CAPACITY DEVELOPMENT ON MIGRATION, AND THE GFMD
BACKGROUND DOCUMENT

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Introduction

Effective capacity development (CD) is central to strengthening states' ability to address governance challenges in the field of migration and development (GCIM, 2005; GFMD 2011). CD (or capacity building) is a broad term encompassing a variety of means by which skills, experience, technical and management capacities are developed within an organizational structure. It addresses different dimensions and may include changes that occur on an individual level (such as increasing skills and knowledge in particular areas), or on a broader organizational or social level, such as building consensus, strengthening coalitions, formulating and implementing policy, or institutionalizing improved management systems and practices.

Capacity development in migration governance is understandably focused primarily on the needs of governments. However, civil society (including academia) also play a key role in migration governance, in areas such as linking migration with development, generally through research, advocacy and oversight, and through the provision of direct services to migrants. At times they work in close collaboration and partnership with government; at other times, as alternative approaches. A good argument can be made that a fully effective and responsive migration governance system should include a fully capacitated government sector complemented by fully capacitated civil society sector.

Since the late 1990s, there has been a significant increase in the number of migration-dedicated research departments, programmes and centres which offer different learning opportunities for practitioners and students of migration, as well as for other migration stakeholders. International organisations also provide training on migration issues, in the form of both learning opportunities and technical assistance. IOM's such projects[ii] have quadrupled since 1995 as have ILO's[iii].

However, the IOM World Migration Report (2010) *("The Future of Migration: Building Capacities for Change"[iv])* and a partial GMG assessment of training activities (2010) revealed that: 1) a number of sectors and regions are under-serviced by training activities; 2) there can be at times a lack of ownership in CD activities as there is a tendency for them to be more donor- than demand-driven; and, 3) for training activities, there is often a lack of methodological rigour at all stages in the learning cycle.

Along these same lines, the World Bank Institute noted in a 2009 report that, in the migration field as in others, there exists a glaring inability to demonstrate the results and to analyze the full impact of capacity building programmes. This is due to the lack of systematic measurement of results of interventions, and the lack of regular longitudinal

evaluation of outcomes. As a result, the link between individual or organizational level outcomes and development goals is often weak or, at least, cannot be easily demonstrated.

These findings serve to challenge the GMG and others to ensure that future CD activities supportive of the mission of the GFMD are the most important interventions, that they are fully effective, and that best practices can be identified through structured evaluation. The GMG's Capacity Development Task Force (CDTF), which UNITAR co-convenes with IOM, alongside the World Bank's KNOMAD[1] initiative, will take up these and other issues in support of the GFMD.

While this raises a number of issues for further exploration and discussion, this paper will focus on two key points: first, how we may broach CD in a more effective manner by taking better advantage of the best thinking and research on knowledge acquisition and organizational change; and, second, concretely, how the GMG's CDTF may work together to make this happen.

Two distinctions regarding CD
Before addressing these two points, allow me to highlight the important distinction which is to be made between _learning_ policy issues (and their inter-linkages) on the one hand, and _acquiring_ technical skills, on the other, as both are two separate forms of CD with different targets and approaches. Training on policy issues is relevant to policy-makers who must understand the field of migration and development, and its policy linkages to other areas. An example of such capacity development activities would be the policy series which UNITAR initiated after the first HLD in 2006 with its partners, IOM, UNFPA and the MacArthur Foundation, and the more recent policy series in preparation for the HLD organized by IOM, UNFPA and the UN Secretariat. These are distinct from CD activities which focus on technical skills acquisition – not so much the "why" but the "how to" of learning. Examples of these technical skills applications include: pre-departure orientation programmes as done in the Philippines[v]; projects to facilitate school education for foreign children as done in Japan[vi]; workshops to build technical capabilities on data and research […]; or as proposed at the GFMD in 2011, technical cooperation targeting the creation of Small and Medium Enterprises, which employ and/or are spearheaded by migrants.

