes, and exit strategies. Difficulties were noted in aligning international funding with national policies due to competing domestic priorities in countries of origin. Belgium also found it challenging to secure funding for diaspora engagement, noting that the difficulty in measuring the diaspora's (direct and indirect) contribution to other development dimensions (cultural, social, democratic) translates into less visibility for potential donors.

In some cases,[129] little interest in migration, anti-migrant discourse, and willingness to use development funding to address migration challenges[130] were also reported as difficulties in implementing the migration-development nexus. In Germany, rising anti-immigrant sentiment in the political discourse has undermined public support for migration and integration policies (including in the context of development cooperation). In France, some reluctance of the public/national stakeholders to support migration and integration policies (including development cooperation) has limited the support for migration actions in the context of development cooperation.

Germany and France reported **data challenges** when working on the migration-development nexus. In France, in practice it is a challenge to identify the number of projects with links between migration and development, as the Pamigdev platform includes a large number of development projects with a migration dimension, but very few AFD projects are specific to migration issues or with explicit objectives in this area. In Germany, the inconsistent availability of harmonised migration data and existing diverging definitions is considered a challenge.

125 AT, BE, CZ, DE, EE, FR, IT, NL, SE and RS.
126 BE, CZ, DE.
127 BE, IT, NL.
128 In the context of the COMPASS partnership.
129 DE, FR.
130 BE.

In Serbia, the **lack of awareness** of the development potential of migration among policy makers (especially at local level) poses a challenge when working on the migration-development nexus. Similarly, in France, national operators' limited knowledge of the AFD migration strategy impeded work on the migration-development nexus, with insufficient integration of diasporas in all project components, for example.

# ANNEX 1. INDICATORS TO MEASURE THE MIGRATION-DEVELOPMENT NEXUS

Table 3 presents some examples of indicators used by EMN Member Countries to measure their contribution to the migration-development nexus.

**Table 3. Examples of indicators used to evaluate the results of the migration-development nexus approach**

| EMN Member Country | Examples of indicators |
|---|---|
| **Austria** | Some of the indicators used by ADA for the migration-development nexus include:<br>■ Number of female/male socially and economically integrated migrants<br>■ A combination of indicators, such as social protection, well-being, education and decent work as a proxy for measuring the improvement of migrants' livelihoods |
| **Belgium** | Enabel has identified several key development indicators (KDI) common to migration-development nexus projects that enable follow-up of its contribution to the global challenge of human mobility:<br>■ Number of displaced people/migrants who have access to their rights and basic quality services and/or who have access to or control over common goods (M/F)<br>■ Number of multi-partner sectoral mobility schemes for skills and/or circular mobility established or supported<br>■ Number of territories that include a migration and displacement element in their development and contingency planning and in their management and monitoring tools<br>■ Number of productive or solidarity projects supported with the help of the diaspora |
| **Germany** | Indicators to measure contribution to the migration-development nexus are developed collaboratively between the BMZ and organisations implementing programmes and initiatives. Although indicators vary, some examples are:<br>■ Number of persons advised on regular migration pathways<br>■ Number of networking events in the context of skills partnerships<br>■ Number of government officials in partner countries who have taken part in capacity-building measures. |
| **The Netherlands** | The target values and indicators used to evaluate the results of migration-development programmes and initiatives are linked to the SDGs and include:<br>■ Number of people supported in developing income-generating activities<br>■ Number of people receiving formal or informal education and training<br>■ Migration partnerships also monitor the change in number of asylum applications from partner countries and number of returns (forced and voluntary) |

## For more information

EMN website: http://ec.europa.eu/emn
EMN LinkedIn page: https://www.linkedin.com/company/european-migration-network
EMN Twitter account: https://twitter.com/emnmigration
EMN YouTube channel: https://www.youtube.com/@EMNMigration

## EMN National Contact Points

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France www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2
Germany www.bamf.de/EN/Themen/EMN/emn-node.html
Greece emn.immigration.gov.gr/en/
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Portugal rem.sef.pt/en/
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Georgia migration.commission.ge/
Republic of Moldova bma.gov.md/en
Ukraine dmsu.gov.ua/en-home.html
Montenegro www.gov.me/mup
Armenia migration.am/?lang=en
Serbia kirs.gov.rs/eng