



Alexander Loch, Anna Ott

**Human Capacity Development
for Migration Governance:
*Lessons Learned***

“

Now we must breathe life into what we have agreed and demonstrate the Compact's utility: to Governments as they establish and implement their own migration policies; to communities of origin, transit and destination and to migrants themselves.

”

*António Guterres
United Nations Secretary-General
(09/12/2018)*

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Imprint

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Human Capacity Development for Migration Governance: Lessons learned

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PREFACE

Developing capacities for migration governance requires – in practice as well as in academic research – constructive cooperation between multiple stakeholders. Fortunately, in this study we were supported by numerous researchers, international experts and organisations. First and foremost, special thanks are due to the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ), which not only provided the financial means for this research project, but whose designated migration specialists – among others Petra Shakya, Sebastian Meurer, Maksim Roskin, Liesa Moosmayer, and Athisia Muir from GIZ headquarters as well as Makhdonal Anwar and his team at GIZ Indonesia – were always approachable to discuss interim results. This was possible due to a cooperation agreement of GIZ with the *Hochschule für Öffentliche Verwaltung & Finanzen in Ludwigsburg* (HVF); at this end we would like to particularly thank our colleagues Prof. Dr. Jörg Dürschmidt and Prof. Dr. Christian Majer as well as Judith Kausch-Zongo, Jana Huber and Linda Führer for critical proofreading of the manuscript and their valuable feedback. Three other international migration experts, Prof. Dr. Michael Sauer (from the *Hochschule Bonn-Rhein-Sieg*), Michaela Vanore (from the *United Nations University Maastricht*) as well as Christian van den Kerckhoff (from *Bonner Institut für Migrationsforschung und interkulturelles Lernen*) were highly important sparring partners for the exchange of ideas; Gerd Lüers kicked-off the initial thoughts on “best practice” for HCD4MG in Albania. International scientists from France, Italy, Russia, Indonesia and UK as well as representatives from BAMF and BumF provided the opportunity to share didactic perspectives on capacity development during our International summer school on the *Global Compact for safe, orderly and regular Migration* (GCM) at the HVF. Later, we received further academic peer feedback in the German *Netzwerk Fluchtforschung* (NWFF) during a presentation at its biannual congress (Cologne, September 2020) and at the international summit of the *Global Forum on Migration and Development* (GFMD) in Ecuador (January 2020).

Finally, we also would like to thank all participants, facilitators, experts and organisers of Migration Governance-trainings, who shared their experiences with us online and in loco; special thanks to Donald James Gawe from the *National Economic and Development Authority of the Philippines* for his contributions on capacity development in ASEAN region, as well as the ICMPD/GOPA/PMCG-technical assistance team for the opportunity to join several modules of their trainings. Last but not least our appreciation goes to Jutta Elsässer for transforming several complex aspects of the findings into intuitive graphics and Katharina von der Kall for the layout.

The study was elaborated at a time, where the world – and particularly also its migrants – were struck by the pandemic of COVID-19, affecting us all – as people, organisations and states. International mobility changed drastically. For the authors this meant that intended travel for participant observation of HCD measures was limited and the desktop research was necessarily intensified. And of course, what applies to most publications in a migration context also

applies to this study: it is ultimately a snapshot and reflects CD4MG in the years 2019/2020 – the topic itself is in constant movement and transformation.

We came to the conclusion that post-migrant discourses about *safe, orderly & regular migration* as well as the presumed “lacking capacities” for GCM-implementation mirror not only “hard facts” (e. g. the economy of remittances) but governance, management and cooperation in the uneven terrain of migration have a lot to do with “soft skills”, mindsets, attitudes and power relations; thus, beyond the prevailing focus on “best practice” and the question of “how to do things right”, we occasionally take the social scientists’ liberty of reflecting whether actually “the right things” are being done.

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ACRONYMS AND ABBREVIATIONS

AFML	ASEAN Forum on Migrant Labour
AIZ	<i>Akademie für Internationale Zusammenarbeit</i> (GIZ Academy for International Cooperation)
BAMF	<i>Bundesamt für Migration und Flüchtlinge</i> (Federal Office for Migration and Refugees)
BIM	<i>Bonner Institut für Migrationsforschung und interkulturelles Lernen e.V.</i> (Bonn Institute of Migration Research and Intercultural Learning)
BNP2TKI	<i>Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia</i> (National Board for the Placement and Protection of Indonesian Overseas Workers)
BMZ	<i>Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung</i> (Federal Ministry for Economic Cooperation and Development)
BumF	<i>Bundesfachverband unbegleitete minderjährige Flüchtlinge</i> (Association for Unaccompanied Refugee Minors)
CD	Capacity Development
CIM	Centre for International Migration and Development
CBM	Capacity-Building Mechanism of the → UNNM
DIMAK	<i>Deutsches Informationszentrum für Migration, Ausbildung und Karriere</i> (German Information Centre for Migration, Training and Career)
FEG	<i>Fachkräfteeinwanderungsgesetz</i> (German Specialist Immigration Act)
GAM	Government Authority on Migration (Kosovo)
GAMD	Global Academy of Migration and Development
GCM	Global Compact for safe, orderly and regular Migration
GCR	Global Compact on Refugees
GFMD	Global Forum on Migration and Development
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>
GMDAC	Global Migration Data Analysis Centre
GOPA	<i>Gesellschaft für Organisation, Planung und Ausbildung</i>
(H)CD	(Human) Capacity Development
(H)CD4MG	(Human) Capacity Development for Migration Governance
HVF	<i>Hochschule für Öffentliche Verwaltung und Finanzen</i> (University of Applied Sciences – Public Administration and Finance Ludwigsburg)
ICMPD	International Centre for Migration Policy Development
ICT	Information and communication technology
ILO	International Labour Organisation
IOM	International Organisation for Migration
KNOMAD	Global Knowledge Partnership on Migration and Development
LNA	Learning Needs Analysis
M&D	Migration and Development
MG	Migration Governance

MGI	Migration Governance Indicators
MIEUX	Migration EU Expertise
MiGoF	Migration Governance Framework
MLG	Multi-Level Governance
MMDP	Migration Management Diploma Programme
MOOC	Massive Open Online Course
MPC	Migration Policy Centre
MPI	Migration Policy Institute
MPTF	(Migration) Multi-Partner Trust Fund
NWFF	<i>Netzwerk Fluchtforschung</i> (German Network for Forced Migration Studies)
OCSAT	Organisational Capacity Self-Assessment Tool
OECD	Organisation for Economic Co-operation and Development
PfP	Platform for Partnership
PMCG	Policy and Management Consulting Group
PMD	Programme Migration & Diaspora (GIZ)
PME	<i>Programm Migration für Entwicklung</i> (Programme Migration for Development) (GIZ)
SCMI	State Commission on Migration Issues (Georgia)
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal(s)
SMP	Skills and Mobility Partnership
TAT	Technical Assistance Team
THB	Trafficking in Human Beings
TNA	Training Needs Analysis
ToT	Training of Trainers
TVET	Technical and vocational education and training
UAE	United Arab Emirates
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNITAR	United Nations Institute for Training and Research
UNNM	United Nations Network on Migration
UNSSC	United Nations System Staff College
UNU-MERIT	United Nations University – Maastricht Economic and Social Research Institute on Innovation & Technology
ZAV	<i>Zentrale Auslands- und Fachvermittlung</i> (German Federal Employment Agency's International Placement Services)

I. THE DEVELOPMENT OF CAPACITIES FOR MIGRATION GOVERNANCE

Human mobility is not good or bad, it is a fact – as a result of which a wide variety of negotiative processes emerge (Collier 2013, Harari 2018, Johansson 2020). At the time of this study, approximately 3,5 % of the global population live outside of their countries of origin, i.e. currently there are an estimated 281 million international migrants in the world (cp. United Nations Department of Economic and Social Affairs 2020: 1). These numbers will rise even more in the future: International labour markets are growing closer together in a globalised economy, yet at the same time a widening gap in demographic developments between industrial and developing countries is becoming increasingly evident. While the population is growing within many poor countries, low birth rates, a shrinking population and an ageing society affect many wealthy countries (BMZ 2020, IOM 2019d, World Bank 2019a).

“Migration is inevitable, necessary and desirable – if well governed. It is desirable for migrants and host populations alike – when governed humanely and fairly as a path to the realisation of human potential” (IOM 2019b). Migration is inevitable considering the economic, demographic and environmental developments over the last decades; and it is necessary in the light of labour and skill demands of the globalised economy as well as the dynamics of the megatrends in societies and the world (Bastia & Skeldon 2020, IOM 2019b and 2019c, OECD 2020b).

Safe, orderly and regular migration has the potential to be beneficial for individuals on the move for a better life (such as migrant workers, international students or asylum seekers etc.) – and this impacts not only them, but countries of origin (e.g. through remittances), transit, destination and host communities (e.g. when lacking qualified health workers). The so-called *triple win* has been the leading paradigm for this positive scenario; however, the issue is far more complex. Who is *winning* and who is *losing* very much depends among other factors on good (migration) governance. Considering the global scale, relevance and dimension of migration, fostering the implementation of the *Global Compact for safe, orderly and regular Migration* (GCM) also requires collaborative action to build capacities for migration governance.

The underlying view of migration as a potential boon for development (which is by far not acknowledged by all political parties in all countries) is also reflected in the Sustainable Development Goals. For example: SDG 10.7 foresees to *“facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies”*. Focusing on capacity development, SDG 17.18 intends to *“enhance capacity building support to developing countries [...] to increase significantly the availability of high-quality, timely and reliable data disaggregated by [inter alia...] migratory status”* (United Nations General Assembly 2015).

Achieving these goals requires reaching out to the key stakeholders – such as government officials, policy makers, migrant organisations, diaspora etc. A multi-level, “whole-of-government-approach” is therefore valuable for mobilising government resources and support; entailed in this approach is building effective measures for developing their capacities to implement, what the world agreed in Marrakesh in 2018. With the GCM, as well as the *Global*

Compact on Refugees (GCR) and the adoption of the *2030 Agenda for Sustainable Development*, the positive contributions of the 272 million migrants to economic and inclusive growth are recognized. A growing evidence base on migration and development now exists. (Most) world leaders understand that global phenomena (such as global migration and development) call for global approaches and global solutions. Hardly a single state could manage worldwide migration movements alone, because such movements often cross state borders and competencies. *“Moreover, greater international cooperation and better global, regional, national and local migration governance are needed [...]. Consequently, migration, both as a phenomenon and public policy, as well as overall migration governance and management require comprehensive measures and actions that take into account people-centred, humane, dignified, and gender responsive approaches, and the opportunities as well as challenges brought by migration”* (European Commission 2019: 3).

The migration and development nexus

(How) Can migration be beneficial for development? Until the end of the last century, the discourse on the impact of migration for development mainly focused on the negative (economic) effects for countries of origin. It was assumed that migration would inevitably lead to brain drains and outflows of skilled workers and expertise, leaving countries of origin with shortages of qualified personnel. Migration was seen as a response to push-and-pull factors and reflected development failure rather than a potential contributor to development (not yet considering circular migration, climate-induced migration, shifts in geopolitical balances of power etc.). Two decades later the pendulum seems to swing back (de Haas 2012: 8): *Adams & Page* (2005) reviewed data from 71 “sending” countries concluding that there is evidence across the studies indicating that international migration results in a 3.5 percent decrease in poverty in countries of origin. *“Perhaps the most important, if not new, observation, that can be made is that migration is intrinsically part of development, and by reducing migration to a single narrative that support a particular organisational focus, is reductionist and fails to capture the essence of the migration and development ‘nexus’: that migration is – has, and most probably always will be – development”* (McGregor 2020: 292).

Different international organisations and bodies have also begun to reflect more positive assessments of the migration and development nexus¹; according to the Organisation for Economic Co-operation and Development:

- *emigration can relieve underemployment, provide an incentive for skills upgrading and increase women’s economic and social autonomy in the countries of origin;*
- *remittances can help build financial and human capital in origin countries;*

¹ The nexus is still disputed at the time of writing this paper: In context of the new European efforts to improve its migration and asylum system, Hungarian Prime Minister Viktor Orbán criticised that the European Commission would like to manage migration, and not to stop the migrants; on the other hand, the importance of migratory diaspora has been highlighted in the COVID-19 pandemic. Interviewees from the global south reported how remittances and medical support from their diaspora members reached remote areas in Nigeria, which were affected by collapsed supply chains.

- *return migration is a largely underexploited resource. With the right policies in place, return migrants can invest financial capital in business start-ups and self-employment and have the potential to transfer the skills and knowledge acquired abroad;*
- *immigrants have much to contribute – their labour and skills, as well as investing and paying taxes in their host country (OECD 2017: 18).*

Linking migration, development, governance and human capacity development

Migration for development requires good governance. The latter is not at all an easy endeavour and calls for qualified human resources. Target group-specific training measures on *Migration & Development* have been designed and offered, among others, by sector experts of the *Deutsche Gesellschaft für internationale Zusammenarbeit (GIZ)* and their partners for over ten years. In workshops, participants are encouraged to share experiences on how migration may improve the situation for individual migrants (e. g. income opportunities or access to education and health services). Advisory services assist in strengthening labour offices and competencies of migration policy makers. The message is unequivocally: *“[...] under the right circumstances, migration can contribute positively to sustainable development and poverty reduction. Migrants frequently constitute a link between countries of origin and countries of destination and make valuable economic, political, social and cultural contributions to both sending and receiving societies. Many migrants send money to family members and friends, which helps to alleviate poverty and foster economic development. They also stimulate development with new (business) ideas, expertise and investments. In addition, migration can decrease the pressure on labour markets in countries of origin that suffer from an excess supply of labour” (GIZ 2018c: 3).*

In some contexts, key actors within countries of origin may not be able to make use of the positive effects of regular migration and diaspora engagement for the social and economic development of their countries². As a consequence, the goal of (some) international development cooperation is assisting the efforts of individuals, organisations and migration systems (cp. the three level of *Human Capacity Development* described in the following section) to support the improvement of structures and processes for development-oriented migration in the sense of the SDGs and the GCM.

However, “capacity development” (CD) is also a buzz word. A closer look into CD is needed, as what is done, what works and what innovations in one place may be beneficial to others. Hence, capacity building is more than simply conducting workshops on topics such as remittances or migration-sensitive budgeting. It is linked to questions of cooperation with the diaspora, migrant entrepreneurs, integration, reintegration and return, migration policies and development-oriented labour migration etc.. At the same time there are academic

2 Considering for example the importance of remittances: At the time of writing, the amount of money sent home by migrants for school fees, nutrition, health care of their relatives etc., globally sums up to \$689 billion per year (World Bank 2019b). At the same time, the world’s cumulative official development assistance appears comparatively low with approximately \$166 billion (World Bank 2020b).

debates about migration policies, industrial policies, education and labour market policies, taxation and welfare policies etc. Under consideration of the COVID-19 pandemic, questions of cross-border migration, protection and the assessment of health protection measures are also currently being raised. All that is “*certainly migration-relevant and [has] the potential to shape migration, but to what extent is still very much under-researched [...]*” (Czaika 2020: 299).

The design and methodology of this study

Applied research in the social sciences, particularly when addressing developmental phenomena, is often about acquiring a general understanding of economic and social processes and interrelations (Winter 2020: 333). “*Ideally, researchers create new knowledge that is supported by strong evidence and is useful for others*” (IOM 2019d: 126). Thus, this study on *Human Capacity Development for Migration Governance* (HCD4MG) is driven by the idea of usefulness.

Overall, a multitude of approaches and techniques for capacity development exist – e. g. “e-learning courses”, “workshops”, “trainings”, “peer2peer exchanges”, “training-of-trainers”, “summer schools” etc. With reference to CD for migration governance, we intend to understand: Who does what? And how? What impact does it have? How is it perceived by its stakeholders (i. e. participants, trainers, facilitators, development partners)? And how does this relate to existing knowledge about capacity development? The design of this study is predominantly explorative, i. e. rather than testing a single hypothesis, we subscribe to a qualitative approach, joined CD-measures as participant observer whenever possible, trusting the interviewed experts and partners that they themselves would like to participate in a learning journey about “best practice” willing to share real experiences, critical incidents and examples from their respective countries and CD measures. The study is not designed to evaluate any initiatives nor to provide statistic evidence of efficacy or impact. There is no simple correlation sensu “we did X (e. g. conducted an M&D training) and Y happened” (e. g. public sector capacity increased by Z% and as a result remittances doubled etc.). We are investigating an emerging field at the time of early piloting, trying to provide a meaningful compilation of narratives about challenges and “best practice” from participants, facilitators and experts, enriched by evidence from document analysis (reports, evaluation forms, training scripts, handouts, capacity development strategies etc.). We intend to dig deeper into what is “really done when capacities are built” (or, philosophically speaking, when the “conditions for its possibility are created”).

The following two sections introduce two key concepts of utmost importance for the understanding of the phenomena: (a) *Migration Governance* (definition and contemporary debates) as well as (b) *Human Capacity Development* (particularly building on a corpus of literature and institutional knowledge from German GIZ).

After setting the scene by outlining the theoretical foundation, we will have a closer look at the various international (developmental) actors and agencies³ that provide capacity development services. The reader will learn about GFMD, GIZ, ICMPD, IOM, KNOMAD, MIEUX, UNITAR,

3 A list of acronyms and abbreviations is provided at the beginning; references and a list of reviewed texts as well as an overview of consulted experts and organisations are compiled in the appendix.

UNNM and several other stakeholders involved. By the end of Chapter I thus, the “status quo” will have become clear.

Chapter II then examines specific capacity development interventions: We take a closer look into experiences from pilot trainings on the GCM that were conducted over the last months inter alia in Ecuador, Kosovo, Georgia and Indonesia. While the research methodology was originally designed to focus particularly on *lessons learned* in Kosovo and Indonesia, the database had to be adapted to the new conditions as a result of the pandemic COVID-19, characterised by the fact that fewer face-to-face trainings took place, however progressively online-courses were implemented.

In Chapter III, based on available data from the field together with the corpus of reviewed literature, we elaborate further on multilevel approaches for capacity development that exist and are actually practiced. It is helpful to distinguish the levels at which effects are achieved. Roughly spoken, an *individual* level approach dominates: trainings, workshops and ToTs are customary formats in the portfolio of nearly every developmental organisation and NGO, which may be easily applied and adapted (easily integrating “gender”, “do no harm”, “poverty reduction” or any cross cutting issue). Interestingly, at an *organisational* level, there are innovative migration specific developments, such as skill partnerships (described in context of Kosovo and Indonesia) and at the *system* level it is eye-opening to see, aside from established *triple win* formats, how the *Global Forum on Migration and Development* (GFMD) develops further capacities.

Chapter IV takes a different, more andragogic-inspired perspective and links new learning techniques, theories and practice to migration governance. From a didactic perspective on HCD4MG, learning needs (not only training needs) have to be analysed, workshop scripts can be tailored to the target groups; existing toolboxes, case studies and visualizations are assessed. In the last two years, several ground-breaking developments have taken place in the area of participatory e-learnings that can be meaningfully combined with migration governance. The Chapter also describes why modern HCD4MG should focus less on classic course formats and more on developing contemporary “knowledge nuggets” for contemporary workplace learning.

Finally, in Chapter V, we come back to the idea of usefulness. We will elaborate on potentials for HCD improvement and sustainable transfer. Possibilities for innovation relate to the integration of megatrends into MG trainings (as OECD suggests it), designing tailor-made CD strategies (as GIZ commenced in 2020), engaging in global (forum) discourses (as the UAE proposed in preparation of the 13th GFMD summit), increasing developmental impact orientation (in line with the new *BMZ 2030* strategy), and strengthening human resources and organisations for migration management with *Capacity WORKS* and developing state-of-the-art training material.