Another important distinction, by way of introduction, is referred to in the earlier-shared definition of CD, that is the distinction between the impact on the <u>individual</u> who is trained, which may be evidenced in changes in an individual's attitudes and/or aptitudes, and the impact at the organizational level. Linking individual CD impacts to organization-level change is more challenging, but this kind of embedded institutional change is essential to securing longer-term positive impacts from CD interventions.

How to impact adult learners, and embed change
The WBI describes "an _evolution_ in learning (that) is taking place in response to various challenges", with a main challenge being that: "learning programmes are … failing to reach beyond individual learning to organization or institutional learning that helps clients to

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[1] KNOMAD: Global Knowledge Partnership on Migration and Development. The European launching of KNOMAD is scheduled to take place at the Palais des Nations, Geneva, on the day following the Platform for Partnerships Session of the GFMD September 2013 Friends of the Forum Meeting.

achieve development objectives and build sustainable capacity…". It goes on to stress that: "Learning must become a strategic instrument…specifically designed to address capacity constraints…"

What the WBI refers to as an "evolution", much of the world and specifically that of higher (and continuing) education is increasingly describing as a *"revolution"* in learning unfolding in the last 3-5 years, which is rapidly changing the way in which we understand knowledge acquisition – the business of learning.

New trends in learning, and future influence on CD projects
Migration-CD must be broached within this context of revolutionary change - this broader framework of significant recent changes to our understanding of knowledge acquisition, which on the one hand, will be dictated by more emphasis on the science of learning tied to learning objectives, mastery of key competencies, and assessments closely aligned to learning goals, and on the other hand, will draw on more social learning, more active learning, and more real-world assessments.[vii]

What are some of these changes in our collective approach to learning and how can/how *should* they be incorporated in how we approach CD in the field of migration? The following three innovative examples provide perspective and guidance.

> *Online learning:* First, one of the most significant new frontiers in education is online learning. To provide an idea of the sheer scale that online learning is reaching: at Stanford's medical school, 70 percent of formal instruction now takes place online. This shift will become more general as web-enhanced, blended classes become the norm.[viii] Mr. Anant Agarwal, the founder of edX – a platform drawing together top universities in an effort to open Harvard, MIT and other courses to the world […], describes how massive online courses known as "MOOCs" have democratised learning, opening up education opportunities for those who wouldn't otherwise have them. The internet provides access for everybody; with a low-cost connection, everybody can have equal access to material ..."[ix]

UNITAR's E-Learning catalogue has increased its course offerings from 30 in 2005 to 134 in 2012, including courses which could serve as excellent models for online instruction in this field –for example, UNCTAD/UNITAR have recently developed an UNDAF Course on the importance of international trade and productive capacities within development processes, which is now available in French and English, free of charge, as part of the UN Inter-Agency Cluster on Trade and Productive Capacity. With a 98% satisfaction rate, 89% completion rate, demand is high with 900 applicants for 130 places.[x] ILO and UNITAR also implement a course on: "Managed Mobility: Trade, Migration and Labour Movement" with the World Trade Institute in Berne. So far, the student numbers have been quite small, but the evaluations have been positive.

> *Structured social learning:* Second, capacity development efforts must integrate structured social learning with much higher levels of interaction through collaborative learning – which includes social networking and collaborative Websites for sharing of best practices through virtual tours, online testimonies, and transferable case studies.

The Joint Migration and Development Initiative – co-funded by the European Union and the Swiss Agency for Development and Cooperation, administered by UNDP, and implemented in partnership with IOM, ILO, UN Women, UNHCR and UNFPA (whose goal is to maximize the potential of migration for local development through the delivery of targeted support to local authorities and civil society organizations) hosts a "Migration4Devevelopment" portal[xi] which serves to interact with local and regional government and other interested stakeholders. The Labour Migration Academy is another example of this. The Academy has a portal for participants and has also developed a wider on-line social network through Facebook, which has been running (and growing) since the Academy's inception in 2011[xii].

