

Evaluation of Forced Migration and Finnish Development Policy

Roger Zetter
James Mackie
Héloïse Ruaudel
Maaria Seppänen
Noemi Cascone

Evaluation Management Services
Ministry for Foreign Affairs of Finland

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Structure of the Presentation

- 1. Objective, Approach and Methodology**
- 2. Context and Global Developments**
- 3. Findings and Conclusions**
- 4. Recommendations**



I – Objective, Approach and Methodology

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Objective – ToR

‘To assess how coherently [Finland’s] development policy and its targets relating to forced displacement have been implemented and how the coherence could be enhanced’ [2012-2018]

- An evaluation for knowledge, a learning process and policy development
- Input into drafting 2020 DPP

I – Objective, Approach and Methodology

Methodology

- **Document analysis** [48 main documents, plus PIPs, QAB, etc.]
- **Key informant interviews [KIIs] with GoF and ‘partners’** [123 KIIs in Helsinki, Brussels, Geneva, Paris, and the field]
[MFA, MoI, MoD, DPC, UNHCR, EU, OECD, ICRC/IFRC, NGOs/CSOs]

- **Three case studies**

Afghanistan



Somalia



Jordan/Lebanon/Syria (MENA)



- **Financial Tracking**



2 – Context and Global Developments

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Global Developments

Two conceptual building blocks underpin the evaluation

- **Forced Displacement**
- **Humanitarian-Development Nexus**

2 – Context and Global Developments

Forced Displacement (FD)

- **Complex drivers and multi-causality of displacement**

persecution, armed conflict, state fragility, socio-economic vulnerability,
human rights violations/deficits, climate change

....beyond the 1951 Refugee Convention

- **Patterns and processes of displacement and mobility**

episodic, irregular and mixed flows, IDPs, urban

....not static and end state, but protracted

2 – Context and Global Developments

Humanitarian-Development Nexus (HDN)

The Challenges

- Protracted displacement – sustainable livelihoods -> development
- Refugees and hosts
- Responsibility sharing

HDN – a paradigm shift

Complementarity between humanitarian and development programming, funding, time scales and priorities.

HDN aims to achieve transition and coherence between short term emergency assistance and sustainable, resilience-building development for forcibly displaced people and their host communities

2 – Context and Global Developments

Humanitarian-Development Nexus (HDN)

Triple nexus

- humanitarian-peace-development nexus (HPDN)



3 - Findings and Conclusions

3 – Findings and Conclusions

Summary

Conclusions (EQI on Concepts):

Despite progress, the relevance FD and HDN to policy making and programming remains limited

- Potential to strengthen integrated approaches to development and humanitarian policy making not yet fully developed
- Gaps - urban displacement, IDPs, climate change
- Internal processes (Reform of Development Policy Practices; Internal Action Plan for HDN) provide timely opportunity for improving conceptual clarity and coherent policy apparatus related to FD and HDN/HPDN
- Finland well positioned to engage with international support for triple nexus (HPDN)

3 – Findings and Conclusions

Summary

Conclusion (EQ 2 on Influence):

MFA policy influence works well in long-standing policy areas: less effective in changing contexts

- MFA policies aligned with international trends, norms and concepts – a reliable partner with well-established policy priorities
- But MFA has not proactively influenced the development of FD and HDN in international fora

Conclusions (EQ 3 on Coherence):

Limited progress on Policy Coherence for Development (PCD) in the context of FD and the HDN/HPDN

- The MFA (and GoF) have yet to reconcile contradictory tendencies between migration and development policies
- Role of current coordination mechanisms (e.g. MTF) insufficiently recognised

3 – Findings and Conclusions

Summary

Transecting Findings and Conclusions:

- Respect for ‘universal values’, human rights and humanitarian principles and protection has not been effectively addressed in relation to HDN/HPDN and FD policies
- Advocacy and programming for disability and inclusion policies could be further promoted in context of FD and the HDN and HPDN - Finland’s niche policy area
- Advocacy and programming for rights of women and girls should be further promoted in context of FD and the HDN and HPDN
- Private sector engagement in the context of the HDN/HPDN – there is scope to develop this considerably

Case Study

Somalia example

- Shared finding of all cases: in the field donors have very little idea about Finland's policies (contrary to Geneva humanitarian HQs)
- HDN does not materialise in Somalia and Afghanistan while in MENA Finland is known as strong promoter of the nexus
- Reasons: in partner countries Finland uses multi-partner/trust funds and aligns with national development plans/strategies where no HDN/FD considered
- Non-earmarking of humanitarian aid contributes to invisibility of Finland
- Somalia: complex geographical context of aid (also in MENA)
- Working in silos: HoA country strategies separate from each other, and
- Active resistance of UNHCR against HDN (in refugee camps in Kenya)

