

Enhancing migration governance through capacity building (CB)

CB, good governance and human development

CB is a key concept in many fields and at multiple levels. Originating in international development work, it has gradually become an overarching concept focusing on the improvement of the ability of individuals, organisations and institutions to find sustainable solutions for existing challenges, and to adequately prepare for the future.

Often used interchangeably with the notion "capacity development", the term has not only gained traction in the world of international development, but has also entered other areas as a concept focusing on the improvement of resources and potentials for action available in certain policy areas. More recently, CB and capacity development have emerged as important elements of international migration governance.

A central element of CB is fostering good governance, implying "accountability, transparency, participation, openness and the rule of law". Accessible, transparent and well-functioning institutions are a precondition for the development of human capabilities. In this sense, CB is intrinsically linked with human development.

The three levels of CB

CB refers to three different, yet interacting levels:

- **The individual level** entails the skills, experience and knowledge that allow individuals to perform. Some of these are acquired formally, through education and training, while others develop informally, through doing and observing.
- **The organisational level** refers to the internal structures and procedures that determine an organisation's effectiveness.
- **Enabling environment** is the broad social system within which people and organisations function, including rules, laws, policies, power relations and social norms that govern civic engagement.

Due to the interaction of these three levels, CB addresses not only the individual (e.g. training), but also involves the organisational and institutional levels. It thus refers to different types of capacity - structures, systems and defined roles enabling individuals (public servants) to efficiently apply their skills and employ the necessary tools. The usage of tools, in turn, requires skills that are embedded in staff and infrastructure, if professional roles, structures and systems are defined accordingly.

Tools and methods of CB

There are a variety of tools and methods developed for CB. Although traditional tools such as training and the deployment of external technical expertise, are still relevant, more complex CB objectives and priorities demand a broader range of interventions, such as peer-to-peer learning and exchanges, networking, mentoring or different forms of twinning arrangements that should be embedded within institutional frameworks. In a growing number of cases, CB is linked to organisational development and includes different forms of monitoring and evaluation.

Innovative approaches include the involvement and exchange of views of a wide range of relevant stakeholders, including academia, and local and regional authorities. For CB, there is no "one size fits all approach" - every intervention is characterised by the specificities of the institutions, individuals and environments, thus the appropriate tools and methods have to be defined on the basis of a thorough assessment of capacity needs, goals, etc. Ownership of involved stakeholders is a *sine qua non* for successful CB.

CB and migration governance

In its report "*Migration in an inter-connected world: new directions for action*" (2005), the Global Commission on International Migration (the Commission) concluded that the governance of international migration should be enhanced, *inter alia*, by improved coherence and strengthened capacity at national level. The Commission therefore recommended to the international



community to support the efforts of States to enhance migration governance through the contribution of appropriate expertise and training.

With the establishment, back in 2006, of the High Level Dialogue on International Migration and Development and the Global Forum on Migration and Development, CB was more prominently promoted as a means to build partnerships and share best practices at all levels.

Acknowledging the importance of CB in advancing migration governance, the UN Secretary-General, in his Report *"Making migration work for all"* (2017), calls upon States to advance a whole-of-government approach and to consider including migration in development strategies by also identifying their CB needs conducive to that goal.

Finally, CB finds a prominent role in the Global Compact for Safe, Regular and Orderly Migration (GCM), being one of its implementation mechanisms.

GCM

The GCM foresees the establishment of a CB mechanism, building upon existing initiatives that would support efforts of the UN Member States to implement it. The 23rd objective of the GCM calls upon the utilisation of the CB mechanism to strengthen the capacities of relevant authorities.

CB: a core competence of the International Centre for Migration Policy Development (ICMPD)

ICMPD is an international organisation that promotes innovative, comprehensive and sustainable migration policies, and functions as a service exchange mechanism between governments. ICMPD's working philosophy is based upon the conviction that the complexities of migration can only be met by working in partnership with governments, researchers, international organisations, civil society and other partners. ICMPD's work and mandate are based on a three-pillar approach:

- Policy and Research
- Migration Dialogues
- Capacity Building

ICMPD and CB

ICMPD understands CB as a process starting with the joint development of visions and targets, followed by capacity assessment, and the development and implementation of tailor-made measures, including, for example, peer-to-peer exchanges, skills development and training that respond to the priorities of partners. Monitoring and evaluation are deployed to measure the effects of CB and the development of further interventions.

ICMPD's CB activities cover multiples areas, from migration management and integration to border management or asylum. ICMPD partners with a wide range of competent authorities, deploying the whole-of-government approach in order to strengthen their capacities in various fields, e.g.:

- Production, collection and analysis of data
- Migration governance and migration policy making (through a policy cycle approach)
- Safe migration, forced displacement and protection
- Orderly migration and border control
- Regular migration, integration and social cohesion

Focusing on governments as main partners, "strengthening the knowledge base, capabilities, skills, structures, processes, policies and institutions, and (establishing of) working methodologies, practices and standards that government partners require" is at the core of ICMPD's understanding of CB. As such, CB should strengthen institutions' abilities to perform mandated activities, to fulfil institutional missions and to participate in policy making.

Meaningful partnerships, joint development of programmes, fully considering national ownership and priorities, as well as inclusiveness, characterise ICMPD's approach towards CB. For ICMPD, CB cannot be imposed, but has to be tailor-made according to the needs and targets of the partners. Feedback from partners confirms that ICMPD's focus on the development of demand-driven CB projects, in close cooperation with them, is regarded as one of ICMPD's successes in providing CB.