  ➢ *Competency-based instruction and certification:* Third, while not an innovation in adult learning *per se*, it is nevertheless important to stress the growing added value of competency based instruction and its recognition through professional certification.

UNITAR offers certification in partnership with top academic institutions such as the University of Geneva, Open University Catalunya, Open University UK, Columbia University, NYU and in some cases, certification coupled with accreditation from higher learning institutions. (The GMG has an untapped role to play in partnering with universities to certify professionals thereby supporting continuing education and professional advancement (see below))

How are these innovations evidenced in what should be the future of learning? What can UN agencies and the IOM through the GMG and collaborative partnerships such as the KNOMAD Project offer Member States and what could we envision in the future?

Meeting CD needs through better coordination, consolidated delivery, and revised approach
Five years ago, at the first GFMD in Brussels, participating states noted that "developed countries and international organizations should support the strengthening of capacity building in developing countries both at the levels of policymaking and of institutional set-up to better address migration and development related impacts" (GFMD 2007). At the last Friends of the Forum meeting convened under the Swedish GFMD Chair last May, UNITAR's Assistant Secretary-General outlined two separate and related proposals, targeting individuals and institutions, in the learning process:

  • one, better support to the network of GFMD focal points from developing regions in particular in the actualization of GFMD recommendations; and
  • two, the establishment of a network of learning on migration and development in the post 2015 context for (migration dedicated and non-dedicated) national and regional training centres in particular in developing regions with a view to institutionalising learning programmes and buttressing the GFMD focal point system.

In a recent development which has bearing on these proposals, the GMG Principals first approved the creation of the GMG Capacity Development Task Force (CDTF) which as earlier noted, UNITAR co-convenes with IOM in July 2013. The CDTF has been assigned two immediate tasks through June 2014, both supported and funded by the World Bank KNOMAD Project (within which UNITAR acts as focal point for CD).

These immediate tasks relate to:

1. First, the creation of an <u>online, dynamic and interactive inventory</u> of GMG and future KNOMAD training activities and tools. For the latter, this refers to existing tools such as the GMG *Handbook on Mainstreaming Migration into Development Planning*[xiii], the IOM's *Handbook on Engaging Diaspora's in Development*[xiv], the JMDI's *Handbook on Migration for Development: a Bottom-Up Approach*[xv], among others, and knowledge products emanating from the KNOMAD Project's twelve thematic working groups covering data on migration and remittance flows, to internal migration and urbanization. This comprehensive inventory, to be posted simultaneously on the GMG and KNOMAD websites, and could also link up to the GFMD website (which since Athens is recognized as a valuable source for sharing information and best practices). The CD section will contain an interactive feature enabling Member States to query and receive information on existing and planned training activities, including the possibilities for replicating parts or portions of these activities in their country, region, and/or sector.

2. The second CDTF priority refers to integrating new approaches and understanding on learning, skills acquisition and organizational change, as earlier mentioned. Among other approaches, this can be accomplished through the convening of the planned <u>knowledge workshops</u>, the first of which is scheduled to take place in New York on 13-14 November (with a second planned for Geneva in February 2014). These internally-focused workshops will orient expertise of pre-eminent learning scholars and practitioners on how to effectively implement the learning cycle, linked to assessments of in-development KNOMAD/GMG learning tools and capacity development activities, including by exposing researchers and practitioners to new technologies that can support greater access and creative approaches to pedagogy, and "capitalize without compromise" on the impact that open sources of knowledge and social media outlets have on societal learning, with a view to ensuring excellence of KNOMAD and GMG CD tools and activities.