Yet Somalia could be a model case of **HPDN**

- FCA an important peacebuilding actor in Somalia
 - Civil society aid 37% of total
 - Government support to state building + health
 - All the elements of a strong humanitarian aid-peace-development nexus are there but not coordinated – ad hoc interventions rather than coherent plan
 - The role of diaspora: MIDA FinnSom and FinnPartnerships (business)
- > potentially beyond HPDN, by integrating **migration-development** nexus (diaspora's role) in Finnish discussion

Evidence From Brussels KIIs

- *Dozen interviews with Finnish and other EU Member States' representatives on Council groups (CODEV, EUTF ...) as well as DEVCO + EEAS + Council Secretariat staff*

Good level of consensus emerged:

- Finland widely respected as an contributor to the EU policy debate
- Representatives are well briefed and informed with good access to expertise
 - Have good guidelines from Helsinki which give space for some flexibility and reactivity
- Typically Finnish representatives are seen as good constructive bridge builders:
 - Making contributions that help build a common European approach
 - Identifying areas of synergies and compromise on which to build consensus
 - Helping to bridge differences on development and migration nexus
- But also clear on foundation principles (New Consensus, 2030 Agenda ...)
- Finland also seen as a 'good donor' – e.g. sticking to Aid Effectiveness principles



4 – Recommendations

4 – Recommendations

Seven Recommendations

I. Embedding FD and HDN/HPDN concepts and policies in MFA

- Deploy knowledge management platforms and internal reform processes to enhance understanding/mainstreaming of FD, HDN/HPDN
seminars/workshops/simulations/ambassadors/evaluate MENA
- Strengthen internal linkages between humanitarian and development programming and budgeting
trial joint pilot programme analyses/commit funding to link 'hdn' projects
- Address policy gaps – IDPs, urban displacement, climate change, vulnerability and self-reliance
- Promote and champion international adoption of the 'triple' nexus
2020 DPP/policy influencing eg with UN and other partners

4 – Recommendations

Seven Recommendations

2. Review policy influencing and programming in the context of HDN/HPDN

reinforce policy influence and complementarity with other donors/PIPs/programme and country strategies

maintain clear programme and project focus to avoid over-reach

4 – Recommendations

Seven Recommendations

3. Policy coherence for development (PCD)

- Enhance PCD through mainstreaming HDN/HPDN and FD (Rec I)
- Action to resolve tensions between development and migration policies

Revise ToR, status, function and membership of MTF

MFA and Mol - realistic assessment of the impact of development cooperation on likelihood of reducing migration and consequences of reorienting established development programmes

4 – Recommendations

Seven Recommendations

4. Strengthen commitment to fundamental human rights, HRBA, and humanitarian principles in HDN and FD

Reconfirm and strengthen commitment and alignment in revised 2020 DPP

Advocacy with partners/PIPs/Nordic Alliance

5. Disability and inclusion

- Embed policies in FD and HDN/HPDN

Roll-out processes (Rec 1)

- Extend to psychosocial needs
- Scale up global advocacy

‘Soft-earmarking’ and PIPs/Commission evaluation on impacts on country partners’ disability and inclusion policies

4 – Recommendations

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6. Rights of women and girls

- Review and strengthen policies in context of FD (eg UNSCR 1325)

Roll-out processes (Rec 1)

- Enhance international advocacy in HDN/HPDN

Commission evaluation of MFA experience in gender and HDN and FD programming/pilot project on a women and girls rights-based strategy in partnership with UNHCR and UNDP *HPDN in*

4 – Recommendations

Seven Recommendations

7. Encourage and facilitate private corporate sector and trade union roles in development policies for HDN

Establish MFA task force to develop a strategy for private sector involvement in HDN-type projects

Pilot project (e.g. in MENA region) in partnership of private stakeholders and UNDP/UNHCR to develop expertise



THANK YOU

**Roger Zetter
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Maaria Seppänen
Noemi Cascone**

Access to the evaluation report

The evaluation report can be downloaded through the following link:

https://um.fi/development-cooperation-evaluation-reports-comprehensive-evaluations/-/asset_publisher/nBPgGHSLrA13/content/evaluointi-pakkomuutosta-ja-kehityspolitiikasta/384998