A summary with key findings is provided in the last Chapter VI (as well as in German, in the appendix). The section also elaborates five recommendations, addressing among others (1.) synergies, intensified coordination, increasing aid effectiveness, (2.) the interrelation of digitalisation and (capacity development for) migration governance, (3.) demand driven designs, (4.) capacities for migration governance at a subnational level and (5.) modern participatory methodology for online seminars.

1.1 Migration Governance

Migration has been part of the human experience throughout history, and we recognize that it is a source of prosperity, innovation and sustainable development in our globalized world, and that these positive impacts can be optimized by improving migration governance (United Nations General Assembly 2019: 3).

Development and migration are processes, not discrete events, nor are they final products that are realised at a specific point in time (Piper 2020: 281). As with most processes in society, they can be somehow managed or governed. Thus, what does it mean to “govern” migration? Following Pasetti (2019), “governance” describes “*modes of governing in the globalized world of today, where multiple interdependent actors and process are involved*”. This definition already indicates that the “governance of migration” is a highly complex endeavour, in which a multitude of parties, proceedings and social structures must be taken into account. In order to reflect this complexity, encompassing interdependent processes of stakeholders, public goods, and relationships, often the concept of *Multi-level Governance* (MLG) is introduced. Hooghe & Marks (2001: 3) define “Multi-level Governance” as the “*dispersion of authority away from central government – upwards to the supranational level, downwards to subnational jurisdictions, and sideways to public/private networks*”.

Drawing closer towards migratory contexts, the International Organisation for Migration (IOM) describes migration governance (MG) as “*a process in which a large number of stakeholders, public and private, need to be engaged. At the state level, it refers to the institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas*” (IOM 2019b: 3). In this study we follow Meurer & Moosmayer (2019), understanding MG as “*the steering and management of migration policy framework conditions within a nation state. Managing those conditions lies within the responsibility of one or several ministries with migration-relevant mandates. Coherent migration governance takes into account all political levels (global-regional-national-local) and actors (state-non-governmental) that influence national migration policies.*”

Migration always involves different policy interests (e. g. economic, development, security). In many countries, migration-related responsibilities are not clearly structured and intergovernmental cooperation could be intensified. Ministries and local authorities – e. g. responsible for health, education or finance – are often unfamiliar with the effects of migration on their domains. Migration needs to be recognized as a cross-cutting issue within different sectors

and different policy levels; good migration governance aims for effective mechanisms on coordination, cooperation and coherence. This requires the engagement of all governmental (and often non-governmental, civil society and diaspora) stakeholders.

Migration Governance, the Agenda 2030 and the GCM

Facilitating “orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies” is already agreed by the United Nations SDGs (goal 10.17), which led in 2018 to the ratification of the *Global Compact for safe, orderly and regular Migration* (GCM). This (legally non-binding) compact provides a basis and normative framework to improve migration governance. It consists of 23 goals, promoting a whole-of-government-approach, a whole-of-society-approach and aiming for people-centeredness. IOM (2019c) analysed 40 countries regarding their migration governance and developed six MG indicators (MGIs) according to six policy domains: (1.) migrants’ rights, (2.) whole-of-government approach, (3.) partnerships, (4.) well-being of migrants, (5.) the mobility dimensions of crises and (6.) safe, orderly and regular migration. The implementation of the 23 GCM objectives and development in the six policy domains poses challenges for the local, national and international level (and subsequently constitutes the foundation of most HCD4MG measures).

Graphic 1: Objectives of the Global Compact for safe, orderly and regular Migration

1. Collect and utilise accurate and disaggregated data as a basis for evidence-based policies
2. Minimize the adverse drivers and structural factors that compel people to leave their country of origin
3. Provide accurate and timely information at all stages of migration
4. Ensure that all migrants have proof of legal identity and adequate documentation
5. Enhance availability and flexibility of pathways for regular migration
6. Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work
7. Address and reduce vulnerabilities in migration
8. Save lives and establish coordinated international efforts on missing migrants
9. Strengthen the transnational response to smuggling of migrants
10. Prevent, combat and eradicate trafficking in persons in the context of international migration
11. Manage borders in an integrated, secure and coordinated manner
12. Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral
13. Use migration detention only as a measure of last resort and work towards alternatives
14. Enhance consular protection, assistance and cooperation throughout the migration cycle
15. Provide access to basic services for migrants
16. Empower migrants and societies to realise full inclusion and social cohesion
17. Eliminate all form of discrimination and promote evidence-based public discourse to shape perceptions of migration
18. Invest in skills development and facilitate mutual recognition of skills, qualifications and competences

19. Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries
20. Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants
21. Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration
22. Establish mechanisms for the portability of social security entitlements and earned benefits
23. Strengthen international cooperation and global partnerships for safe, orderly and regular migration

Source: United Nations General Assembly 2019.

Migration policy development

Ideally, these 23 GCM objectives should be transformed into national policies (and legislation). Particularly GCM objectives No. 3, 5, 6, 19, 20, 21 and 23 are considered relevant for development (and thus they are a particular focus in most HCD4MG measures).

In its simplest form, “public policy” has been defined as *“anything a government chooses to do or not to do”* (Dye 1972). Policymaking involves, among others, action through the setting of rules, laws, procedures, programmes, guidelines and other forms of regulation (cp. IOM 2019d: 55). The “raw ingredients” of any policy-making in general and migration policy development in specific include evidence (data, information, research/monitoring/evaluation) as well as financial resources and public sector capability. National governments and subnational authorities have to decide on what should be regulated (e. g. right of residency), and what should be in- or excluded in such regulations (e. g. maintaining free labor market dynamics). A well known difficulty in developing coherent migration governance approaches relates to the segmentation of authority and mandates for migration issues across institutions or authorities.

Policymaking processes vary across different types of systems (Acemoglu & Robinson 2000, Duckett & Wang 2017). In migration policymaking, all above mentioned “ingredients” are important; often political dynamics affect policymaking – sometimes regardless of, or in contrast to, the existing evidence base. For evidence-based policymaking and migration management at least four conditions are required: (1.) Existing evidence is accessible to policymakers; (2.) policymakers are motivated to use evidence; (3.) policymakers have the capacity to use evidence and (4.) policymakers and policymaking bodies have relationships that facilitate the relevance and use of evidence (IOM 2019d).

National action plans for migration governance and the implementation of the GCM

Following the adoption of the GCM in 2018, many governments proceeded to develop national implementation plans. According to *Micinski* (2018), action plans must reflect the diverse reality on the ground, financial aspects, as well as individual migration rationales and the local political context. Clear objectives and time frames must be defined for any implementation plan. Georgia, for example, has published its strategy – however, most analysts agree that such planning documents need to be supplemented by governments’ “capacities” to really

implement them (cp. section 5.4). In Indonesia (as discussed in section 2.4) an elaborated implementation matrix exists (however coordination seems to be challenging). Germany has made some legislative and constitutional decisions in line with the GCM, e. g. in 2018 a national action plan for integration (see objective 16) was developed, in 2019 an expert commission on the framework conditions for integration as well as a commission on the root causes of displacement (see objective 2) was set up, in 2020 the skilled workers immigration act (see objective 5) was ratified and a cabinet committee on developing measures to more effectively combat right wing extremism and racism (see objective No. 17) was established. There is still much to be done to adapt the full potential of the GCM to the German context (cp. VENRO 2018). At the same time, it can be stated that German contributions to the implementation of the GCM are visible and significant (cp. Federal Foreign Office 2020).

1.2 Human Capacity Development

Overall, capacity development describes processes through which people, organisations and societies mobilise, adapt and expand their capabilities in order to shape their own development in a sustainable manner and adapt to changing conditions (GIZ 2013b: 3). The term has become an integral part of international developmental discourses (cp. European Commission 2019, UNDP 2017, UNITAR 2020, World Bank 2012). The apposition “human” of “Human Capacity Development” and “HCD as a tool” predominantly can be encountered in German debates and concepts (cp. BMZ 2016a, GIZ 2013a, Krewer & Uhlmann 2015).

Committed to achieve the sustainable development goals (SDG) by 2030, “capacity building”, “capacity development”⁴ and the “capacity to build capacities”, often are prerequisites and thus at the core of most developmental efforts; “capacity building support” itself is also agreed in the SDGs. Among others it is explicitly linked to migration (cp. SDG 17.18 as outlined in the previous section).

In developing (as well as in emerging and industrialized) countries, state institutions are often challenged to create the framework conditions for sustainable development and to provide services for its population – and pathways for safe, orderly and regular migration may be considered as one aspect. Government officials, experts, journalists and various social actors are needed for managing and critically accompanying such processes. *“The services to support capacity development are, on the one hand, geared to strengthening the capacities of individuals (i.e. especially change agents) by imparting specialist knowledge, skills as well as design and methodological competence to solve problems independently [...] At the same time, organisational development of partner organisations and the cooperation and networking of actors (i.e. individuals, organisations and governments, etc.) are always promoted and negotiation processes between them are accompanied. In this way, policy areas and cooperation systems that are necessary for structural change [...] are addressed at the level of society.”* (GIZ 2013b: 6)

4 While capacity-“building” is associated to processes needed to build from scratch, i.e. in contexts where little or no prior experiences exist to build on, the term capacity-“development” implies a preexisting degree of skills and ownership by the target groups, who are willing to “learn”, “transform” and “co-create” for improved performance.

People are the key factor for change processes. Thus, most HCD measures aim for impacts at the *individual* level, enabling individual learning processes and the exchange of individual experiences. At an *organisational* or institutional level, they (ideally) contribute to achieving optimum results in professional effect chains, i.e. in a ministry, NGO, factory etc. People and participants are embedded in “reference systems” (e. g. forced migration regimes, commercial relations) and whenever possible, HCD also intends to impact the *system* level. Such superordinated structures and processes can best be addressed by capacity development through its network nodes (e. g. intergovernmental cooperation).

HCD4MG links questions of migration governance to processes that enable individuals, organisations and entire societies to shape their own development. This requires much more than simply some “know-how transfer” (e. g. a training for border management in context of GCM goal No. 11). Policymakers, politicians, local administrations, civil society, but also migrants and diaspora members have to become aware of which capacities are needed for strengthening individual competencies and developing sustainable impacts in social migratory systems. The underlying questions are often which skills/what can be acquired – and what not – and how does the international partners’ CD portfolio fit to the realities on the ground. The commitments and ownership of processes by the partners and analysis on what is actually really needed to achieve the intended results are, amongst others, pivotal to successful capacity development processes (see section 4.1 on migration specific learning and training needs analyses).

Contents and spectrum of HCD in the context of migration governance

To boost the abstract idea of somehow developing human capacities, it is worth simply observing what is implemented on the ground that can be conceived as (H)CD. Established elements of capacity development measures and programmes that also address migration governance typically include

- competency based training measures for skill development⁵.
- workshops/seminars/courses introducing fundamental migration facts⁶.
- demand driven knowledge nuggets, offered to selected partners, stakeholders and “target groups” and accompanied by toolkits, guidelines, trainer-handbooks etc⁷.
- e-learning and blended learning courses offered in virtual classrooms, MOOCs and other platforms⁸.
- leadership development and strengthening organisations, which can range from short term HCD advice to one week summer schools or three month diploma programmes⁹.

5 See, for example, the workshops for statisticians in IOM’s global migration data analysis centre.

6 See, for example, the pilot trainings described in Chapter II.

7 See, for example, the various outcomes of the GIZ sector project Migration & Development (2006–2022) in Germany and the Global Programme Migration and Development Division of the Swiss Development Cooperation (SDC).

8 See, for example, the United Nations Institute for Training and Research (UNITAR) or, with different thematic focus, the United Nations System Staff College (UNSSC).

9 See, for example, the education and training offers of the United Nation University in Maastricht (UNU-MERIT), the international summer schools on the GCM in Ludwigsburg (HVP) or the focus session at the Vienna Migration Conference (ICMPD).

- regional events, international study tours and exchange visits for staff rotation, internships, joint participation and practical presentations, work exercises, peer learning and possible institutional twinning.
- training needs assessments, HR strategy development and CD specific evaluation tools¹⁰.
- policy dialogue forums and conferences¹¹.

Depending on needs, available resources and the political will of partners, HCD covers a whole range of different possibilities, from short-term measures to integrated HCD-programme components within a project-cycle and up to autonomous HCD-programmes dedicated to develop capacities at individual and/or organisational and/or system level. Therefore different formats and elements of varying duration are combinable. An Indonesian *Migration & Diaspora* programme can, for example, be leveraged by advising high-level decision makers and inviting researchers and government officials to a workshop on the latest international developments regarding safe, orderly and regular migration (cp. section 2.4). In contrast, an HCD programme in Afghanistan at this point only addresses NGOs working with refugees at the grassroots level. As another example, a programme in Ecuador combines early pilot trainings on the GCM for selected participants while working at the same time on high-level exchange by hosting and organising a variety of panels and forums during the GFMD summit in its capital.

Capacity WORKS

In this context it is worth mentioning that German GIZ applies the concept of “capacity (development)” not only in cooperation with its international partners, but to its own employees, organisational processes and its external structures. The organisation’s management approach *Capacity WORKS* is foremost a tool for the management of complex cooperation projects and programmes. The superordinate goal is the achievement of sustainable development by employing a capacity-building strategy that tackles the strengthening of the skills of people, organisations and societies. *Capacity WORKS* operates with five success factors which support the development process of a strategy and the implementation of concrete activities to align management and strategies towards objectives and results. The factors are (1.) a clear strategy, (2.) a structured cooperation, (3.) a functioning steering structure, (4.) targeted processes and (5.) the development of capacities for learning and innovation (GIZ 2015a)¹².

Challenges of capacity development in international cooperation

People are not only the key factor for change processes. Working with people and human experience/learning processes leads directly into the difficult terrain of behavioural change, educational psychology and, considering the power relations between “donors” and “recipients”, into the field of sociology of development. A well-known challenge for all such pro-

10 See, for example, Loch 2010 and Loch & Neves 2015 in the references/literature.

11 See, for example, the Global Forum on Migration and Development (GFMD), the United Nations High-level Dialogue on International Migration and Development or the Knowledge Partnership on Migration and Development (KNOMAD).

12 The GIZ technical assistance team (TAT) of the Migration Governance component started to use Capacity WORKS tools for designing CD strategies at the country level. Further potentials, how HDC4MG may benefit from Capacity WORKS, are outlined in section 5.3 in the context of potentials for innovation and sustainable transfer.

grammes in international cooperation is designing them to be “demand oriented”¹³ and finding a balance between de facto conditions, financial feasibility and political guidelines of the funding authorities. *The “starting point for HCD programmes and measures is the objectives of projects and the intended impacts outlined therein. The identified competence requirements as the result of a more comprehensive analysis process agreed with the partner serve as a planning basis, which may be part of a project appraisal or follow on from it. [...] From the information about existing and missing capacities, statements about inhibiting and supporting factors in the environment to be taken into account, framework data on target groups and learning contents as well as learning objectives for the monitoring system are derived”* (GIZ 2012b: 2).

Another well known challenge for all HCD-programmes is evaluating their impacts. While, for example, an agricultural programme can measure the amount of available seeds, output and outcome, “capacities” are a fuzzy entity. Evaluators cannot look into the brains and minds of partners. However, there are some assessment techniques for capacity development impacts developed, considering particularly institutional arrangements, leadership, knowledge and accountability (cp. BMZ 2016c, World Bank 2012).

1.3 Actors within the HCD4MG-context

It is hardly surprising that, given the systemic importance of this domain, various international organisations and networks are committed to develop capacities for migration governance. Additionally, a wide range of different local institutes, platforms, NGOs and training providers somehow have CD in their portfolio (which may also include HCD4GM) or deal with questions of migration, migration policies and governance (which may also include trainings, further education, conferences or dialogue events).

1.3.1 UNNM

The *United Nations Network on Migration* (UNNM) was established to support member states to implement, follow-up and review the GCM in a coordinated way. UNNM intends to “*enhance UN system-wide capacity to support states [...] in developing GCM implementation plans*” (Vitorino 2019). The *International Organisation for Migration* (IOM – see next section) coordinates this network and hosts its secretariat. A *migration multi partner trust fund* (MPTF) has been setup for the period 2019–2022 providing the necessary financial resources for supporting GCM implementation. Until August 2020 eight UN member states contributed a total of 9,42 Million USD to this endeavor (MPTF 2020).

The GCM itself foresees the establishment of, among others, a capacity-building mechanism (cp. GCM operative paragraph 45), which falls under the jurisdiction of the UNNM. The network aims to facilitate the implementation of the GCM along its principles and objectives, acts as a knowledge and guidance hub on migration issues and thus also establishes and promotes its capacity-building mechanism (CBM). Following its formalisation of its operational procedures,

13 Not every “expressed need” really responds to the necessities; not every workshop offer “really scratches where it itches”.

the UNNM established a platform for exchange and expertise on all aspects relating to the implementation of the GCM.

According to its work plan, top priorities of the UNNM are the support for the development of national implementation plans, the support of the UN migration coordination mechanism and the facilitation of country level GCM measures through the support of the UN Sustainable Development Cooperation Framework as well as putting its capacity-building mechanism into practice¹⁴ (UNNM 2019, 2020).

The capacity building mechanism itself proposes three components: it offers (1.) technical, (2.) financial and (3.) personnel resources to facilitate the implementation of the GCM through strengthening capacities and fostering (inter-)national cooperation. It also includes a connection hub, which supports integrated and demand-oriented solutions, an online open data source in form of a global knowledge platform and a start-up fund to finance pilot projects.

The connection hub and the global knowledge platform collect information and expertise (such as migration evidence, policies and practices) in order to facilitate the development of country specific solutions for member states.

Embedded in UN structures, the UNNM activities are implemented in close cooperation with and for other UN bodies: UNDP, UN Women and particularly the IOM, together with their national partners, provide capacity building and information workshops to empower countries to develop national implementation plans.

1.3.2 IOM

The *International Organisation for Migration* (IOM) is one of the leading organisations concerned with the implementation of the GCM and a central actor in the provision of related HCD-measures. IOM, founded in 1951 and since 2016 part of the UN system, addresses all dimensions of migration and mobility and delivers capacity building programmes in various forms in a broad field of issues.

According to IOM's latest *World Migration Report*, the responsibility to “provide an objective and balanced account of migration globally has never been more important” (IOM 2019d: 15). As a consequence the organisation supports member states' capacity development through various means. Most prominent is IOM's *Global Migration Data Analysis Centre* (GMDAC). The GMDAC records and tools for data collection and analysis can be utilised for various audiences and target groups in any capacity-building measure. The online *migration data source guidance tool*, for example, promotes data processing in the context of migration governance, facilitating data management and the development of evidence-based migration policies. The *migration data portal* and the *migration governance snapshots* inspire knowledge management on migration data (via online tools, publications, workshops and conferences).

With regard to migration governance, IOM also supports governments in their efforts to improve migration statistics for policymaking, including through migration data strategies, data collection manuals, regional guidelines and training materials, migration profiles and

14 For updates regarding the progress on the Capacity building mechanism, see <https://migrationnetwork.un.org>.

corresponding workshop facilitation (IOM 2019c). IOM also organises regional consultative processes, providing additional platforms to define regional issues and promote its migration management approach (Rother 2012: 12).

GMDAC's capacity building activities on migration governance are still in their initial phase and currently focus on African countries (e.g. Ghana, Namibia, Egypt, Mauritania, Zambia) – as well as Azerbaijan. In July 2019, IOM implemented the first training on migration governance and policy framework for IOM professionals in Rwanda. In order to facilitate MG, two major approaches and analytical tools were introduced. The first is the *Migration Governance Framework* (MiGoF) as a structured approach to improve national migration governance. The framework contains principles and objectives to facilitate orderly, safe, regular and responsible migration through planned and well-managed migration policies. Second, IOM's *Migration Governance Indicators* (MGI) assist in operationalizing the MiGoF. IOM foresees the development of the MGI into a kind of “capacity development tool” linking the initial national assessment of MGI indicators to follow-up initiatives in order to develop priorities for migration governance capacity-building (IOM 2019a and 2019d).