Both the inventory and the knowledge workshops reflect an effort to better coordinate CD work in this field, supporting overarching trends towards coherence within the UN system both in terms of a closer partnership between the UN agencies and key non-UN agencies, such as the IOM, and with respect to capacity development within the field of migration. (Indeed, there is an effort to move towards a more consolidated approach to learning within the United Nations family of training and research entities. Currently, the UN Secretary-General is assessing with Member States a major shift in the UN learning architecture, which, over time, would enhance the effectiveness of learning, and strengthen learning results.)[xvi]

Proposals for the future – including through the GFMD PfP

These are first steps but by no means the end result for what is proposed in terms of bringing CD efforts in this field up to speed with this revolution in learning. Member States should be able to consider the GMG's CDTF as an outlet and interface for communicating training needs and in particular those emanating out of the GFMD process.

In this vein, the following are proposals for additional immediate and intermediate steps which can be considered in the context of the Platform for Partnerships (PfP):

In the immediate, UNITAR and IOM propose to engage with the **GFMD Focal Point Network** on organizational needs and training responses. This process will take fully into account GFMD recommendations and outcomes to-date, and will dovetail with KNOMAD and the GFMD Platform for Partnerships (PfP) through active coordination, sharing of information, and linking of sections on the respective websites. This exchange would start now in the on-going preparatory phase of the next GFMD, with a view to ensuring demand-driven work through appropriate consultations and pre-assessment. Where possible, it would build on ad hoc trainings and training materials resulting from GFMD.[xvii]

In the medium term, additional proposals would be to:

1. Work towards **effective packaging** of existing GMG publications and future training tools.
2. Focus **on blended delivery** (through hybrid learning – a combination of online and face2face learning – like UNITAR's Learning Platform on Human Mobility (LPHM)[xviii]), and also progressively more online course material.
3. Develop through the GMG, a **standing GMG training curricula**. There are already more coordinated efforts to deliver migration-related training activities, including: the ILO Labour Migration Academy in Turin, IOM's vast CD and related materials such as: its International Migration Law Course in San Remo, which is in its 9th year now, and in NY since 2007, its Essentials in Migration Management and other curricula, and important contributions from other agencies.[xix]
4. With the CDTF inventory in place, explore through the GMG and KNOMAD establishing an **integrated training service platform**. This could be modeled on the "UN CC: Learn", administered by UNITAR for 33 agencies in the field of climate change, which operates a knowledge-sharing platform with a searchable library of learning resources on climate change, and offers introductory and advanced learning resources, which are accessible through a web-based platform.[xx] (While the establishment of an integrated training service platform is still a distance away – how to connect such a platform's work to the needs of Member States as reflected in the outcomes of the GFMD could begin now.)
5. GMG courses face-to-face, online, hybrid – could lead to a specific **certification**, issued by the GMG, in partnership with relevant entities including accrediting universities.

These proposals (and more[xxi]) are potential products and services which could be shared through the GFMD PfP such that Member States benefit from tailored instruction, founded

on sound pedagogy and organizational development practices, and focused on multi-tiered sustainable impact, that is more accessible, interactive, and which leads to certification.

In conclusion, we must review and update our understanding of learning to the demands of the 21st Century. As the world searches for how to shape the priorities of the next decades, one well known visionary and philanthropist, Bill Gates, calls on all of us to describe how we would see the world in 2030.[xxii] He emphasizes the role of *learning* in this process of discovery, and here I quote: *"As the global community rallies to achieve the Millennium Development Goals and to make progress toward a healthier, more prosperous world, Bill Gates… makes a powerful case for improving measurement tools and tactics so we can better determine what is working and what can be improved to deliver better results for people and communities everywhere. It is not enough to track progress or collect data. **Our measurement must focus on catalyzing progress and fostering learning (ad sic).** …"*[xxiii]

[i] The author wishes to thank Federico Soda (IOM), Brook Boyer (UNITAR), Ryszard Cholewinksi (ILO), Sonia Plaza (World Bank), and Charles Harns (IOM) for their comments.

[ii] IOM's training and technical assistance (T&TA) approach to capacity development combines training and technical assistance targeting individual and organizational and individual outcomes. While its work has focused largely on government capacity development, it has also engaged with civil society development through its NGO MSDP (NGO Migration Sector Development Programme) model.