Migration EU eXpertise (MIEUX)

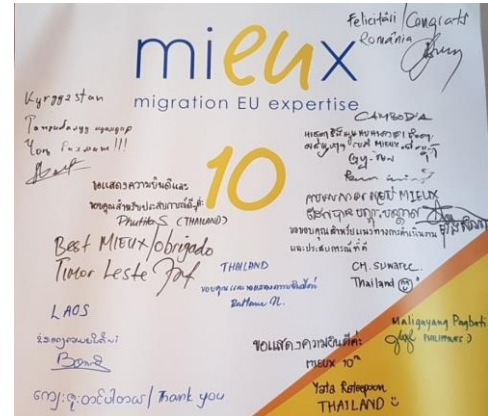
MIEUX is a joint initiative of the European Union (EU) (donor) and ICMPD (implementing agency). It was created in 2008 as an innovative and pioneering EU migration experts' programme that was global in reach with the aim of enhancing the capacities of authorities from partner countries and regional organisations in all areas of migration.

As a demand-driven CB programme, MIEUX provides peer-to-peer and tailor-made expertise by deploying migration experts primarily from EU Member States (EU MS), but also from the partner countries that have already benefited from MIEUX's interventions.

MIEUX, turning 10 years old in 2018, is a truly global CB initiative that has evolved tremendously since its inception, becoming an important peer-to-peer programme with worldwide recognition. MIEUX's transformation resonates with the opportunities and challenges that the partner countries share, and corresponds to the shifts in migration governance, discourses, policies and institutions all over the globe.

Activities carried out under MIEUX may take the form of support in developing and reviewing legislation; the formulation and implementation of policies and strategies; the development of manuals and handbooks, guidelines on specific topics and standard operating procedures; policy workshops; information exchange sessions; consultations with specific target groups; fact-finding missions; study visits; etc.

With its significant portfolio of over 100 actions, spanning four continents from Timor-Leste to Peru and from Belarus to Mauritius, with more than 400 experts deployed, MIEUX relies on a number of success factors that have been constantly developed, piloted, adjusted and calibrated to the priorities and interests of all stakeholders involved. In other words, the initiative has moved beyond the classical exchanges of know-how by producing innovative practices grounded in a certain context, by establishing policy and institutional coherence/synergies, by creating local ownership and home-grown solutions, and by promoting the opportunities of migration for human and national development.



MIEUX's success relies on its distinguishing and acknowledged features that have proved their worth over the years, mainly:

- **Demand-driven:** MIEUX reacts quickly to requests for assistance introduced by partner countries or regional organisations.
- **Rapid reaction:** Speed of reaction is key to MIEUX's ability to build capacities, promote dialogue and implement new policies in a timely manner, even in complex scenarios.
- **Peer-to-peer:** MIEUX employs highly-experienced migration management professionals from EU MS and Southern administrations to ensure that they and their beneficiary peers are "talking the same language" in a genuine spirit of collaboration.
- **South-South cooperation:** MIEUX deploys professionals from Southern institutions, thus facilitating regional partnerships and practices.
- **Ownership and sustainability:** MIEUX does not impose solutions on its partners but rather ensures ownership and sustainability by incorporating its outcomes into existing policy and institutional frameworks at regional or national levels.
- **Flexibility:** The application procedures are designed to be flexible and accommodating, while implementation can be adapted to institutional or political changes.
- **A trailblazer:** MIEUX acts as a test bed for exploring new areas for intervention, new forms of cooperation and innovative policies.



The way forward: What does it take to deliver successful CB?

Learning from ICMPD's 25 years and MIEUX's 10 years of experience in providing CB

CB as a catalyst for partnerships

CB cannot be static and of a purely technical nature. It must be transformative, spearheading diverse purposes and inter-institutional changes by building trust and mutual support. It should be associated with complex reform processes, consider diverse entry points, and multiple tools and toolboxes, benefit from political engagement and bring together various actors in order to foster collective and organisational learning and trigger long-term systemic transformations.

If properly identified and anchored within relevant systems, CB contributes to regional and national dialogue, cooperation and coordination; it is a catalyst for multi-stakeholder and diversified partnerships, a laboratory of good practices, policy options and solutions, as well as a promoter of innovative approaches and working modalities.

CB as a multidimensional and whole-of-government process

CB, as a process, should be embedded within existing governmental structures to ensure sustainability and efficiency, and framed as a support mechanism to other important processes led by governments – e.g. policy formulation, analysis, implementation, data collection, coordination, consultations, policy and institutional coherence, etc.

CB as a means to foster understanding

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

CB is neither a linear nor a purely technical process. It goes beyond skills, training and knowledge transfers

as it is part of a broader political and institutional context, with the potential to transform relationships between all parties involved and creating an enabling environment for positive social developments. It implies the building of trust, confidence and mutual understanding.

CB builds bridges through peer-to-peer engagements

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

CB as a mechanism to implement the GCM

In the context of the GCM, CB should be regarded as a multidimensional, multilayer and multi-stakeholder **process** (para. 43 of the GCM) to achieve its commitments; **as a means** to support Member States in implementing a wide range of actions and activities (corresponding to 23 Objectives); and **as an end** leading to the materialisation of the GCM's guiding principles and values (para. 15). CB would target and sustain the three levels of individual, organisational and enabling environments with a view to achieving effective and efficient results at different levels and areas of interventions.

Furthermore, targeted CB is to be provided, based on contexts, needs and priorities, given the fact that migration requires complex approaches at local, national, regional, sub-regional and international levels, and policy arenas involving an increasing number of seasoned and new actors.

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