Being the United Nations lead agency on overall migration (while UNHCR focuses on refugees), IOM cooperates in its capacity development efforts with most major multi-national actors, such as the UN Network on Migration and EU Capacity Building Support, as well as with national development agencies and partners.¹⁵

1.3.3 KNOMAD

The *Global Knowledge Partnership on Migration and Development* (KNOMAD) is setup as an international expertise hub; the initiative is part of the World Bank's Development Indicators Group. Providing technical assistance and capacity building for pilot projects, evaluation of policies, and data collection, KNOMAD relies on a knowledge pool of over 500 migration experts and maintains several specialized working groups (among others on labour migration, remittances & diaspora resources or forced migration & development). KNOMAD initiated the foundation of the *Mayoral Forum on Human Mobility, Migration and Development*. One of its major publications, the “Migration and Development brief”, provides a series of abstracts to migration-related topics since 2006. KNOMAD was established through a multi-donor trust fund with assistance of the *Swiss Agency for Development Cooperation* (SDC) and the *German Federal Ministry for Economic Cooperation and Development* (BMZ); the *Global Forum on Migration and Development* (GFMD – see section 1.3.5) and several UN agencies work in close cooperation with KNOMAD. Similar to IOM, core working fields are data analysis as well as the evaluation of migration policies.

KNOMAD facilitates capacity building measures for receiving, host and transit countries – particularly focusing on the improvement of reliable migration and remittance data, main-

15 Combining efforts and in line with donor harmonization requirements of DAC, IOM also cooperated in pilot training implementation in Ecuador and Georgia together with GIZ (see Chapter II). For further reading on IOM's “migration governance initiatives” see: <https://www.iom.int/iscms-policy-dialogue-migration-and-migration-governance>.

streaming of migration into development plans and the evaluation of migration impacts, migration-related SDGs and objectives of the GCM (KNOMAD 2019, World Bank 2019). Other topics related to capacity building and capacity development are the “[*mobilization of*] diaspora resources as agents of social and economic change” or “[*integration issues in host communities*” (KNOMAD 2019)¹⁶.

1.3.4 ICMPD

The *International Centre for Migration Policy Development* (ICMPD) is a European inter-governmental organisation offering expertise on migration issues to EU priority partners and regions (e. g. along migration routes in Africa, Central and Southern Asia, the Middle East). ICMPD was founded to build regulative capacities of European states and facilitate the Europeanization of migration policies. Since the establishment of the ICMPD, the scope of work has broadened and the organisation is one of Europe’s leading consultancy providers on migration policy issues (Hess 2010, ICMPD 2019).

The general approach of the ICMPD can be described as “*technocratic vision and we wish, we endorse more participation of migrants and an improvement of their lives. But we believe that the way to achieve this goal is to manage and regulate migration*” (Hoffmann in Hess 2010: 102). In practice, ICMPD is working through a three-pillared approach to migration management for sustainable migration governance in partner countries: (1.) policy and research, (2.) migration dialogues and (3.) global and regional capacity building (ICMPD 2020b). Several regional consultative processes (e. g. in Prague, Bucharest, Kartoum), which are fundamentally about knowledge exchange, capacity building and joint action, were supported by ICMPD.

ICMPD’s capacity building measures aim to facilitate good migration governance and develop the necessary conditions at the national and local level. Major tools include training programmes, workshops and study visits, the facilitation of efficient multi-level partnerships and the support to governmental and administrative agencies, as well as development and innovation processes. The measures tackle the fields of irregular migration and return, human trafficking, border management, asylum, migration and development, as well as legal migration and integration. Within its capacity building measures the organisation has developed a regional approach, emphasizing the importance of regional perspectives in international migration and aiming to create efficient partnerships along migration routes (European Commission 2019, ICMPD 2019, 2020a and 2020b).

ICMPD’s capacity building measures often are embedded in, or linked to, European and global initiatives, such as MIEUX (see section 1.3.6) or the EU Global Diaspora Facility (fostering cooperation between diaspora organisations and countries of origin). One example is its anti-trafficking programme, supporting the development of comprehensive anti-trafficking responses through capacity building for key stakeholders. Over 40 projects have been implemented

16 For further reading on the Global Knowledge Partnership on Migration and Development, particularly economic data on remittances, see <https://www.knomad.org/data/remittances>.

since 2002 in countries within this programme (including Bulgaria, Italy, Bosnia and Herzegovina among others).

Capacity development is not only addressed through conventional trainings, but also through forums and summer schools. The biggest event is the annual Vienna Migration Conference organised by ICMPD. Involving various stakeholders, such as political decision makers, government experts, academics and civil society, current pressing issues in the field of migration and recent challenges, gaps and solutions are being debated between students, young professionals working in the migration field and international lecturers (ICMPD 2020a and 2020c). Every year ICMPD delivers approximately 500 trainings, 100 conferences and 1.200 meetings and workshops, reaching over 27.000 people annually (ICMPD 2020b). The organisation is undisputably, a powerhouse in the migration capacity building context.

1.3.5 GFMD

The *Global Forum on Migration and Development* (GFMD) brings together different types of learners and stakeholders, among them governments, civil society, mayors, academics, business and youth. Through an informal, dialogue-oriented base the forum catalyzes innovation in the field of migration and development (M&D) and fosters international cooperation.

The GFMD offers a permanent online *Platform for Partnership* (PfP) as a ¹⁷. The PfP features government policy tools and programmes that have been inspired by GFMD discussions and recommendations. A policy and practice database is also accessible, providing the opportunity to learn from presented projects, practices and partnerships, as well as calls for action on M&D and the chance to seek funding or partners for cooperation. Obviously the PfP fosters communication and exchange between GFMD members; at the time of this study, 1.321 M&D policy and practice descriptions are accessible via the GFMD online database, covering 204 migration profiles, data from 188 governments and eight calls for action and four M&D policy tools.

As one indicative tool on the PfP, the *Migration Profile Repository* was developed in cooperation with IOM since the importance of migration profiles was recognized in various GFMD meetings (as both a tool for informed and coherent migration governance as well as for capacity development). The repository collects migration profiles in one central database and guides stakeholders through the process of developing their own migration profiles.

GFMD's annual summits (2020 in Quito, 2021 in Dubai) develop not only capacities of its participants but are itself impressive manifestations of already built capacities.

1.3.6 MIEUX, UNITAR & others

Focusing on capacity development for migration governance specifically (and not only on the broad and various dimensions of migration) a number of other organisations are active in the field. At regional level (e. g. ASEAN, Europe) one can find some capacity development financing

17 For further reading see GFMD's Platform for Partnership (PfP): <https://gfmd.org/pfp>.

mechanisms (e. g. the *EU Global Migration Capacity Building Support*); at national level various agencies for development cooperation (e. g. German GIZ, Swiss SDC, USAid) with dedicated (migration) governance support also exist. Last but not least, there are various transnational organisations with particular thematic mandates (e. g. the International Labour Organisation focusing on labour related affairs) also engaging in capacity development for respective policy development (e. g. migrant workers' rights).

Additionally, however not primarily concerned about migration but rather with trainings, there are established "educationalists" (such as the *United Nations Institute for Training and Research* or the *United Nations University*), who have also included some HCD4MG in their portfolio over the last decade. The following descriptions do not claim to be complete; they rather aim at introducing selected "best practice" providers in order to refer back to them later in the study.

EU Global Migration Capacity Building Support

The *European Commission's* annual action programme *Global Public Goods and Challenges in the area of Migration and Asylum* finances, among others, the *Global Migration Capacity Building Support* under its *Development Cooperation Instrument* (European Commission 2019). The interventions aim at improving migration governance at national, regional and global levels by further developing capacities of national and local stakeholders, through evidence-based decisions, policies and interventions and by enhancing migration management support at all levels (European Commission 2019).

Public authorities, often the ministry of foreign affairs, are the main target group of the capacity building measures, as are (sub)regional or local authorities (e. g. in cooperation with state and local authorities in Sub-Saharan Africa, Asia, Caribbean, Central and Latin America and the Pacific). Since the Commission does not execute the training events itself, it is not surprising that the two central components of the programme are implemented by well-known luminaries, ICMPD and IOM.

Graphic 2: European Migration Capacity Building Support

	Component 1	Component 2
Outcome	Capacity building for central and local authorities to address the whole scope of migration and mobility and foster gender sensitive evidence-based migration governance.	Improved capacity building on migration management among EU, regional, national and local actors, partner countries, governments, civil society actors and further key stakeholders.
Activities	Among others: provision and creation of expertise via standardisation of training programmes and capacity building of training schools.	Among others: Development and implementation of capacity building pilot projects to improve migration governance.
Lead organisations	Indirect project and financial management by ICMPD	Indirect project and financial management by IOM

Source: European Commission 2019 [excerpted by the authors].

Following a whole-of-government and a whole-of-society-approach, as well as aiming for institutional policy coherence, various actors are involved in the measures. At the national level, training institutes and public administration academies are partners; at the local level, capacities of migration service providers (reception, protection, etc.) are built.

Empowerment of civil society organisations, diaspora networks, trade unions and the private sector was sought in order to enable greater participation. The tools and experiences are linked to other organisations' capacity building measures (e.g. *Migration Governance Framework*, *Migration Governance Indicators*, *Essentials of Migration Management 2.0 training curricula*) and the components closely cooperated with the Global Migration Group (the predecessor of the UNNM).

MIEUX

The first *Migration EU Expertise* (MIEUX) was launched in 2009 as a pilot initiative between the EU and several partner countries; a second phase (2012–2015) included triangular South-South cooperation on migration and a third phase (2016–2019) responded even to (capacity building) requests from local authorities, parliaments and civil society organisations in partnership with national authorities. The programme provided short-term capacity building and knowledge exchange and fostered partnerships for and within partner countries and regional organisations to improve migration and mobility management upon request. The initiative attempted to strengthen multi-stakeholder governance and synergies through transfer and exchange of participants' expertise. As a contribution of the EU to the GFMD, MIEUX implemented a four-part workshop series preceding the summit in 2019. Addressing topics such as "providing regular pathways from crisis to safety" or "supporting arrival cities through policy coherence and multi-stakeholder perspectives", the programme contributed capacity building on demand to academia, national and local-level governments, as well as NGOs and civil society (MIEUX 2019a and 2019c). As a result of over ten years migration capacity development, examples of migration policy frameworks, several MIEUX analysis tools and various country cases¹⁸ were published by ICMPD in December 2020 (Chirita, Zorrilla-Fernandez & Fabbri 2020).

UNITAR

The *United Nations Institute for Training and Research* (UNITAR) provides capacity building for individuals, governmental, non-governmental and international organisations to foster global decision-making and country-level action regarding the Agenda 2030 (UNITAR 2020 and 2018).

18 E.g. on Thailand (prevention and protection of THB victims and homeless migrants), Peru (addressing smuggling of migrants), the Philippines (communicating better with migrants), South-East Asia (advancing cooperation on migration), West Africa (sharing knowledge on migration and environment), Belarus (paving the way for migrant workers' rights), Costa Rica (development of the second national integration plan), Cabo Verde (municipal action plans for immigration and integration), Kenya (development of standard operating procedures for migration data management), Mexico (capacity building based on the European Asylum Support Office training curriculum), Jordan (new procedures for protecting victims of trafficking), Mauritius (national migration and development policy), Malawi (formulating a new national diaspora engagement policy), Madagascar (national diaspora engagement policy) and Brazil (protection of children in migration).

UNITAR uses a broad scope of formats addressing peace, people, planet and prosperity (i.e. the SDG pillars) – among them face-to-face workshops, online seminars, blended courses and Master’s programmes, institutional capacity-building workshops, advice, training of trainers and conferences. UNITAR’s capacity building efforts do not mainly focus on migration, however many of its offers can also be considered as highly relevant for migration governance. These include workshops on migration data management (for M&D council members) and even a Master’s degree on “Migration Studies” among others. The free e-learning course “Entrepreneurship for Migrants and Refugees: strengthening the humanitarian-development nexus through capacity building” was developed in cooperation with UNITAR (see section 4.4 of this study).

Another online tool is the UNITAR facilitation toolbox, a digital, seven-part training of trainers for experienced and non-experienced facilitators. It includes basics on the design and implementation of adult training, professional training and capacity development, as well as the evaluation of such programmes (UNITAR 2017, 2018 and 2020)¹⁹.

Others

Churches, trade unions, various developmental organisations, NGOs, civil society organisations and several smaller associations or global UN-institutes are concerned with questions of migration and development. Some also organise workshops and reach out to government officials around the world. The following selection highlights several more capacity development approaches particularly related to M&D, without claiming to be exhaustive:

The creation of an *International Migration Review Forum* is already set in the GCM (operational procedure 49 & 51). This forum is about to become the key intergovernmental forum for reviewing progress made in implementing the GCM and will take place every four years; the first review was scheduled for 2020.

The *United Nations University – Maastricht Economic and Social Research Institute on Innovation and Technology* (UNU-MERIT) and its Graduate School of Governance offer short courses and online classes on various parameters which influence global development, including migration governance. Students from all over the world can learn about “Governance in Theory and Practice” and enroll in a Diploma programme on “Migration Management”, a Masters degree in “Public Policy and Human Development” or even obtain a PhD on “Governance and Policy Analysis” (UNU-MERIT 2020).

The *Migration Policy Centre* (MPC) is located at the *European University Institute* in Florence and delivers research, policy dialogues and training on international migration and asylum governance. MPC offers capacity development measures for a broad group of professionals dealing with migration through online courses (e.g. webinar on asylum governance in Europe), conventional trainings (e.g. training on international migration determinants, effects and governance) or its most prominent format: the annual Migration Summer School (MPC 2020a and 2020b).

19 For further reading on UNITAR’s capacity development offers see: <https://unitar.org/learning-solutions/innovative-learning-tools>.

Similar to the MPC, the *Migration Policy Institute* (MPI) in Brussels is setup as a non-profit, independent research institute that aims to provide a better understanding of migration in Europe and thus promotes effective policymaking. It provides practical policy design to governmental and non-governmental stakeholders and organizes webinars on current issues (e. g. in November 2020 *Welfare States and Migration: How will the pandemic reshape a complex relationship?*).

The *United Nations Development Programme* (UNDP) supports countries to sustainably reach their development goals. This also includes governance support. UNDP (together with IOM, UNHCR, ILO and the UN Population Fund) runs the *Joint Migration & Development Initiative* which fosters the development agenda by assigning local governments, actors and migrants a central role in the migration and development debate. Furthermore, UNDP was involved in the development of the *handbook Mainstreaming Migration into Development Planning*²⁰. Linking development and migration, UNDP maintains a strategic position for the continued development of global M&D initiatives and related capacity building support (Micinski 2018, UNDP 2017).

The *International Labour Organisation* (ILO) assists and promotes fair labour standards and decent work for all. Through capacity building activities, such as trainings and public sector advice on labour migration policies and social security, ILO supports the strengthening of effective labour migration governance. In its Turin-based *ILO International Training Centre*, courses are provided on enhancing protection, promoting sustainable development and facilitating fair and effective labour migration governance, partly face-to-face (e. g. in South Africa 2016), partly online. It has published various tools²¹ providing a knowledge base for ILO's capacity building activities (ILO 2019, Micinski 2018).

The Migration Network of the *Swiss Development Cooperation* (SDC) provides capacity-building tools connecting migration stakeholders and programmes via its platform for dialogue and exchange at the local, regional, national and global level. Through a partnership with the *Intergovernmental Authority on Development in Eastern Africa*, which covers eight countries, SDC facilitates the migration management in these countries financially and technically, inter alia through capacity building programmes such as "Shaping Migration for Sustainable Development" (SDC 2018).

The *Mediterranean Sub-Saharan Migration Trade Union Network* with the regional project *Promoting Migration Governance*, supported by the *Friedrich Ebert Foundation*, provides capacity building on the role of trade unions in Europe, North and West Sahara as stakeholders in the migration governance process (FES 2017, Micinski 2018).

Among the various NGOs concerned with the GCM, the *Global Academy of Migration and Development* (GAMD) was established to bring migration policies to action, mainly focusing on trainings in the ASEAN region. GAMD is a global network of practitioners from civil society

20 See: <https://publications.iom.int/system/files/pdf/gmg2010.pdf>. The references & reviewed literature section at the end of the study provide all URL for the above mentioned readers, tools, handbooks etc.

21 For further reading on ILO's tools see: <https://www.ilo.org/secsoc/information-resources/publications-and-tools/lang--en/index.htm>.

organisations, national and local governments, academia and private sector with expertise on implementing and supporting migration and development initiatives in destination and origin countries worldwide (GAMD 2020a).

At least a dozen organisations are listed in IOM's world migration report (IOM 2019: 133), all somehow concerned with the mega-issue of people on the move (like the World Food Programme or UN Women, UNESCO, UNHCR etc.). Many of these organisations also offer trainings; however their detailed description would certainly go beyond the scope of the present study.

At this point it should have become clear that a large number of actors with diverse approaches are concerned with the nexus of development and migration. Accordingly, a diverse range of capacity development efforts can be found. The next section will take a closer look at one particular actor in this domain, the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ).

1.4 The GIZ-approach

The *Deutsche Gesellschaft für internationale Zusammenarbeit* (GIZ) is an experienced service provider in the field of international cooperation for sustainable development and international education work, dedicated to shaping a future worth living around the world (GIZ 2020). Its main commissioning party is the *German Federal Ministry for Economic Cooperation and Development* (BMZ). Since 2006, dedicated programmes address the potentials and risks of migration and development; for the period 2017–2023 a comprehensive programme *Migration for Development* is implemented and a substantial programme *Migration & Diaspora* (PMD) is currently underway (2019–2022) in cooperation with the *Centre for International Migration and Development* (CIM), the *German Federal Employment Agency's International Placement Services* (ZAV) as well as with 22 partner countries²² and their employment agencies (GIZ 2020j).

PMD & Migration Governance

The overall goal of the programme *Migration & Diaspora* (PMD) is that key actors in partner countries increasingly make use of the positive effects that regular migration and diaspora engagement have on the social and economic development in their countries.

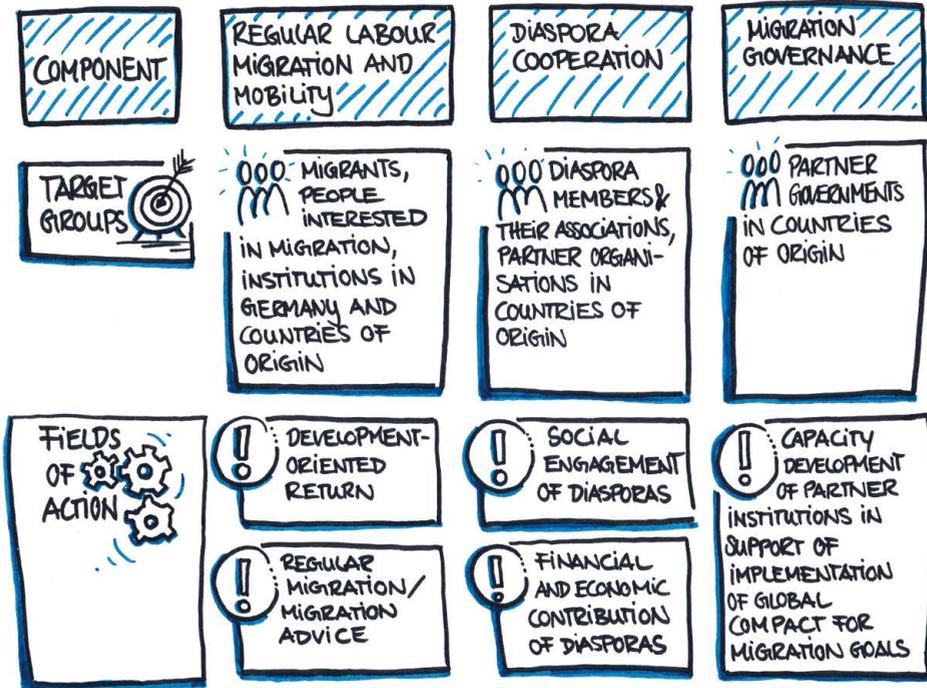
The programme's approach “reflects the German Government's migration policy by: leveraging the potential of regular migration; strengthening our partners' capacity to actively shape migration processes; addressing the causes of displacement and irregular migration; supporting migrants in returning and reintegrating into the labour market [and] making migrant remittance fees transparent” (GIZ 2019a).