[iii] ILO also looks after the CD needs of its worker and employer constituents, which includes the organization of various training activities, sometimes tailored to one group of constituents or to all three (i.e. governments, unions and employer organizations). It is difficult to expect unions and employers to engage more in migration policy formulation and implementation without developing their capacities, particularly in those countries where such structures are weak or nascent. ITC-ILO also organizes training activities for journalists on various labour topics including labour migration.

[iv] http://publications.iom.int/bookstore/free/WMR_2010_ENGLISH.pdf

[v] http://www.gfmd.org/en/pfp/practices/item/183-pre-departure-orientation-program

[vi] http://www.gfmd.org/en/pfp/practices/item/20-japan

[vii] (http://chronicle.com/article/The-Future-Is-Now-15/140479/) http://www.ft.com/cms/s/2/102b69ec-dce4-11e2-9700-00144feab7de.html#ixzz2a4lUJeVo

[viii] The Chronicle of Higher Education - quote

[ix] As Agarwal describes:……we (used to) gaze(d) out of a physical window; today, they gaze into an electronic window…. (the) attention is held by the electronic window, not the dusty blackboard…)
http://www.ft.com/cms/s/2/102b69ec-dce4-11e2-9700-00144feab7de.html#ixzz2a4mCnptg

[x] ILO and UNITAR also implement course on: "Managed Mobility: Trade, Migration and Labour Movement" with the World Trade Institute in Berne. So far, the student numbers have been quite small, but the evaluations have been positive. See http://www.unitar.org/event/unitarwti-managed-mobility-trade-migration-and-labour-movement-2012

[xi] http://www.migration4development.org/content/project-database

[xii] See http://migration.itcilo.org/en

[xiii] http://www.globalmigrationgroup.org/uploads/UNCT_Corner/theme7/mainstreamingmigration.pdf

[xiv] http://publications.iom.int/bookstore/index.php?main_page=product_info&cPath=47&products_id=787

[xv] http://www.migration4development.org/sites/m4d.emakina-eu.net/files/jmdi_august_2011_handbook_migration_for_development_0.pdf
http://www.undp.org/content/dam/brussels/docs/Reports/UNDP%20Bxl%20jmdi_august_2011_handbook_migration_for_development.pdf

[xvi] http://papersmart.unmeetings.org/media/3728320/2013_07_23_integration_of_research__training__knowledge_services__ecosoc__compatibility_mode_.pdf

[xvii] Such as the Handbook on Engaging Diaspora in Development Activities in Host and Home Countries:
http://www.gfmd.org/en/pfp/practices/item/175-handbook-on-engaging-diaspora-in-development-activities-in-host-and-home-countries ; Not a minute more: Time to Protect the Rights of Migrant Domestic Workers - A Check List and Policy Tool Kit to Protect the Rights of Migrant Domestic Workers:
http://www.gfmd.org/en/pfp/practices/item/230-not-a-minute-more-time-to-protect-the-rights-of-migrant-domestic-workers-a-check-list-and-policy-tool-kit-to-protect-the-rights-of-migrant-domestic-workers; GMG Handbook on Mainstreaming Migration into Development Planning:
http://publications.iom.int/bookstore/index.php?main_page=product_info&cPath=1&products_id=661

[xviii] For, more information on UNITAR's LPHM, see http://www.unitar.org/ldp/human-mobility-programme

[xix] For complete inventory of related materials, refer to IOM"s website:
http://publications.iom.int/bookstore/index.php?main_page=index&language=en

[xx] www.uncclearn.org

[xxi] Other suggestions: pool of experts/IMP (inter-agency training teams); strengthened network of research and training centres (assess whether to focus on connecting migration-dedicated; or work through those where migration has the potential to be a central theme)

[xxii] "My Hope for 2030" Campaign, http://www.gatesfoundation.org/Pages/home.aspx

[xxiii] As quoted by Ted Turner on 29 January 2013, http://www.unfoundation.org/news-and-media/press-releases/2013/ted-turner-annual-gates-letter.html