Considering the international discourse around the GCM adopted in 2018, “migration governance” was included as one important component of this programme. Its overall architecture consists of three components/pillars: (1.) regular labour migration & mobility, (2.) diaspora-co-

22 Albania, Cameroon, Colombia, Ecuador, Ethiopia, Georgia, Ghana, India, Indonesia, Jordan, Kenya, Kosovo, Morocco, Nepal, Nigeria, Palestinian territories, Peru, Senegal, Serbia, Tunisia, Ukraine, Vietnam.

operation and (3.) migration governance – with a total funding volume of EUR 69 million; additionally an Expert Fund (EUR 19 million) was established (GIZ 2019a).

Graphic 3: Logframe Programme Migration & Diaspora



The programme's activities are implemented in accordance with and aligned to the 2030 Agenda for Sustainable Development (particularly SDGs 10.7 and 17.18, see introduction), the Global Compact for safe, orderly and regular Migration (GCM) as well as Germany's new Skilled Labour Immigration Act and the country's National Action Plan for Integration.

So, how can a developmental organisation, such as GIZ, contribute to (good) migration governance in its partner countries? And how can "capacities" be built for achieving development-related objectives of the GCM?

The answer is complex; a GIZ fact sheet states "We advise governments and international partners on policymaking, organisational formats and strategies for migration. Through training and the assignment of integrated experts in relevant institutions, we provide upskilling and support the development and implementation of a sustainable migration policy" (GIZ 2019a). The component has four "core offers": (1.) Advisors for migration policy, (2.) training on development-oriented migration, (3.) multi-stakeholder dialogue formats and (4.) peer-to-peer exchange between countries and regions.

Field-proven approaches

Practically spoken, there is a set of established instruments that can be deployed, when the necessary financial resources, processes and structures are available:

- Involving and consolidating local key actors: GIZ operates around 90 offices worldwide – and thus, the organisation can rely on local experts in its country offices, who have worked in earlier migration related programmes or are familiar with the GIZ approaches from other projects. DIMAK, the *German Information Centre for Migration, Training and Career* in Kosovo, will be described in section 2.2 and 3.2 as an example in a country of manageable size where migration issues are considered politically highly relevant²³. In this centre, virtually all important local actors are interconnected;
- Purchasing consultant services available through the international market for such service provision: Section 1.3 outlined several stakeholders in the field – and indeed, a “technical assistance team” (TAT) was established for PMD, consisting of a consortium of well known tenderers for migration management support (inter alia ICMPD) and large German consulting companies (as GOPA and GFA, depending on the program components and requirements);
- Building on existing local structures (subsidiarity) and cofinancing innovative ideas and initiatives: The *Global Knowledge Partnership on Migration and Development* is a good example of this strategy; another is backing-up third level HCD via the active support of Ecuador’s *Global Forum on Migration and Development* chairmanship through experienced German GIZ staff in the GFMD chairmanship’s task force in Quito;
- Associating migration to change projects and overall economic development: “Development assistance” is increasingly linked to the compliance of recipient countries with regard to progress in good governance, anti-corruption measures and human rights (cp. the reform concept *BMZ 2030*); at the programme- and project-level, similarly and in a more or less subtle way, development-oriented results may be targeted that are only indirectly related to migration, e. g. by supporting (“change”) projects of the partners in the framework of migration governance;
- Creating convincing *triple win* effects: Generating positive outcomes for sustainable occupational mobility for the benefit of the three key stakeholders involved in the migration process, i.e. (1.) migrants, (2.) countries of origin and (3.) destination, is the core of the *triple win* approach (see section 3.3). GIZ has a proven track history of successfully implemented *triple win* projects²⁴, from which *lessons learned* can be deducted for finetuning its instruments and approaches;
- Knowledge management and sector expertise: While average projects often only have a life cycle of three years, GIZ’s migration sector project was established in 2006 and has generated over fourteen years a tremendous knowledge base; its sector project thus has meanwhile remarkable internal resources (e. g. trainers, inhouse facilitators, data manage-

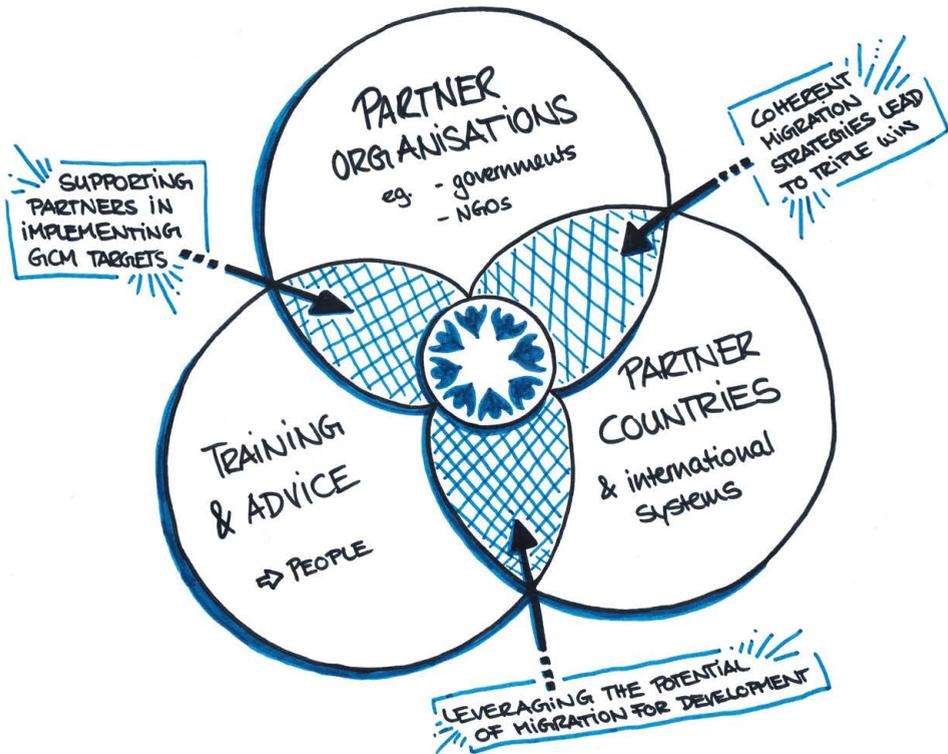
23 These are global projects commissioned by the BMZ (namely PMD and PME), whose services (here: DIMAK-Kosovo) are embedded in existing country office structures. Other global, regional or bilateral projects on migration may also exist.

24 Cp. Sustainable recruitment of nurses from four countries, a triple win project, which is implemented by GIZ International Services, together with employment agencies in the partner countries and the German ZAV since 2013.

ment systems, teaching materials) that can be quickly deployed to advise ministries and other stakeholders or create tailor made capacity building measures (GIZ 2011, GIZ 2020k).

As discussed in Chapter II, capacity development is a proven short formula in the German development cooperation discourse and one of the core competencies within GIZ services (GIZ 2013b and 2019a). Capacity development, as an action field within the migration governance component of the GIZ programme PMD, offers long- and short-term migration policy advice to state and non-state actors in partner countries, facilitates multi-stakeholder dialogues, implements training courses on issues related to migration and development, fosters peer-to-peer exchange to share “best practice” on relevant migration issues and offers demand-oriented qualification for achieving SDGs and GCM objectives (GIZ 2019a, Meurer & Moosmayer 2019).

Graphic 4: Approaching good Migration Governance



As with many other capacity development measures of international organisations, the abstract overarching strategies must be transformed into effective concrete actions. This transformation is often challenging – in particular given the “demand driven” nature of actions that should be implemented in a “tailor made” fashion (GIZ 2019a). Long before the first co-created strategy- and policy development training starts, careful preparation is required, that tackles local,

regional, national and international questions on migration policy within partner countries to facilitate coherence between mandates, accountabilities and policies and to leverage the potential of migration for development. Supported by experts from its sector project, various workshops on *Shaping migration for sustainable Development* as well as first trainings for the MG component have been implemented by GIZ over the past years. They followed a holistic approach, aiming to strengthen the positive effects of migration on development, highlighting *triple wins* of migration through boosting capacities of partner governments in the field of migration policy and migration management (GIZ 2018c and 2020i). While an external technical assistance team (TAT) was contracted, first pilot trainings on capacity development for migration governance have already been conducted in Kosovo, Ecuador, Georgia; another was prepared for a timely implementation in Indonesia. These first experiences provide the resource for the analysis of the following chapter of this study.

II. PILOTING HCD4MG: FIRST INSIGHTS

Human Capacity Development for Migration Governance (HCD4MG) comprises, as discussed in Chapter I, a broad variety of measures and approaches.

The *International Organisation for Migration* (IOM) for example, clusters its 179 currently implemented projects – many of them with a capacity development component – into 17 broad categories²⁵. The *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ), partly in cooperation with country offices of the IOM, commenced a series of pilot trainings to build international capacities for migration governance in order “to translate abstract commitments on specific migration issues into practical actions” (GIZ 2018c). GIZ’s global programme PMD, as described in section 1.4., therefore cooperates with 22 countries, in which advisory centers and PMD teams are established (in eight countries specific migration governance advisors are in charge to prepare demand driven trainings). Fortunately, a set of preliminary data is available for several pilot HCD4MG-measures: Chapter II describes the experiences and outcomes from these trainings – based on their reports/documentations, evaluations, training scripts, participant observations and interviews with selected participants, facilitators and development partners. In a first step, the experiences from Ecuador, Kosovo, Georgia and Indonesia are briefly summarized – focusing on country specifics. The final section of this Chapter reveals first *lessons learned*²⁶. Later, in Chapter IV, additional experiences with preliminary online-trainings in virtual team-settings for migration governance, co-designed by GIZ and its TAT from the GOPA/ICMPD/PMCG consortium, are discussed.

The typical two day GIZ migration governance training with international partners and approximately 15–35 participants in a capital like Pristina, Quito, Tbilisi or Jakarta is usually supported by GIZ country offices and thus follows an overall didactic GIZ approach. The methodology is characterised by the utilisation of participatory techniques, at least two facilitators (ideally gender-balanced, one national and one international), utilisation of mobile visualization equipment and conducted in an appropriate training setting. The flow of each individual seminar is different, however there are certain components, that are used in nearly all trainings of this kind. Typically, the workshop starts with a warm-up of participants, followed by an introduction of basic M&D principles and concepts (e.g. the migration-development-nexus, remittances, diaspora). A short biographic interview with one returned migrant from the partner country featuring first-hand testimonials often functions as an emotional eye-opener in the beginning while a cognitive overview is provided by elaborating a timeline of major international M&D events in the past. Over two days, key topics of M&D discourses are addressed, such as

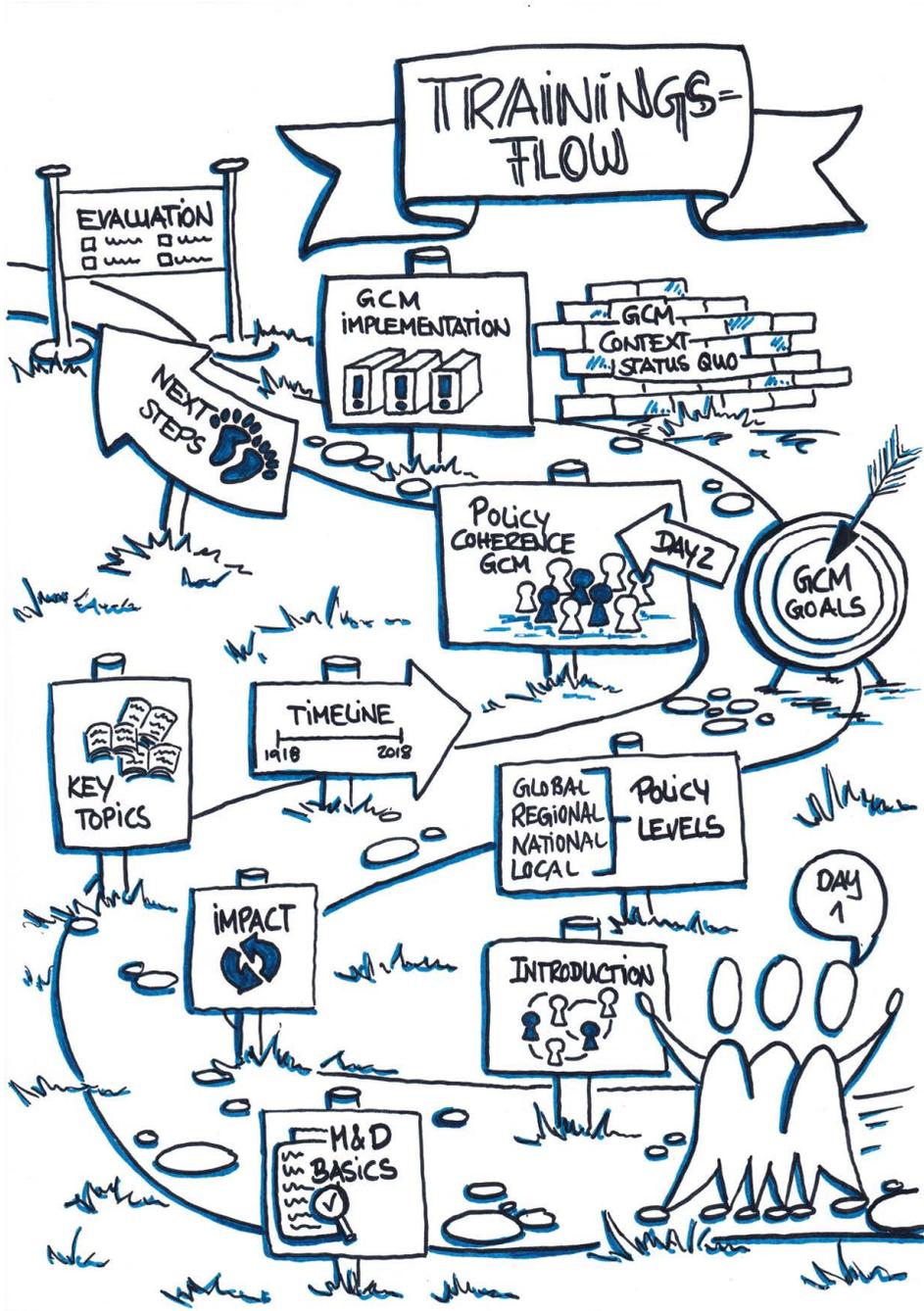
25 These addressed: immigration and borders, protection and assistance to vulnerable migrants, migration, environment and climate change, labour migration, community and economic development, migration policy activities, integration and social cohesion, migration research and publications, transfer of migrant knowledge and resources, health promotion and assistance for migrants, return and reintegration assistance for migrants, return and reintegration assistance for migrants and governments, mainstreaming migration into development, remittances, preventing violent extremism, community stabilisation, disaster risk reduction, former combatants; according to IOM (2019b), worldwide 72.529 “beneficiaries” were “trained by IOM”.

26 In the appendix additionally selected participant statements/lessons learned from (pilot) trainings are compiled in a synopsis chart.

the whole-of-government-approach, the GCM and its objectives, multi-level governance etc. Theory is linked to practice and next steps (usually aiming for transfer on the second day) discuss the question of GCM implementation in a coherent manner. The participants reflect the demands and challenges of the GCM objectives in their professional context as well as the future individual steps needed to improve migration governance in their respective sectors. By means of various small group work and country-specific case studies, increasing cooperation is encouraged. At the end every training is evaluated²⁷ and subsequent steps are agreed. The following graphic summarises this prototype overall training flow.

27 The various evaluations, reports, expert inputs together with other unpublished internal materials provide the base for the following analysis and synopsis in the appendix. They are referenced as follows:
 GIZ (2020a): “Cliffs of Coherence” Policy coherence in the field of migration and development. Unpublished lecture at HCD4MG pilot training in Kosovo 2020.
 GIZ (2020c): Evaluation analysis pilot workshop Georgia.
 GIZ (2020d): Evaluation analysis pilot workshop Kosovo.
 GIZ (2020h): Pilot workshops Georgia und Kosovo consolidated.
 GIZ (2020i): Report of the GIZ pilot workshop on Migration and Development. “Experiences from GCM countries in Georgia”, 30–31 January 2020.
 GIZ (2020j): Report on Module 1 “Training on development-oriented Migration” of the Programme Migration and Diaspora (PMD). Ghana, July 2020.
 GIZ (2019d): Report of the GIZ, IOM “Implementación del PMM en el Ecuador. Líneas para estructurar el proceso y aprovechar procesos existentes en el país”, 3–4 September 2019.
 GIZ (2019e): Workshop Documentation of the GIZ “Training on Global Compact for Safe, Orderly and Regular Migration (GCM) in Kosovo”, 11–13 December 2019.
 Global Academy on Migration and Development (2020c): GAMD and ATIKHA report. Training on Mainstreaming Migration into Local Governance, 9–11 February 2020.
 ICMPD, GOPA, PMCG and GIZ (2020): Online Training PMD: Migration Governance/Global Compact for Migration (GCM). Reader/ Background Information.
 Meurer, S. and Moosmayer, L. (2019): Migration Governance. Unpublished lecture at the HVF international summer school on safe, orderly and regular migration 2019. Ludwigsburg.

Graphic 5: Designing a HCD4MG training prototype



2.1 The Ecuador experience

Total population (2019)	17.1 million
Total number of int. migrants (2019)	383.500 (2,2 % of total population)
Total number of emigrants (2019)	1.2 million
Net migration rate in the 5 years prior to 2019	2.2 (+182.000)
Human Development Index	86 Rank
Remittances as % part of GDP	2,9 %

Sources: UN DESA 2019, World Bank 2019c.

The Republic of Ecuador was and is a BMZ bilateral partner country (cp. BMZ 2020: 7). The GIZ pilot training in Ecuador (2019) chronologically represents the kickoff in a series of four pilot trainings conducted under the auspices of GIZ headquarters in Eschborn/Germany. The GIZ sector project was commissioned for implementation and facilitation, which guaranteed that the organisation's methodology was followed. The pilot training was conducted over two days in September 2019 with 35 participants (mainly public officials charged with migration and developmental responsibilities) from 13 institutions and different professional backgrounds and experiences – a comparatively inhomogeneous group²⁸. The presence of some high level participants from Ecuador's *Ministry of Foreign Affairs and Human Mobility* (as the leading body on GCM affairs) signaled the high relevance attributed to the topic. In order to reach maximum acceptance in the eyes of the counterparts, striving for aid effectiveness and ensuring efficient operation, the training was designed and conducted in close cooperation between GIZ and the country office of IOM in Quito.

At that point in time, the *Global Compact for safe, orderly and regular Migration* (GCM) was known only to some experts in the field; the two day workshop was planned in order to facilitate first measures of its implementation in Ecuador. Thus, one of the agreed goals was to develop a roadmap for "making the compact work" in this country context. The following sub-goals were derived accordingly:

- Identifying the links between migration and development through concrete examples, understanding the impact of migration at different policy levels, as well as the elements of an articulated and cross-cutting migration policy;
- Understanding the international migration debate and deepening the development objectives of the GCM;
- Understanding from a particular working context the relationship between the objectives of the GCM and defining institutional needs for specific activities in the future.

28 Participants included officials from the Ministry of Foreign Affairs and Human Mobility, the Ministry of Government, the Ministry of Production, Foreign Trade, Investment and Fisheries, the Ministry of Labour, the Ministry of Education, and other entities such as the Technical Secretariat for Planning, the National Councils for Equality of Human Mobility and Intergenerational Equality as well as further national institutions.

The key module of the workshop addressed questions of policy coherence. As in many countries, Ecuador has numerous migration-specific policies in place²⁹, however responsibility for migration affairs is divided between different ministries and coordination is often deficient³⁰. Different actors are concerned with different aspects of migration (e. g. related to Venezuelan migrants and refugees or the Quito process, in which regional cooperation is fostered), potentially undermining migration policy coherence.

The overall workshop approach followed the established participatory training practice of the GIZ sector project. The team was requested to take into consideration the following requirements:

- To be based on internationally accepted themes and concepts
- To focus on aspects related to the country situation
- To promote the analysis and reflection of circumstances articulated by the key actors
- To facilitate the exchange between participants and institutions of responsibilities
- To support complementarity to human mobility management
- To develop activities in an open and horizontal work environment
- To facilitate personal and institutional involvement and commitment.

One major outcome of the pilot training was an elaborated roadmap for GCM implementation in this country from 2020 onwards, an extract of which is shown below.

29 Cp. the Migration Governance Snapshot: Republic of Ecuador in IOM's migration data portal (2018).

30 This phenomenon can be observed not only in Ecuador; quarrels about jurisdiction in migration context are frequent between ministries and authorities responsible for home affairs, foreign affairs, international development cooperation etc. (cp. examples from Indonesia and Germany).

Graphic 6: Roadmapping GCM implementation in Ecuador (extract)

Line of action	Objective	Proposed activities	Timeframe
1. Consolidation of the group of institutions participating in the September 2019 workshop	Strengthen the National Roundtable on Human Mobility, its knowledge of the GCM and expand its impact within the institutions	<ul style="list-style-type: none"> Organise an institutional training agenda based on the Introductory Course on Human Mobility Adding a GCM component to the human mobility course 	1st quarter 2020
2. Establishment of a Coordination Group	Making the institutions responsible for advancing knowledge on the issue of migration and development and the process of implementing the GCM. This will improve the chances of sustainability of the process	<ul style="list-style-type: none"> Mapping the relationship of the inter-agency activities on migration policy and current development policies with the objectives of the WPP Conduct replication workshops on cross-cutting migration policy planning with the GCM Identify other institutions, which are characterised by their thematic knowledge and by their positive relationship with other entities 	
3. Training to institutions related to the subject	Expand knowledge of the subject in the institutions participating in the September 2019 workshop, at management and technical levels	Support the dissemination of the Mobility and Development theme within the workshop institutions through information sessions or communication material	1st and 2nd quarter 2020
		Promote the exchange between institutions for information on progress, establish support and form alliances, for example through the presentation of exemplary inter-institutional initiatives at the meetings of the national human mobility roundtable	
	Train new institutions (disseminate to CSOs, academia, private sector)	<ul style="list-style-type: none"> Strengthen the involvement of GADs in national-local coordination To train GADs (provincial, municipal and parish), previously identifying the priority GADs, related to migratory aspects in their territories 	2nd and 3rd quarter 2020
		Resume the organisation of meetings on the ground between central government institutions and GAD	
4. Gathering information on GCM implementation experiences	Exchange on strategies, methods, progress with other countries implementing the GCM	<p>Identification progress</p> <ul style="list-style-type: none"> Contact to pick up experiences Coordinate collaboration 	1st and 2nd quarter 2020

5. Outline GCM implementation process	To agree on priority lines for the implementation of the GCM in Ecuador, integrated in the national planning for development: objectives, actors, activities, organisation, results	<ul style="list-style-type: none"> ▪ Joint work through actors from the National Human Mobility Board ▪ Process proposal 	3rd quarter 2020
6. Process Proposal Validation	Gathering the views of other actors to promote ownership and co-responsibility of stakeholders	<ul style="list-style-type: none"> ▪ Presentation of the proposal ▪ Dialogue and settings ▪ Determined and agreed process 	
7. Based on the priorities identified, plan concrete activities in line with the development plan and link them to the GCM	Identify strategic programmes or policies		3rd quarter 2020

Source: GIZ 2019d [translated and edited by authors].

According to Ecuador's *Organic Law on Human Mobility*, all agencies involved in migration affairs are encouraged to develop coordinated strategies (whole-of-government-approach). Central and local governments are jointly responsible for the integration of migrants (reflecting mandatory mainstreaming of a human mobility approach in the planning of public policies, plans, programmes, projects and services). The *Ministry of Foreign Affairs and Human Mobility* is responsible for coordinating migration issues, including return, reintegration, migrants in Ecuador and relations with the Ecuadorian diaspora. Although thus far there is no elaborated "Ecuador case study" available (in a structured didactic manner for training purposes), facts and figures are accessible for future HCD4MG measures³¹.

By the conclusion of the workshop, further follow-up measures were identified. While conducted in the capital, future HCD measures for migration governance must increasingly incorporate representatives from provincial and municipal level as well as civil society. Ideally, this will also contribute to synergies through combining efforts of different initiatives (for example, the Ecuadorian youth organisations intend to integrate migration in the National Youth

31 Interestingly, migration is mainstreamed in Ecuador's National Development Plan 2017–2021. Migrants are accorded the same right to work and social security as Ecuadorians; immigrants are entitled to work in the private sector without special government permission. There is guaranteed access to free education for international students through the concept of universal citizenship for all persons in the country without regard to their migration status. The country has a flexible human mobility policy and the decision regarding admission does not depend on the qualifications or skills of applicants. The policy is based on the rights of migrants, and not primarily on the needs of the economy. All migrants are assured access to health services. After three years of continuous and legal residency immigrants can receive Ecuadorian nationality (naturalization card). Multimedia learning material about the *Organic Law on Human Mobility* is provided online for public access by the *Asamblea Nacional De La República del Ecuador Comisión Especializada Ocasional*.

Strategy in line with GCM Objective 16 on empowering migrants and societies to achieve full inclusion and social cohesion³²).

Another initial insight relates to the country's role in the *Global Forum on Migration and Development* (GFMD). It is worth mentioning that Ecuador is not only an outstanding HCD4MG example due to the *first* pilot training conducted in Quito in cooperation with local partners, IOM and GIZ, but, as discussed in Chapter III (multilevel practice), capacity development is far more than only trainings for individuals performing in particular migration related workplaces. Its third level refers to the development of capacities at the system-level due to engagement in global exchange of information, experience and innovative developments, as it was facilitated at the GFMD summit in Quito (2020) hosted by the government of Ecuador.

2.2 The Kosovo experience

Total population (2019)	1.845 million
Total number of int. migrants (2019)	6.762
Total number of emigrants (2019)	28.164 (1,5 % of total population)
Net migration rate in the 5 years prior to 2019	-21.402
Human Development Index	90 ³³ Rank
Remittances as % part of GDP	15,1 %

Source: Kosovo Agency of Statistics 2019; UNDP 2016, World Bank 2019b, World Bank 2019c.

For the economy of the Republic of Kosovo remittances have been of considerable importance since decades and continue to be so even today (Loxha 2017: 5). A large Kosovo diaspora is located mainly in Germany, Switzerland and the Scandinavian countries and it contributes approximately 15% of GDP in the form of remittances. Half of young Kosovars (18–36 years) intend to emigrate, particularly with the purpose of finding work; high unemployment rates, an unsatisfactory overall economic situation and lacking structures in the education and vocational training system are often described as push factors for Kosovars leaving their home country and migrating to EU-countries (FES 2015, UNDP 2016, World Bank 2019b). As a response, the *Ministry of Labour and Social Welfare* of the Republic of Kosovo considers the governance of labour migration and the facilitation of legal pathways for regular migration with utmost importance. The implementation of a consistent labour migration policy should promote sustainable and development-oriented migration for the country, the countries of destination and the Kosovar society. Skills and mobility partnerships (SMP), as well as professional migration and (re-)integration support are increasingly endorsed and concepts on

32 Another insight was expressed by the *Secretaría Técnica del Sistema Nacional de Cualificaciones Profesionales*, which as a result of the workshop subsequently intends to develop an own roadmap including indicators in annual and strategic planning aligned with GCM objective 18 regarding skills development.

33 The Republic of Kosovo is not a member of the UN and is therefore not included in the Human Development Report. The United Nations Development Programme nevertheless calculates a value for the HDI using the same methods, but publishes it separately. Within the Kosovo Human Development Report 2016, the calculated HDI of the Kosovo amounted 0,741 and therefore can be considered as one of the lowest in Europe (Gashi & Haxhikadrija 2012, UNDP 2016).

“fair migration” and “social responsibility” are becoming increasingly important in this country context (cp. GIZ 2016, Sauer & Volarevic 2020).

Germany is of particular importance in migration context of Kosovo; there is anecdotic evidence that nearly every family in Kosovo has one relative working in Germany – which leads not only to significant financial remittances (often invested into real estate) but also to new startups and the transfer of know-how (cp. in this regard also the Pristina based *German Information Centre for Migration Training and Career* (DIMAK), discussed in section 3.2. of this study). In the PMD-framework, comparable to the measure *Capacity Development for Migration Governance* in Ecuador, another pilot-training was conducted in Kosovo in December 2019. The training was joined by 39 participants, mainly civil servants from the Government of Kosovo, responsible for migration and development issues (Ministry of Internal Affairs, the Ministry of Diaspora and Strategic Investments, Kosovo Police and Kosovo Agency of Statistics). The majority were working in the field of international and regional cooperation on migration, as well as return and reintegration.

As in Quito, the programme flow in Pristina followed the established design of M&D trainings conducted by the GIZ sector project. One experienced national facilitator prepared and conducted the training together with a German migration expert backed-up by the GIZ team in the capital (at that time the programme *Migration & Diaspora* consisted of a team of six experts/ advisors on the ground in Kosovo – a perfect resource and knowledge base for implementing demand driven HCD measures). GCM goals No. 3, 19 and 21³⁴ were particularly addressed. Feedback from participants emphasized that understanding migration phenomena in Kosovo requires not only addressing the various contemporary factors for cyclic migration and socio-economic dynamics in the country as well as in Europe etc., but also Kosovo's unique culture and history – e. g. the impact of Serbian-Albanian tensions in the past and present. In recent years, the country has received tremendous international support, however operates under limited statehood. Considering how many international consultants and advisors the country has absorbed, participants expressed a certain “development fatigue”. Or, as a Kosovar noted with a hint of disillusion during the training: *“Nothing new in the West”*³⁵. The local facilitator commented afterwards: *“Here in Kosovo we have fantastic plans and strategies, often written by very competent consultants. However, what is somehow lacking, are the capacities to really implement them”*.

The Kosovo experience provides a first glimpse of the challenges and paradoxes one faces when dealing with the deeper layers of HCD4MG. On the surface, “development” and “development-oriented migration” are intended in Kosovo and agreed internationally. Accordingly, “capacities” must be “developed”. However, if this well-intentioned capacity building is carried out by “others” with “best general and international intention”, the suspicion that hegemonic interests may be behind it quickly arises. The people of Kosovo have to initiate the develop-

34 (3) Providing accurate and timely information at all stages of migration; (19) Creating conditions for migrants and diasporas to fully contribute to sustainable development in all countries; (21) Cooperating in facilitating safe and dignified return and readmission, as well as sustainable reintegration.

35 Referring to the novel of Erich Maria Remarque (1929) and the film of the same name, directed by Lewis Milestone (1930).

ment of their own “capacities for capacity development”. It is about ownership and it may lead to unintended effects if a few migration-policy experienced influencers in the capital direct the migration governance. The key to M&D has less to do with “knowing 23 objectives” but with commitment and attitudes, maybe education; “well-educated” citizens take their fate into their own hands and do not need the “experts” from the “global West” whose concepts (and potential hidden interests) are partly rejected as “nothing new”. Capacity development is definitely needed, however, it can hardly change underlying power-relations between richer and poorer states; it also can hardly hide the fact that there are unsatisfactory migration regimes in Europe that produce their winners and losers³⁶.

2.3 The Georgia experience

Total population (2019)	3.7 million
Total number of int. migrants (2019)	79.000 (2% of total population)
Total number of emigrants (2019)	852.800
Net migration rate in the 5 years prior to 2019	-2,5 (-50.000)
Human Development Index	70 Rank
Remittances as % part of GDP	14,2 %

Source: UN DESA 2019, World Bank 2019c.

Another two-day GIZ pilot training was conducted in Georgia in January 2020. The context in Caucasus (with its historical and political ties to Russia) is again completely different from the Balkans (with its short geographic distance to European Union neighbours) and Ecuador/South America (where the migration discourse at the time of this study particularly addressed questions of Venezuelan refugees and US-American foreign politics) or Indonesia (see next section).

Georgia's *State Commission on Migration Issues* (SCMI) had already developed and published a migration strategy and several related action plans. Key challenges regarding capacity development (for migration governance) are well known – among them are coordination (at global, regional, and local level), information exchange and a differentiation of the GCM (cp. SCMI 2020). It is not surprising that the Commission also cooperates with the established international actors in the field of migration management and capacity building; ICMPD, for example, is implementing in the framework of EU-Georgia Partnership the project *Enhancing Georgia's Migration Management*; IOM is working on *Enhancing Government and Institutional Capacity by Linking Diaspora to Development* (IOM The Netherlands 2020).

36 Participant observation further indicated that there are at least two “migration governance” discourses, one developmental, one power-relational. On a noticeable, but not always openly articulated level, there was and is also certain criticism of the existing conditions and the question of responsibility. Thus, one of the senior officials in Pristina asked whether each and every action-recommendation prescribed to the 23 GCM goals has actually already been implemented in (“highly developed”) Germany. Or if something is once again being demanded of Kosovars in the context of migration that ultimately benefits the host societies. This would also discredit their capacity development efforts from the outset – as another instrument that perpetuates existing disparities.

The GIZ pilot workshop on *Migration and Development – Experience from GCM Countries* in Kachreti, Georgia, thus invited resources persons from IOM and ICMPD; the trainers again were appointed by GIZ sector project together with national and external facilitators/experts. Participants were all government officials of SCMI's member bodies, working mainly in the fields of migration data collection/provision and the promotion of diaspora engagement. SCMI is arranged in a multi-institutional manner, consisting of nine governmental entities. Thus, the participants expressed different expectations, demands and displayed a heterogeneous knowledge base (which made it challenging to address all participants' needs and interests and to fully achieve the training objectives). The main objectives of the training were the following:

1. *Exchange on the contemporary international migration debate and development related objectives regarding the GCM, with a focus on newest developments*
2. *Develop comprehensive knowledge on the German approach towards M&D and how it is implemented in action (including GCM)*
3. *Deepen knowledge and exchange on the M&D core topics remittances, diaspora investments and business development in the context of migration*
4. *Identify best practices from Georgia (GIZ 2020i: 3).*

Discussions to develop a common understanding of topics, exercises designed to analyse the strength and weaknesses of current migration policies in Georgia as well as “best practice” examples from other countries were particularly well received. Participants were for the most part interested in political decision making in the field M&D in Germany. However, concern regarding the applicability of any “best practice” into the Georgian context was raised.

The following insights from this training are likely to be relevant for designing further HCD4MG measures – in and beyond Georgia:

- Capacities to deal with complexity need to be built: The thematic field and the institutions involved demand an appropriate response to dynamics and volatile changes; methods and content thus have to be adjustable to the arising needs and methods must be adapted appropriately³⁷ (cp. Chapter IV).
- Culture and language are relevant parameters for workshop implementation and success: Addressing and sensitively transforming non-explicit cultural or institutional rules and arrangements in a participatory training setting may prove productive and transformative, if the facilitators handle them sensitively. However, organisational/national/cultural norms, including hierarchies, need to be thoughtfully respected – often a tightrope walk. Language is in this regard pivotal. The workshop organisers assumed that all participants would be able to follow and actively participate in the training in English. Over the course of the event

37 At one point in the Georgia workshop “this worked beautifully to create a stringent and powerful consistency between what had been generated by participants during the workshop (SWOT exercise) and the input based contents that were delivered the next morning by one of the trainers who had visually and in his explanation linked international good practice with topics from the SWOT” (GIZ 2020h: 3). Ideally, this is the default.

it became clear that the language challenge had been underestimated. Simultaneous translation was offered, proved valuable and could even have been extended to group work.

- There is a need for additional independent expertise: Considering that migration debates are controversial and often politically loaded, while (international) facilitators/trainers have to take a non-political stance, it was later reflected that such audiences require additional independent resource persons/experts (e. g. via video streaming), who can also address more delicate issues.
- The process of preparing and organising an international workshop generally requires extensive coordination between the various stakeholders: There is a triangular relationship between those who order, those who deliver and those who participate in a training. A standardized, adjustable template to help create a workshop script for similar recurring process could provide orientation. Furthermore, the training team suggested the development of a collection of semi-standard designs/scripts, ideas, concepts, check-lists and methods, as well as a modularization of the trainings to improve the delivery of demand-oriented trainings.
- Truly demand driven trainings require a learning/training needs analysis in advance of the workshop. In the dialectic of learning and teaching, the pilot training had to clarify actual training needs in the Georgian context, adjust them on the spot (expectation management) and provide prearranged substantial information, wherever possible. *“More due diligence of needs and demands prior to designing the workshop should be considered”* (GIZ 2020i: 3).

2.4 The Indonesia experience

Total population (2019)	270.62 million
Total number of int. migrants (2019)	353.100 (0,1% of total population)
Total number of emigrants (2019)	4.5 million
Net migration rate in the 5 years prior to 2019	-0,4 (-494.800)
Human Development Index	117 Rank
Remittances as % part of GDP	1,1 %

Source: UN DESA 2019, World Bank 2019c.

The GIZ office in Jakarta (Indonesia), similar to the DIMAK team in Pristina (Kosovo), employs an own expert team for the programme *Migration & Diaspora*, which is committed to supporting the country's efforts to implement the GCM and discover opportunities that migration offers for sustainable development. It supports, among others, local NGOs for migration governance trainings. As early as August 2019, it conducted a workshop *Awareness of GCM* (together with IOM and Indonesia's Ministry of Foreign Affairs).

Indonesia's stake in migration particularly concerns the emigration of its low skilled workers for construction industry towards the Arab world, including issues regarding human right

violations³⁸, health, social security remittances and cooperation in the ASEAN context. Thus, GCM goal No. 6 (facilitating fair and ethical recruitment and safeguard conditions that ensure decent work) is of utmost importance for Indonesia; capacity development must recognize that various policies already exist, however their implementation is, similar to the three country cases above, the actual challenge.

Indonesian president *Joko Widodo* made clear that the Indonesian diaspora also must contribute to the development of the country. Following his reelection in June 2019, in his first (victory) speech he stated “*We want to put our priority on human resources development. Human resources development will be key to Indonesia’s future*” (Yasmin 2019), adding that national talent management bodies will be set up and support for highly-talented Indonesian diaspora will be provided. In 2020 first Indonesian diaspora bonds should be issued (Reuters 2019).

There are approximately 4.5 million Indonesians living abroad – an enormous potential contributing to the development of their home country. However, they are often constrained by the access to information (cp. GCM goal No. 3); vice versa, collecting and processing valid data of the Indonesian diaspora has always been a challenge for the Indonesian authorities. Given the strong IT-literacy in Indonesia, however, various innovative ICT-solutions related to regular migration have been developed³⁹. The app *Diaspora Connect*, for example, features questions and answers, projects and events for Indonesians living abroad. As a social media platform, the app particularly aims to assist diaspora members to discover matching jobs based on their skills.

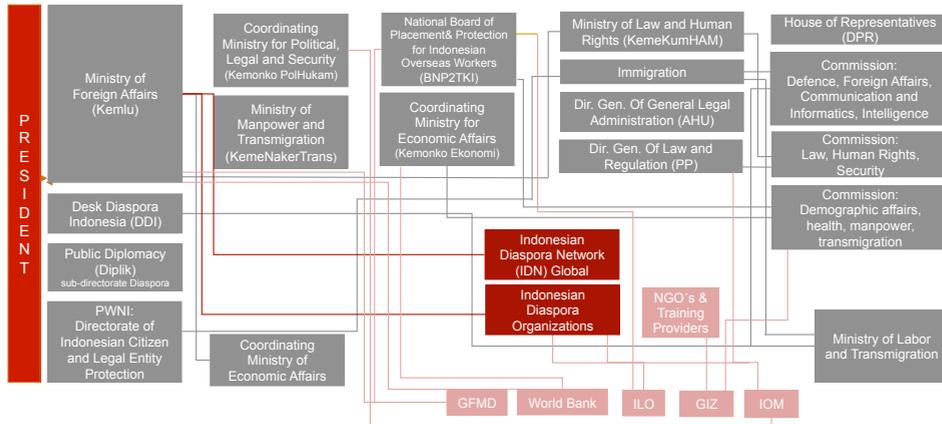
From research and literature, intended and unintended consequences of migration policies in Indonesia are known (Makovec et al. 2016): There is evidence that *enhanced Human Capacity Development* and better preparation of migrants before their departure, as well as cross-country policy dialogue, could maximize positive effects of labour migration. Since people migrate for work often within the ASEAN region, an *Asian Forum on Migrant Labour* was established as a regional triparty-platform to discuss matters with which migrant workers from and within ASEAN are confronted.

Indonesia’s Ministry of Foreign Affairs (*Kementerian Luar Negeri Republik Indonesia*) coordinates and currently spearheads the various migration actors at the national level. Another key actor is the *National Board for the Placement and Protection of Indonesian Overseas Workers (BNP2TKI)*. It is important to understand that in a country of approximately 270 million inhabitants – particularly in comparison to, for example, a country of 1,84 million inhabitants such as Kosovo – the subnational level (*provinsi*) and local level (*kabupaten*) as well as the Indonesian diaspora are so large that they could actually be treated as own entities by global comparison.

38 After cases of physical abuse and even legal execution of migrant workers, the Indonesian government has suspended recruitment to Malaysia in 2009 (lifted in 2011) and partly, in 2015, to the Middle East (Missbach & Palmer 2018: 3).

39 Considering that German Development Cooperation supports Global partnerships for promoting digital innovations for sustainable development (GIZ 2020e) and ICT4migration becomes increasingly prominent (cp. Innovation Factory 2019), the respective Indonesia experience will be taken up again in Chapter V (potentials for innovation and sustainable transfer).

Graphic 7: Migration Actors Overview Indonesia



Source: integrated/consolidated data of GIZ 2015b and Hidayat 2015.

Migration governance in Indonesia is often criticized by domestic NGOs⁴⁰ but also international academia (cp. Goh et al. 2017) for moving domestic workers from Indonesia to Singapore (where, at the time writing this study an outcry of their living conditions and vulnerability in times of SARS COVID-19 dominated media coverage).

Another issue in this archipelago stretching over 8.000 km was – and is – the mobility within the country⁴¹. Moving from Java, for example, to Westpapua is comparable to international mobility between Berlin and Teheran in terms of distance. Over long periods of time, incentive systems were created to resettle farmers and administrators from the populous islands to the periphery of the country (*transmigrasi*). Nowadays, greater Jakarta is expected to be particularly affected by climate change (especially through coastal flooding and increased cyclonic activity). As a result, internal migration may shift to less at-risk urban areas, including other islands, such as Kalimantan. Research also indicates that climate change in the archipelago will have a greater impact on short-distance population movements than long-distance ones (Thiede & Gray 2017). Researchers from the *Universitas Indonesia* (Susanti 2020) calculated that currently approx. 11,8% of the Indonesian population live outside their province of birth. Last, but not least, Indonesia hosts one diaspora community of approximately seven million Chinese – the biggest ethnic minority in the island state (Surdayinata 2013).

Nearly all major international developmental organisations have branch offices in Jakarta; trainings, workshops and capacity building are in every agency's portfolio. GIZ, in close cooperation with its national partners, offers, among others, HCD for selected migration actors. In 2019 PMD started the preparation of another pilot programme in the outlined GIZ frame-

40 Between 2009 and 2011 the Indonesian government implemented a moratorium of female domestic workers to the most important immigration countries, such as Malaysia or Saudi Arabia. The policies led to negative effects on the economy (decline of female employment, less per capita consumer expenditure).

41 Nearly 9,8 million individuals were estimated to be temporary internal migrants in 2010 (Sukamdi & Mujahid 2015), though this number only represents migrants who moved in the five years prior to the 2010 census. This number significantly outstrips the number of international migrants from Indonesia, which is estimated at 4.579.903 (UNDESA 2019).

work, however over the next year only a few small regional workshops could be implemented together with regional NGOs.

In February 2020, ATIKHA, a Philippine based overseas workers and communities initiative, was supported by GIZ to conduct a training of trainers on *Pre-Migration Orientation* as well as a migration training on *Mainstreaming Migration in Local Governance* in Yogyakarta. According to its partner, the *Global Academy of Migration and Development* (GAMD), both events were based on a training needs assessment and were “demand driven”. The *West Java Manpower Office* proposed the development of orientation workshops for prospective Indonesian migrants. A training module had to be designed in consultation with the Javanese authorities. GAMD was also requested to provide insights from the experiences of NGOs and local governments in the Philippines in mainstreaming migration in local governance; for the ToT component participants were chosen from NGOs, schools and migration centres; for the second training a diverse group was selected consisting of representatives from civil society, the business sector and local⁴² and national government.

In addition to such local training initiatives in selected cities, a constructive appropriation of the GCM in the capital Jakarta can be observed. Central actors from the Indonesian government agreed on a framework plan for implementing the GCM at an early stage (*matrix implementasi GCM*). Unfortunately, the momentum of a tailored, quick international cooperation for capacity development based on this matrix was missed in 2019⁴³. In this respect, the question of the right timing can also be attributed to the Indonesia experiences. In general, governance programmes (which by their very nature often involve governments) run the risk that the representatives, if democratically legitimized, will change after some time (for example, after elections).

2.5 Lessons learned

Ecuador, Kosovo, Georgia and Indonesia have vast differences in their context vis-à-vis migration governance; however participants, development partners and trainers of (pilot) trainings in these four countries often experienced similar “highlights” and “challenges” during the two day workshops on migration governance.

Preliminary insights and conclusions can be drawn from the experiences during the trainings and potentials for future improvements can be identified.

Limited quantitative data and evidence could be extracted from participant evaluation forms from the trainings in Georgia and Kosovo. The evaluations asked inter alia for the dynamics of the participant group (which challenged especially the Georgian workshop facilitators due to the participants’ different level of understanding, as well as various expectations of the workshop). With an average rating of 2,38 (1=high; 5=low) participants considered the par-

42 The head of the West Java Manpower Office commented at the end “*We will develop the services of the West Java Migrant Service Centre so that no one should be left behind*” (GAMD 2020c).

43 It is one of the well-known paradoxes of development cooperation that certain processes take place more efficiently and elegantly in developing countries than in the headquarters of their international partners.

participant selection as rather appropriate. All in all, 79 % of all participants from Kosovo and Georgia would recommend the training and 53 % rated the training as excellent. Content of high interest (60 %) was related to the “assessment of migration data & information” as well as “pathways for regular labour migration”; in these areas demand for additional information was identified. Almost half of the participants were interested in learning more about “international and regional cooperation on migration”, “return & reintegration” and the “promotion of diaspora engagement”. This might be a hint for the content selection of future HCD4MG, however training content should be established in relation to the countries’ own migration context.

The rating of the output and sustainability of the training differs between Georgia and Kosovo. While in Georgia 58 % of the participants stated that they could only partially transfer their new knowledge into their working contexts, 47 % of Kosovar participants gained new inputs and ideas. Furthermore, over half of the participants believed that they can implement their new capacities in practice. Narrative statements in the evaluations and reports provide further insights (cp. GIZ 2020c, 2020d and 2020j).

A descriptive synopsis of participant statements/*lessons learned* from the pilot trainings is provided in the appendix. It is extracted from the various evaluation forms, interview statements, reports and other accessible programme texts. Based on them, together with the reflections on multi-level practice and further didactic considerations, potentials for innovation and various recommendations are elaborated in Chapter V and VI.

Seven recommendations from the report of the two day training in Georgia (January 2020) provide a maximum condensed overview of *lessons learned*, which are generalizable to other country contexts: (1) *Making sure the mission meets the needs*; (2) *Build capacity to deal with complexity*; (3) *Making sure the methods meet the culture*; (4) *Standardize to support tailoring*; (5) *Clear roles fundamental for clear messages*; (6) *Process trumps content any time*; (7) *Make time for translation, make translation easy* (GIZ 2020i: 4–7).

Evidently, there are several challenges encountered in all trainings, which are not necessarily Ecuador-, Kosovo-, Georgia- or Indonesia-specific (or even migration governance inherent); international capacity development professionals know them *cum grane salis* from other countries and various sectoral contexts as well.

The four trainings were implemented under different circumstances, the statements are selective and derived from heterogeneous participants working in different settings. Nevertheless, in a non-evaluative manner, first central themes and leitmotifs become visible:

- **Provision of suitable contents.** There are several topics related to migration governance, which most participants consider as particularly relevant and transferable to their working contexts. Among them are (1.) “best practice” examples from other countries (e. g. the German Specialist Immigration Act), (2.) introduction to/discussion of key concepts (such as regular/irregular migration), (3.) principles of migration governance (including Multi-Level Governance approaches) as well as (4.) the clarification of the role of the UN, IOM, ILO,

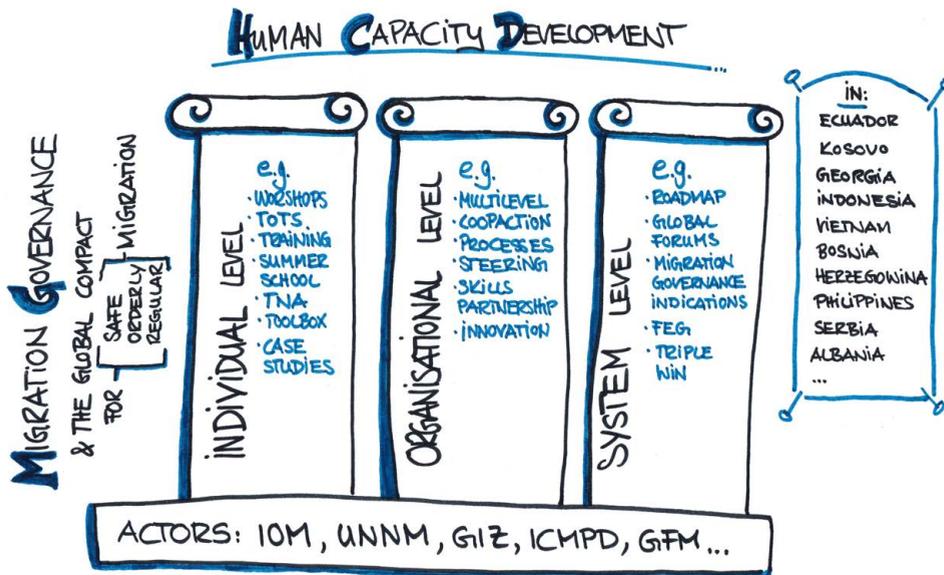
society, diaspora etc. in migration governance. A stakeholder mapping exercise and the examination of the role – and power – of different stakeholders in migration governance is helpful. (5.) There are different ways to introduce the GCM and its objectives (some trainers prefer to re-construct its development from a historical perspective; others suggest it actually better needs to be de-constructed). (6.) The importance of coordination needs to be addressed (e. g. defining a permanent inter-institutional coordination mechanism); often it is about (7.) establishing an information-system on human mobility, (8.) defining inter-sectoral plans and actions with clear indicators, (9.) or establishing a long-term vision integrating migration in policy planning. And, of course, (10.) to “develop further capacities” in the country.

- **Participation and ownership.** Workshop participants are the experts of migration phenomena within their country. While triple-win and the potential positive impact of migration is the overall paradigm, migration can have various outcomes for the countries of origin and the receiving countries. Migration governance and the implementation of the GCM is supposed to foster a positive development outcome for countries. However, this view cannot be prescribed by international agencies – what is repeatedly suggested is the capacity to deal with complexity as well as addressing the power asymmetries in migration regimes.
- **Training needs analysis and measuring impacts.** In all four cases it was found that although the pilot measures were considered “successful” immediately after the end of the workshop, this was not really due to a systematic analysis of the training needs and their impact was not (yet) verified at a second measurement afterwards. It seems to be a desideratum that everyone is aware of.
- **Follow-up, also at the subnational level.** Workshops and trainings are established formats to work with particular target groups for a short duration of time. Once the participants have left, it is hard to assess which contents are implemented in the work settings of the participants. Systematical follow-up is not only a prerequisite to proof effectiveness; it may be conceptualised as capacity development measure *sui generis*. Including the question, if and how workshop participants from national governmental bodies in the capital ensured the transfer to the local level.
- **Standardisation and Capacity to build capacities.** Capacity development is always considered as one pivotal element for successful policy planning. Often it is not clearly defined *whose* capacities shall be developed, *how* and for *what*. The Georgia example clearly indicates that an enhanced standardisation – for example of workshop scripts/designs, teaching materials, checklists – and modularisation – of contents and methods – would be considered helpful.

III. MULTILEVEL PRACTICE

Human Capacity Development for Migration Governance, in theory as well as in practice, can be encountered at three levels: (1) at the individual level (e. g. in trainings, workshops and ToTs, as already described for Kosovo, Ecuador, Georgia and Indonesia); (2) at the organisational level (e. g. skills partnerships, focused cooperation with selected key ministries or diaspora organisations); as well as (3) at the system level (e. g. creating the prerequisites for *triple win* effects, strengthening global migration networks).

Graphic 8: *Human Capacity Development in the context of Migration Governance*



3.1 Individual level: trainings, workshops & ToTs

Each country is different – and so are the capacity development approaches for migration governance. When, for example, policies are developed while facing a refugee “crisis” (such as in Ecuador in 2019 with regard to socio-political developments in neighbouring Venezuela), learning needs and HCD-measures are different from a country primarily concerned with governance and human right issues of their workforce abroad (Indonesia) or managing separation and “emiratization” at home (UAE).

Secondly, each learner is different – and so are the trainings, workshops and measures for target groups and training of trainers (TOT) in the various topics (such as “gender” or “human rights”). Thirdly, training settings are different: a seminar for evidence based policy development with academics can be distinguished from a grassroots level workshop for police officers in a border region. Finally, each trainer, moderator or facilitator is different and the above

mentioned pilot trainings' participants typically included men and women, national and international colleagues, young and old participants etc.

Despite all differences, HCD4MG at the individual level is not arbitrary.

There is a set of core contents and didactic principles agreed by most professionals working in the field and there are methods proven to be purposeful for andragogy (adult-centric education) and heutagogy (self-determined education).

Established contents

The United Nations University (UNU-MERIT) with its migration management diploma programme (MMDP) provides a representative overview of thematic substance as it is "trained" / "transmitted" / "learned", when "capacities" for MG at the individual level are built. It is intended that at the end participants have acquired knowledge and skills relating to:

- *the most important international conventions/protocols which are of importance for national legislation with regard to border-control, entrance (access), asylum, residence, deportation, and readmission;*
- *the foreign asylum and migration policy of the EU (global approach to migration and mobility) and of the Dutch priorities in the field of asylum and international migration;*
- *legal framework surrounding migration;*
- *the mandate and decision-making of inter-state organisations such as, UNHCR and IOM within the field of refugees and migration;*
- *aspects of migration management which are clearly needed to make migration a positive aspect of development;*
- *the links between migration and development;*
- *the most important themes and visions of receiving and sending countries within the international debate on migration and development within the framework of the UN and the Global Forum on Migration and Development;*
- *how to implement the knowledge gained, how to develop written policy analysis and recommendations, and how to use the new skills and insights in a narrative discussion in the form of role plays;*
- *problem analysis; writing briefs, policy notes and memoranda; creating well-informed evidence-based policy; presentation skills, articulation skills, ability to work in a group and to deal with conflicting interests; and scenario building;*
- *how to formulate evidence-based migration policy⁴⁴ (UNU-MERIT 2019: 5).*

A critical view on trainings

HCD4MG is not completely undisputed. The intention to develop capacities and improve skills for sustainable migration management can be perceived, for example from a critical sociological or historical point of view, also as part of an "hegemonic (governance) project" (cp. Lederer

44 According to an alumni of this programme (from 2018), who returned after the course to Nigeria and applied her new knowledge in the *National Commission for Refugees Migrants and Internally Displaced Persons*, particularly evidence-based migration policies turned out to be most suitable for application and transfer from the classroom to the field.

& Müller 2005), which ultimately reinforces existing power asymmetries and thus restricts the agency of those seeking protection or a better life, while existing inequalities are cemented. The training industry also faces the critical question of whether the prevailing learning paradigm, despite all the rhetoric about ownership, still clings to an old top-down approach ("Nuremberg funnel"). Appropriation processes for developing MG competencies often take place in informal rather than formal learning arrangements. GCM training needs have to be linked to individual experience (the initial interview with a migrant during the pilot trainings opening is just one didactic example). People can only improve or transform their competences sustainably when they have the opportunity to try them out in situative learning arrangements (cp. section 4.5). Therefore it is necessary to offer possibilities to reflect and explore options of alternative methodologies (cp. Arnold & Siebert 2006, Kolb 2015, Krewer & Uhlmann 2015, Loch 2010).

3.2 Organisational level: skills partnerships & strengthening cooperation

Considering organisational level capacity development, the focus shifts from individual skills and competencies towards the question of what an organisation (such as a ministry, a NGO, a diaspora organisation or development partner) needs to know, and which structures, processes and organisational cultures have to be developed in order to perform according to their mission.

As organisations do not operate in a social vacuum but rather cooperate with others and usually integrate different departments and divisions, coherence is of particular importance. Organisational level HCD thus often aims for *"systematic promotion of mutually reinforcing policy actions across government departments and agencies creating synergies towards achieving common (development) objectives"* (GIZ 2020a). In practice, cooperation and coherence pose challenges at four levels (at least): (1) intra-governmental (therefore the whole-of-government-approach is purposeful); (2) inter-governmental, (3) multilateral and (4) in terms of multi-stakeholder coherence (e. g. civil society, private sector, academia, developmental organisations). Capacity development at organisational level may include assistance for integrated planning procedures and reflections on one's own "learning culture" within the organisation; high impact learning cultures, also in the humanitarian sector, consistently achieve better results in terms of organisation growth, transformation and productivity (cp. UNHCR 2020).

Practice Example Kosovo

A good example that demonstrates organisational-level capacity development and capacity building in order to contribute to regular migration and reduce irregular migration are skills partnerships between deployment agencies in Kosovo and the construction sector in Germany.

During the "European migrant crisis" in 2015 around 2.5 per cent of the population of Kosovo left the country and entered the Schengen-area illegally. As a consequence, Kosovo was later

confronted with many returning migrants. A *German Information Centre for Migration, Training and Career in Kosovo* (DIMAK) was established, providing support for returning migrants in the form of advice on job searches, entrepreneurship, reintegration support, education and training in Kosovo. At the same time DIMAK also informed clients on pathways for regular migration to Germany, assisting with job and apprenticeship search, application training and vocational training courses. In 2016 the centre counted 40 visitors per day (FES 2015, GIZ 2016, GIZ 2020e).

The Employment Agency of the Republic of Kosovo and the National Association of Bavarian Construction Guilds, together with GIZ, developed a two-part transnational skills and mobility partnership (SMP⁴⁵), to gradually design a systemic labour migration approach fostering long-term migration potentials between the two countries (cp. Meyn & Sauer 2018).

This required the commitment of several organisations: For the partnership, construction companies in Bavaria had to be identified that were willing to arrange apprenticeships for Kosovar trainees. A “buddy-programme” (involving Kosovar diaspora organisations in Germany) provided support during the mobility-phase. Over the last four years approximately 60 companies in Germany were involved in the SMP (Federal Foreign Office 2020: 8).

Successful collaboration requires not only the selection of suitable individuals and systemic arrangements (see *triple win*), but also the strengthening of the capacity of organizations to implement such a project. In the short term, integrated advisers can be used for this purpose (as arranged for example by CIM in Kosovo), but in the medium term, management at all levels must create the necessary legal, personnel and operational conditions (cp. section 5.3). The GCM recommends the promotion of cooperation between countries of origin and destination to ensure skill-based training to close skill gaps identified by the private sector, better job matching and the mutual recognition of skills (cp. GCM OP 18). Establishing a training partnership between the organisations was also important in Kosovo: a three-year masonry training course has been offered in Kosovo since 2018 that is oriented to the occupational standards of the German dual apprenticeship system and adjusted to the needs of the Kosovar labour market (“brain gain”).

Practice Example Indonesia

German development cooperation has a long track record of capacity development measures in cooperation with Indonesian ministries and other state agencies in the context of good governance. In the context of migration, collaboration with Indonesian key ministries is not as prominent as for other global issues (such as the conservation of natural resources); however the regional policy role of both countries, as the largest member states of the European Union and the *Association of Southeast Asian Nations* (ASEAN) respectively, is comparable. While in Kosovo the cooperation with its unique *Government Authority on Migration* (GAM) was essential, Indonesia, the fourth most populous country in the world, has many strategically

45 SMPs are transnational models connecting effective migration governance with vocational capacity development and overall education policies. The concept targets a fair distribution of the benefits generated by skilled migration in countries of origin and destination, considering the diverse frameworks across different countries and sectors. (cp. Clemens 2015, OECD 2018).

important organisations shaping the country's migration profile. Among others, the *National Board on the Placement and Protection of Indonesian Overseas Workers* (BP2TKI), the ministries of foreign affairs, of manpower and of home affairs (but also Indonesian police at national and subnational level, its ministry of health and district manpower offices) offer starting points for improving the situation of migrant workers outside the country (a central domestic policy concern). These institutions also address the conditions as a transit country for (Muslim) refugees and as a partner for future *triple win* arrangements.

Given the country's large civil service apparatus, organisational development is often also associated with questions of performance motivation, anti-corruption and (non-calculatory) commitment. For organisational capacity development it may be necessary not to work on the thematic surface topics (such as GCM objectives, which in principle require minimal guidance to access and read), but to sensitively enable change processes in the background (for example, a functioning whistleblowing system in ministries, subordinate agencies and institutions). Thinking further ahead, "demand driven" HCD at the organisational level in Indonesia does not at all mean simply offering migration-related workshops for employees but rather supporting migration-related institutions in their cooperation and self-initiated change management processes by facilitating the examination and transformation of their fundamental organisational issues.

3.3 System level: triple win & capacity development in global migration networks

Beyond individual people and organisations that are concerned with migration, there are real and abstract systems, such as international migration regimes, media that produce migration narratives, global actors (e. g. the *Red Cross* or the *Aga Khan Foundation*) and designated migration networks (e. g. the *Global Forum on Migration and Development*), that are implicated in migration governance. Empowering and strengthening systems (and sometimes: limiting its antagonists) may be addressed by the HCD-portfolio as well.

There is a widespread assumption that capacity development is basically synonymous with "training" (i.e. at the individual level), sometimes accompanied by an organisational adviser. Ecuador, in contrast, is a good example of how capacity development can also succeed at the system level. In January 2020, the country hosted the summit of the *Global Forum on Migration and Development*. Its programme reads like a state-of-the-art HCD agenda, addressing multi-level migration governance by inviting not only decision makers from 150 nations at the state level, but also a plethora of migration-system-relevant actors, such as civil society organisations, youth, academics and mayors. Visibly, the networking⁴⁶ aspect was at least as important as the exchange of information.

46 Beside the international networks, such as GFMD or the various United Nations organisations including IOM, UNHCR, UNITAR etc., several more networks exist (cp. Chapter I actors within the HCD4MG context). They all organise conferences and offer the opportunity to exchange "best practice". For example, at regional level, the European Migration Network (EMN) or, at national level, the German Network for Forced Migration Studies (NWFF).

The relevance of system-level CD at the nexus of migration and health became prominent during the COVID-19 pandemic in 2020. Almost all major international development agencies recognised how the mega-trend of migration is linked to other domains, i.e. that global answers must be found to global challenges, and that in addition to building capacities for the distribution of vaccinations, investments must also and especially be made in international cooperation to protect the poor (cp. Horwood et al. 2019).

Level III HCD probably becomes most tangible in the light of *triple win* approaches. *Triple win* is an established descriptive term (some would say “paradigm”) in the (German) migration and development discourse⁴⁷, mostly associated with a joined project of the German Federal Employment Agency’s International Placement Services (ZAV) and the *Gesellschaft für internationale Zusammenarbeit* (GIZ), which aims to create positive effects for sustainable occupational mobility for the benefit of all three key stakeholders involved in the migration process: (1.) migrants, (2.) countries of origin and (3.) countries of destination.

In practice, the concept is applied particularly in the health sector. It is developed to counteract the shortage of skilled workers (namely nursing staff in Germany); bilateral *triple win* cooperation exists with partner countries such as Bosnia and Herzegovina, Philippines, Tunisia, Vietnam (since 2019) and Serbia (which threatened to pull out from this programme in 2020). Due to demographic changes and economic growth in the last decade, Germany is currently facing labour shortages, which will increase in the upcoming years. Aside from the construction sector and gastronomy, the health- and care sector is particularly affected. Today, Germany lacks approximately 40.000 nurses and is suffering an acute deficiency of skilled health personnel. At the same time, qualified nurses trained elsewhere face unemployment in the home countries due to job shortages⁴⁸.

Cooperation between Germany and countries of origin identified these conditions and placed foreign nurses in vacant jobs for the benefit of all stakeholders. The German ZAV and GIZ have addressed this issue via the joint programme *Triple Win*.

The programme started in 2013, arranging regular migration of qualified nurses from Serbia, Bosnia and Herzegovina, the Philippines⁴⁹ and Tunisia to Germany. These selected countries had a surplus of well-qualified caregivers. The Philippines, for instance, reported an oversupply of 400.000 nurses in 2008. Many nurses work in their home country on a voluntary basis to get practice. Accordingly, the possibility to find fair employment abroad is attractive; there were no indications of any potential “brain drain” (Clemens 2015, GIZ 2019b and 2019c, Pring & Roco 2012).

47 Interestingly the International Handbook of Migration and Development (Bastia & Skeldon 2020) does not list the term “triple win” in its index; while in Germany it is even discussed in high-circulation media (e. g. Die ZEIT 4.2020). For all HCD4GM measures, triple win related case studies or individual experiences offer the potential for discussion demonstrating the positive effects migration can have on development.

48 Recent figures show that Bosnia for example, has a 40 per cent unemployment rate. In Serbia about one third of people between 15 and 24 is unemployed. Migration is therefore also a chance for the nurses to find fair and well-paid work abroad. Personal growth and the possibility of further qualification are two other attractive aspects (GIZ 2019d, Rzepka 2012, World Bank 2019a).

49 In 2019, most non-EU citizens, who were permitted in Germany to work in the medical care profession, came from the Philippines (2.900); in the same period 2.600 medical care professionals came from EU states (German Federal Statistical Office 2020).

To ensure successful placement according to internationally agreed standards, professional planning, qualification and monitoring⁵⁰ are of utmost importance. In case of the *Triple Win* programme, the employment agencies in partner countries refer interested nurses to the project. Following a pre-selection process, ZAV conducts interviews and selects the applicants according to their qualification, experience, motivation, German language skills and overall suitability. Eligible candidates are subsequently introduced to interested German employers, who conduct a second interview and potentially recruit them. Pre-departure preparation of the nurses, including language and nursing training as well as administrative support, is arranged by GIZ. The costs therefore are covered by the employers. Following arrival, German hospitals and care facilities ensure participation in integration courses. In case of any problems, a support facility has been set up for all parties (GIZ 2019b and 2019c).

The project has been met with high interest. Over the past seven years more than 3.000 foreign nurses have been recruited. Approximately 200 German care facilities have made use of the placement scheme (GIZ 2019b).

The programme was viewed by some as an engine of human capital creation through which Germany can fill its skill shortages in hospitals and care facilities with qualified workers and therefore increase the labour force to stabilize the welfare system (Clemens 2015).

Based on the overall positive experiences with this approach, GIZ initiated a further round in 2019 together with the ZAV and the Vietnamese Ministry of Labour in order to recruit and train future Vietnamese nurses. The potential transfer of know-how and the remittance inflow can contribute to Vietnam's development objectives, such as poverty reduction, economic growth and employment for Vietnam's citizens. Vietnamese trainees can gain international quality training, as well as long-term employment prospects in Germany, which they would not have in their home countries. For Germany the employment of well-qualified, foreign nurses may be a strategic contribution for a functioning health and care system.

Following the recruitment process, trainees take part in a 12-month language and culture course in Vietnam, facilitated by *Triple Win* staff. 350 future nurses were recruited in 2019; by the end of 2019 the first 120 participants had joined the preparation course in Vietnam, before starting their three-year training in Germany. The concept considers the aspects of integration, continuing vocational and language training, and bilateral cooperation partnerships for the further development of the economy in the country of origin (GIZ 2019c).

However, the approach is not undisputed: as early as May 2018, the Vietnamese press pointed out that the country already faces an alarming shortage of qualified geriatric nurses; Vietnam has had an ageing population since 2011 and is expected to become an ageing country by 2030 (Opendevelopmentmekong 2018). Aside from financial transfers, social remittances (such as skills, ideas and competences) are potentially also beneficial for the countries of origin. Intended or unintended benefits for the countries of origin other than remittances are,

50 The Global Code of Practice on the International Recruitment of Health Personnel of the World Health Organisation constitutes an important framework for the global governance of health workforce migration. The non-binding code delivers principles and practices for the ethical recruitment and occupation of foreign health care professionals and the support of health care systems. It facilitates health care worker management of health care workers, data collection and international cooperation (WHO 2010).

however, rarely documented. The mere existence of financial transfers also cannot be considered a quality indicator per se, since the real effects of remittances must be examined in the respective context (for example their distribution, side effects and the costs⁵¹).

To sum up: *Triple Win* is not only the name of a project. In essence, it is both *Human Capacity Development* at level III and tripartite economic rational choice in action. It focuses on the interests of (German nursing) institutions in the country of destination, foreign professionals willing to migrate and their countries of origin, who benefit from emigration.

Theoretically, *triple win* can be multiplied by three (3x3) if, for example, “capacities” at individual, organisational and system level in a skills-partnership programme between two countries (e. g. Germany and Kosovo) lead to increased capacities in the country of origin (e. g. the employment agency in Pristina and remittances invested in development), the host country, as well for all involved migrating men and women. It would be a kind of “nine-fold approach”.

51 Cp. SDG Objective No. 10.c, i.e. to reduce to less than three per cent the transaction cost of migrant remittances and eliminate remittance corridors with costs higher than five per cent.

IV. DIDACTIC PERSPECTIVES ON CAPACITY DEVELOPMENT FOR MIGRATION GOVERNANCE

Didactics (from the Greek: *didáskein* 'to teach') leads into the field of theories and practice of teaching and learning. Related to HCD4MG it is not only important to ask, *what* to teach (content) and *whose* capacities to build (participant selection) – but also *how* competence advancement can actually be achieved with adult learners in migration contexts. In times of COVID-19-induced social distancing, questions of e-learning and modern workplace learning for migration governance have become prominent. The very basics of HCD design – such as learning/training need analyses, workshop flows, tailoring case studies and visualizations etc. – will be reviewed in this Chapter in the light of migration governance requirements.

Literature and reports on learning and development, also in international development organisations, indicate that profound changes in didactic approaches have taken place driven by an enormous increase and availability of new learning techniques and theories in the last decade (cp. Kolb 2015, Krewer & Uhlmann 2015, UNHCR 2020). Extended trainings are less in demand; autonomous learning in the context of work, where learners access the relevant content faster and in digestible amounts (“learning nuggets”), tends to be favored. From a didactic perspective, there are five aspects in HCD4MG in particular that require attention and reflection in the dialogue of trainers/facilitators, national capacity development providers, programme managers and evaluators. They relate to:

- Learning/Training Needs Analysis
- Workshop scripts
- Toolboxes, case studies & visualizations
- E-learning for Migration Governance
- Modern Workplace Learning approaches.

4.1 Learning/Training Needs Analysis

If migration governance related capacity development intends to be “demand driven” (as indicated in the PMD component), it is pivotal to understand what is really needed and adjust planned interventions accordingly. Any development of a comprehensive and suitable training needs analysis (TNA) and/or learning needs analysis (LNA) usually includes the formulation of (core) problems/challenges/questions, a reflection of involved actors (although later on, during a training/workshop/ToT, an in-depth actors-mapping also may be used as a training tool), as well as the careful distinction between the “needs” and “desires” of the organisation or target group. At the end of a LNA/TNA⁵² an appropriate HCD design, including a cost calculation, can be developed.

52 A simple internet inquiry indicates that a TNA is about 19 times more common than LNA. This reflects the shift from teacher/trainer centred approaches to learner centred pedagogy/andragogy in the last decades. There is increasing emphasis on agility, adaptability, integration and supporting workplace performance as well as on alternative learning methodologies (e. g. coaching, mentoring, communities of practice, gamification etc.), even in international organisations (cp. UNHCR 2020).

Quality LNA/TNAs commence with an identification of target beneficiaries followed by a systematic consultation to find out the learning needs by, on the one hand, identifying what potential participants really know and their contexts of application; and on the other hand, what they are expected to know and do after the training (cp. Ludwikowska 2018). Design thinkers label this first step “empathy” (Brown 2019: 55). A LNA/TNA is no guarantee for a successful training but is an important resource to design and deliver targeted HCD. Several approaches have been developed within the past years on how to conduct TNA and in-depth HCD analyses (cp. GIZ 2012a).

Examples from selected countries illustrate LNA/TNA's overall importance: in a particular context (such as HCD4MG in Kosovo), the process may have revealed that migration policies exist, they are known to the key actors, but *somehow* various factors – linked to overall weak institutions, paradoxical European migration laws, poor salaries of government employees, booming private sector etc. – *actually* need to be addressed, in order for change to occur (cp. section 2.2 on the pilot training Kosovo). Over the cooperation it became increasingly apparent that it's not about *in-forming* (e. g. about the GCM), but *forming* (e. g. mindsets or motivating people to seriously cooperate).

According to facilitators from the Philippines, an HCD4MG event, carefully prepared with a TNA, was the Training of Trainers (ToT) on Pre-Migration Orientation in Indonesia in February 2020. Three months before this event, a TNA was conducted by ATIKHA, the organising institution (GAMD 2020c). The needs assessment recognized, among others, a lack of multi-stakeholder engagement on migration and development issues, as well as lacking coordination and cooperation between programme and service providers at the national and local level. The modules were designed according to these findings.

In the context of migration on the Central Mediterranean Route, *Schachter* (2019) analysed good practices for the African region and emphasized the need to build (better) migration data capacity. In developing countries “[...] *it's often a question of overall 'public sector capability'*” (IOM 2019d: 125). Globally, capacity development needs are often not only of cognitive nature, they may also include leadership skills, overall management competencies and soft skills beside the know-how and technical skills. This probably applies to all levels of organisation and hierarchy, so that a prototype LNA/TNA for HCD4GM often turns out to be similar with overall schemes for general skill development⁵³.

Last, but not least, linking “needs assessment” to “good governance” GIZ (2017) developed a needs assessment “tool” for identifying and prioritising the demand of host communities in the field of public administration, local governance, participation, social cohesion, rule of law, anti-corruption and public finance (for more information about tool boxes see section 4.3).

53 I. e. the starting point is a simple matrix – with rows addressing organisational actors (e. g. leadership/executive/middle management/technical staff/support staff etc.) and lines of needed competencies (e. g. migration expertise/leadership skills/management skills/personal international experience/soft skills etc.).

4.2 Workshop scripts

Facilitator, trainer, teacher, moderator ... – whoever conducts group events to build or develop “capacities” and facilitate “learning processes” has to anticipate what actions he or she will take, at which point in time and with which materials in order to reach a certain educational goal. A standard tool for planning is the preparation of a script (or “rundown”) for the HCD measure. A (workshop) script can be understood as a pedagogically / andragogically / hetagogically designed flow of several (training) sequences. It is more than simply a “programme” (to be shared with the participants), comparable to a storyboard of a film production. The following chart indicates a workshop script for a GCM-Training in Indonesia (drafted by the authors for workshop implementation in early 2020).

Graphic 9: Prototype of a workshop script for a 2.5 day GCM-training

DAY 0 Setting the scene		DAY 1 The migration & development nexus & the GCM in Indonesia	
Time	Duration	Topic	Methodology
19:00	00:15	Informal welcome	Meet & greet
19:15	00:15	Formal welcome speech	Introductory remarks about migration context in INDONESIA; GCM and international cooperation; delegating authority to the international and national facilitator team
19:30	00:60	Interview with two migrants (IND/AFGH) about their personal experiences during the migration cycle	Participants sit comfortably in a circle of chairs. The facilitator conducts the interview in front of the participants with two migrants/returnees (guided questions), followed by an informal exchange session with the participants. Ideally one female & one male migrant representing different migration experiences, one with work experience in Saudi Arabia, one as refugee from Myanmar or Afghanistan.
20:30		End of kick-off session	Reflecting root causes of migration; need for reliable information, ICT, link to Diaspora etc.
09:00	00:30	Morning keynote lecture: The broader picture	What is it all about? The leading experts from the partner ministry provides an in-depth insight into the GCM @Indonesia discourse. Representatives from the GIZ welcome the participants.
09:30	00:30	Formal Presentation of the trainers and participants	Who are we? Sociometric exercise of participants and trainers & Three questions to the trainers (indirect introduction) Interview of the participants in pairs: Presentation of the participants (social mapping) followed by short discussions on: <ul style="list-style-type: none"> ■ Institutions ■ Knowledge and experience on GCM ■ Learning needs ■ Personal migration related experience Summary by the facilitator: What do we mean by "migration", "refugee", focus on international migration, regional migration (less: transmigration)
10:00	00:15	Workshop goals, general program and approach of the training	What are our goals? (Agenda) Presentation of the workshop goals as agreed with the Direktorat PWNI-BHI. Kernlu: 1. Identify requirements to implement the Indonesian MATRIKS IMPLEMENTASI GCM 2. Understand the international debate on the Global Compact for Safe, Orderly and Regular Migration. 3. Developing own work-plan measures for coherent inter-agency cooperation. Open space for other topics in case participants have special needs, etc.
10:15	00:15	Organisation and logistics of the training	Logistic aspects: Clarifying timing, allowances, transport, smoking, consent of publication, coffee breaks, the organisation and logistics of the training
10:30	00:30	Coffee break	
11:00	00:45	Introduction into facts & figures: The nexus of Migration & Development	Key concepts: Interactive introductory presentation (including quiz) regarding: <ul style="list-style-type: none"> ■ SDGs, gender, climate change, demographics ■ Remittances (definition, relevance and meaning, opportunities and challenges)
			Materials drinks available from Training venue sound system interview guideline; translator sensitive for appropriate translations of technical key terms (like „remittances“ etc.)
			Person in Charge lead facilitator vice minister (or alternate) national co-facilitator
			Materials „goody bags“ for participants; Table cards for the speakers and logos, roll-ups of the institutions; LCD beamer classroom poster on GCM goals & key terms (IND/ENGL); Metaplan Cards for social mapping; Name tags with name and institution for each participant flipchart with agreed objectives; hardcopy of agenda for participants; mobile visualisation equipment for additional ideas PowerPoint Presentation with questions and answers; mobile visualisation: definitions PowerPoint: GIZ Jakarta presentation; flipchart/s; Actor Mapping;

			<ul style="list-style-type: none"> ■ Diaspora (definition, relevance and meaning, opportunities and challenges in relation to the posters with general definitions) ■ The economics of migration, Scope of the migration and challenges related to migration figures ■ Migration policy coherence & narratives/discourses on migration ■ The international dimension and the Global Forum on Migration & Development (GFMD) 	short film: Indonesian domestic workers in V.A.E.
11:45	00:45	Analysis: migration in ASEAN	<p>Impacts of migration in Indonesia & ASEAN:</p> <ul style="list-style-type: none"> ■ Actor mapping ■ Impact mapping ■ Diaspora analysis ■ Short film on living conditions of Indonesian domestic workers in V.A.E.; global perspectives on mega-trends (e.g. digitalisation) & migration including group photo, background logistics 	pinboard; matrix flipchart/s; group work instructions; GIZ regional office handout "Impact of migration in ASEAN"
12:30	01:00	Lunch		
13:30	00:45	Inspiration: Worldwide perspectives on M&D	<p>Tripple win & good migration governance:</p> <ul style="list-style-type: none"> ■ International examples of positive and negative impacts in origin and destination countries ■ Levels: individual, family and country ■ Multilevel migration governance 	worldcafe setup: brown paper, moderation marker etc.
14:15	00:45	Diaspora Card, Workers rights overseas, Recruitment and International cooperation	<p>Group activity: Indonesian priorities</p> <p>Four Learning stations on the topics of Diaspora Card, Workers rights overseas, Recruitment and International cooperation.</p> <p>Configuration of groups: participants will be randomly divided into 4 groups of same size. How the stations work: all four groups divide into the corresponding 4 stations. In every station they answer to the questions that will be explained and moderated by the coordinator. Every 10 minutes the group goes to the next station until they have gone through all 4 of them. The coordinator of the station is present the whole time and collaborates so the group discusses the given questions.</p> <p>Questions on the stations: 1) Diaspora Card: How to implement 2) Workers rights: current issues and approaches to improvement 3) Recruitment: Policy development – status quo 4) International cooperation: IOM, ILO, bilateral development cooperation, GFMD.</p> <p>Collection of results of every station. Each coordinator promotes discussion for the participants to give concrete answers and will write them down in cards for the pinboard. The next group will add/clarify/correct the answers given by the previous groups. The coordinator will sum up what the groups proposed in every station.</p>	poster with matrix implementasi together with actors map
15:00	00:30	Coffee break		
15:30	00:45	Transfer	<p>Presentation of group results: Indonesian migration governance</p> <p>Results are analysed (facilitated discussion) regarding their impacts on</p> <ul style="list-style-type: none"> ■ Local level (kabupaten) ■ Regional level (provinsi) ■ National level (RI) ■ Regional level (ASEAN) 	national & international facilitator (translator on demand)
16:15	00:45	Wrap-up Day 1	<p>International perspective: Linking Indonesian priorities to the 23 GCM goals</p> <p>Linking the visualized goals to participants personal and institutional work</p> <p>Pointing out the link between the GCM and the Agenda 2030.</p>	national facilitator
17:00	00:30		<p>Conclusions & lessons learned of the first day; quick midterm evaluation & outlook for the second day</p>	handouts

DAY 2 | From theory to action: A road map for the Indonesian MATRIKS IMPLEMENTASI

Time	Duration	Topic	Methodology	Person in Charge	Materials
09:00	00:15	Energizer & summary of Day 1	Morning energizer , reflection and short summary of the first day & outline of the agenda for the second day	Internat. Facilitator	flipcharts: training flow
09:15	00:30	Policy Coherence & Whole-of-Government Approach	Indonesian Case Study: Who is doing what? Keep the bapak satisfied! Introduction in the real problems on the ground for domestic workers overseas, potential nursing staff for Germany etc. Facilitated discussion	invited practitioner from BNP2TKI	short: PowerPoint Presentation with impressive photos
09:45	00:45	Checking the Indonesian roadmap for strengths and weaknesses with relevant stakeholders for implementation	Small Group work: Indonesian priorities & the Matriks Implementasi Dividing the plenary according to its work experience with: 1. Direktorat PWNI-BHI, Kemlu 2. Tim Staf Ahli Menteri Bidang Inovasi dan Daya Saing, Kemdikbud 3. Biro Kerja Sama Luar Negeri, Kemaker 4. Kedepuan Ilmu Pengetahuan Sosial dan Kemamusiaan, LIPI 5. Direktorat Statistik Kependudukan dan Ketenagakerjaan, BPS 6. Direktorat Kesehatan Kerja dan Olah Raga, Kemkes 7. Kedepuan Bidang Koordinasi Ekonomi Makro dan Keuangan Kemenko Perekonomian 8. Serikat Pekerja Perikanan Indonesia Questions: → Which challenges, priorities and lines of action can be identified in IND in the context of migration regarding GCM goals 5, 8, 10, 14, 20 and 22? → Which concrete instruments are there for the implementation of national, regional and local policies in the context of migration in IND regarding GCM goals 5, 8, 10, 14, 20 and 22? → What can I do in the next two months in order to contribute on the progress regarding GCM goals 5, 8, 10, 14, 20 and 22? Expected results: Each group discusses and formulates answers on metaplan cards to both questions to be presented in the plenary. Every representative explains the plenum in a concise way on their answer and highlights the key points. Each individual comes up with a one page individual work plan.	facilitators (8 small groups)	pinboards; Metaplan cards; Group work instructions; Poster with matriks implementasi
10:30	00:30	Coffee Break			

11:00	00:59	Prioritizing & developing individual and organizational capacities for GCM implementation	<p>Migration Governance Solutions (presentation of group work results): Plenary discussion based on the various visualisations regarding measures for...</p> <ul style="list-style-type: none"> Enhance availability and flexibility of pathways for regular migration Save lives and establish coordinated international efforts on missing migrants Prevent, combat and eradicate trafficking in persons in the context of international migration Enhance consular protection, assistance and cooperation throughout the migration cycle Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants International cooperation and global partnerships for safe, orderly and regular migration 	facilitators (8 & small groups)	Flipchart; Pinboard
12:00	01:00	Lunch			
13:00	01:00	Next steps, open questions, responsibilities & clarifications	<p>Planning the next steps:</p> <ul style="list-style-type: none"> Which Indonesian public policies exist related to these goals? Which concrete measures do you propose for boosting the work on these goals? Which actors should be involved in the implementation of these goals? <p>Sharing the Matrix implementasi in its current version, improving/updating it in the light of the workshop discussions. Revising the individual work plans, check for synergies with workshop participants. Formulating requests for further international cooperation with GIZ, IOM et al. (Integrating comments from the international facilitator)</p>	facilitators	hardcopy of Matrix implementasi for participants; Flipchart; Large Poster of the Matrix with space for adjustments
14:00	00:15	Coffee Break			
14:15	14:45	Last „knowledge nugget“ (FEG)	<p>Short Input & Question/answer session about the German Specialist Immigration Act (FEG)</p>	invited guest speaker (German embassy, tbc.)	LCD projector
14:45	00:45	Conclusion, evaluation & workshop closure (certificates...)	<p>Reflection loop: Every representative of each organization writes down...</p> <ul style="list-style-type: none"> Which ideas and actions from this workshop do I take back to my organization? How am I going to transmit them and to whom? How should my institution be involved in the activities related to the implementation of the GCM in Indonesia? <p>Open question session:</p> <ul style="list-style-type: none"> Lessons learned? Highlights? What was not answered? What is open? Suggestions for follow-up? Other comments? <p>Workshop closure: Certificates, speech, thanks, USB-stick with material for further reading & workshop results, evaluation & bye-bye</p>	all team	certificates; Group photo in A4; Oleh-oleh; USB stick with relevant GCM documents and photographs of the visualisations during the training; Standard evaluation forms for HCD programs

Aside from content, key questions for workshop script development relate to interaction, visualization, participation and dramaturgy (Oepen 2003). In HCD4MG contexts, as often encountered in workshops with partners in developing countries, there are several challenges (which apply, *cum grane salis*, to online as well as offline workshops). During pilot trainings, the following could be observed:

- International and national trainers need a common, shared understanding about the workshop script/flow. In particular, when a foreign facilitator (provided by the donor) co-facilitates together with a national freelancer, the clarification sometimes can prove tricky and subtle. What is “self-evident” for one may collide with the professional “self-understanding” of the other.
- One major challenge is language. If the lead facilitator is, for example, of German origin and the participants speak, for example, Bahasa Indonesia and regional dialects, while English is agreed as seminar language for convenience of all parties, it is inevitable that some details will be “lost in translation”⁵⁴. The quality of the communication depends very much on (a) the experience of the facilitators to manage such group events with translators, (b) the patience and language competence of the participants (if everything can be conducted in English and everybody present is able to express himself/herself appropriately, the training speeds up significantly) and (c) the accurateness/professionalism of the translator, who ideally is both familiar with the substance of the training (here: migration governance) as well as simultaneous and consecutive translations in both directions⁵⁵.
- Set the frame and rule the game. Typical scripts for two-day events start on the first day (day zero, i.e. the evening of arrival before formal opening next morning) with an informal welcome. The challenge here is “opening up hearts and minds”; often the workshop-setup communicates central messages implicitly (e. g. by the seating arrangement or, in virtual learning environments, the restrictions in the chat configuration). “Soft boards” or “chair circles” are suitable for indicating an egalitarian approach (“every contribution counts”), however this does not abolish the de facto hierarchies that may preexist in the group of participants (e. g. a director sits next to a young trainee – this can at best lead to cognitive dissonance, at worst latent opposition from the first minute onwards).
- Creating relevance and linking subjective reality with the seminar objectives. First, any group event of adults has to accommodate the need to socialize and compare (Who are the others? Presentation round); at an early stage of a workshop /seminar /training people want to know, what it is for (introduction of goals, learning targets, etc.) and about the timeframe, allowances and practical arrangements (lunch, prayer-times). Most important-

54 Related to the outlined script, two migrants will tell their biographic experience (“story”) on the first day in Bahasa Indonesia (1.), a (professional) translator hears/understands it (2.) and translates into English (3.), the international facilitator, who conducts this initial interview with a list of preset questions (in German) to the two migrants (whose mother tongues are maybe Javanese or Dari), listens to the interpreter (4.) while the audience (5.) smiles – hearing the same story again now in a foreign language (English). Next a (follow-up) question is articulated by the international facilitator in English (6.), understood and translated by the interpreter (7.) until it is finally delivered to the resource person/migrant (8.); the next turn may start – occasionally interrupted by a remark from the audience (9.), which will be translated either into English or Bahasa (10.), so that everybody gets an idea before someone responds.

55 This also might be applicable to the facilitators. Cp. the narrative feedback in an evaluation questionnaire from a pilot training in Jan 2020: “Make sure the trainers have profound knowledge on the situation of the participants country”.

ly, the participants want to know how the agenda is linked to their (professional) reality. Good workshop scripts need a solid mix of surprise and innovation on the one hand and sufficient accommodation to the existing (workshop) culture of the respective country on the other hand. After all, it has to be borne in mind, particularly in consideration of the numerous actors in the capitals of developing countries, that those participants who attend an HCD4MG measure have certainly taken part in a large number of other developmental workshops in the past.

4.3 Toolboxes, case studies & visualizations

Toolboxes, case studies and visualizations provide didactic means to enter into an in-depth discussion of the central issues. Migration related data or facts and figures, accessible via the internet, are not necessarily and immediately appropriate training materials. In most cases, the latter must be elaborated, adapted or specifically developed (e. g. guiding questions to stimulate a group discussion, summaries for short reading, corresponding lead sheets for facilitators, etc.). There are a number of already existing resources; however state-of-the-art training material requires additional revision and continuous updating (see Chapter V – Potentials for innovation & sustainable transfer).

Toolboxes

Several years ago GIZ (2017) developed a *Toolbox Migration Governance*, which provides an introduction to instruments for planning and implementing migration governance measures. The method-collection was compiled to facilitate overall MG related services. It consists of 24 overall tools related to (1) policy, strategy and legal advice (including international and regional frameworks and policy coherence); tools for (2) institutional and organisational consulting (e. g. the design and implementation of legal migration channels) and (3) tools for the dialogue between citizens and migrants (addressing among others diaspora communities and questions of integration). Three of the tools explicitly pursue the goal of capacity development or are directly designed as training (namely: training for policy makers and implementers on migration and development, training/workshops for employees of governmental organisations and civil society in the field of asylum as well as study tours). Some of the tools in the toolbox are in turn toolboxes in themselves, with a sector-specific reference (e. g. for the country contexts of Philippines and Uzbekistan, a sustainability-oriented “entrepreneurship-toolbox” with migration-tools was developed). While some of the tools are by nature multi-year processes and programmes (e. g. a fund to support structural and regulatory policy reforms in the area of migration and refugees), other tools can be flexibly adapted within HCD measures (e. g. in organisational HCD at level II) and integrated into training programmes (e. g. in workshops *Shaping Migration for Sustainable Development by GIZ sector programme or the Training on development-oriented Migration* of GIZ PMD).

The following five tools are examples with particular relevance for contemporary HCD4MG.

Graphic 10: Selected tools for reflecting Migration Governance

	Tool	Target	Approach	
1	Actor analysis within migration policy systems	Identification of actors and the actors' perceptions in the field of migration and mobility and their perspectives at the national, subnational and local level.	Analysis tool	
2	Interview guide for the self-evaluation of subnational actors in the field of migration	Recording the level of knowledge of public administration employees at the municipal level. Interview guide public administration employees in municipalities, public service providers.	Interview guideline	
3	Migration Policy Checklist	Gain a first, quick overview about central political factors of a country, which determine migration policies.	Project planning & Analysis tool	
4	Checklist for gender-sensitive migration policy	Analysis of existing migration policy actions and their impact on gender relations & development of gender sensitive migration governance interventions.	Analysis tool	
5	Diaspora-Mapping & Diaspora Studies	Diaspora-Mapping: qualitative analysis and listing of relevant diaspora actors. Diaspora studies: developing deeper knowledge and understanding on diaspora groups (relationship to country of origin, sort of development policy engagement) as a basis for future cooperation.	Listing of relevant diaspora actors & Analysis of diaspora characteristics	

Source: GIZ 2017 [translated & supplemented by authors].

Case studies

A "case" is not immediately and automatically a "case-study". Migration "cases" may be easily retrieved from websites such as the *Global Migration Data Analyses Centre* or from literature (see selected books and articles in the reference section of the study). However the transformation of a case into something worthwhile and suitable to study requires selection, methodological reflection, didacticisation, instructions, pre-defined categories for analysis etc. Seeking information from facilitators and trainers regarding the sources for their case studies and critical incidents leads into sensitive terrain of this profession. (It is comparable to the source code in IT. As a default, it is not shared.) Thus, HCD providers preferably invest in the development of their own high-quality case studies.

During the GCM pilot training in Kosovo (cp. section 2.2) a set of case scenarios was displayed, which was developed earlier on behalf of the German Federal Ministry for Economic Coopera-

	Short description	Relevance
	Analytical tool at the interface of migration & mobility with other sectors, to include these stakeholders into the design and implementation of migration policies. Besides national institutions, actors at the regional and local level are considered.	A clear identification of the complex net of stakeholders at all levels is necessary to discuss approaches of migration governance. Can be used as an assessment-tool discussing Multi-level Governance.
	Tool for structuring interviews with public administration employees at local level in the field of migration governance. The state of knowledge and capacity development of public administration employees at municipal level with regard to migration governance in their municipality can be monitored through a survey.	Migration policy development at subnational level is particularly relevant/often neglected. The tool was applied in the project <i>Strengthening selected communities in dealing with migration and flight in Morocco</i> .
	Supports the identification of country-/ context specific migration policy framework. Provides an overview on qualitative and quantitative migration data, stakeholders and their approaches.	Assessment-tool to identify the national context of migration policy for subsequent contextualisation with national migration governance and/or the GCM data. Several country specific checklists can be consulted in preparation or during the training.
	Gender-sensitive migration governance first requires an analysis of current overall governance structures. In a next step, changes leading to (more) gender equality can be addressed.	Tool to emphasize the relevance of gender and mainstreaming gender into migration governance. Gender-responsiveness is one of the guiding principles of the GCM.
	Diaspora-mapping and diaspora studies are proven tools to develop profound knowledge and understanding of diasporas and to identify relevant development-oriented actors.	The GCM recognizes the importance of diasporas to foster sustainable development. Following the whole-of-society approach cooperation with civil society groups like migrant- and diaspora organisations is a significant aspect of good migration governance. Within trainings Diaspora-Mapping can be used as a introductory tool and selected diaspora (case) studies can be discussed.

tion and Development (BMZ 2016a). The scenarios are a set of six biographical “stories” of individual migrants from different countries, designed to raise awareness of the impact of migration throughout all stages of the migration cycle. Case 1 (“Bojana”) focuses on return, case 2 (“Abhik”) introduces labour migration (see graphic below), case 3 (“Xitlali”) informs regarding remittances, case 4 (“Nazarkhan”) addresses migration politics, case 5 (“Dodong”) deals with private sector development through migration and case 6 (“Zohra”) illustrates diaspora cooperation.

Graphic 11: Migration & Development case studies: example "labour migration"

Abhik und der Traum von der Fußball-Weltmeisterschaft 2022
Ein Beispiel für Arbeitsmigration

Panel 1: Ich heiße Abhik und bin 25 Jahre alt. Zusammen mit meiner Familie wohne ich in Chitwan, einer sehr ländlichen und armen Region in Nepal. Ich bin nie zur Schule gegangen, allerdings habe ich bei einem Nachbarn das Schreiben gelernt. Meine Familie betreibt Landwirtschaft, doch in den letzten Jahren sind die Erträge immer weiter zurückgegangen. Deswegen haben wir gemeinsam beschlossen, dass ich versuchen soll im Ausland Geld zu verdienen.

Panel 2: Durch einen Bekannten habe ich von einem Arbeitsvermittler erfahren. Dieser hat mir erzählt, dass in Qatar die Vorbereitungen für die Fußball-Weltmeisterschaft 2022 anlaufen und dass dort gutes und schnelles Geld verdient werden kann. Allerdings muss ich für die Vermittlung nach Qatar im Voraus zahlen. Meine Familie kann das Geld nicht aufbringen, deswegen hat der Vermittler angeboten, mir das Geld zu leihen, jedoch zu einem hohen zweistelligen Zinssatz.

Panel 3: Nach meiner Landung in Doha wurde ich zunächst von den hohen Temperaturen überrascht. Pflöchlich wurde mir bewusst, dass ich keine Ahnung vom Land und von den Leuten habe. Gleich danach wurde mir ein Arbeitsvertrag unter die Nase gehalten, den ich jedoch nicht verstanden habe, da ich kein Arabisch spreche. Dennoch habe ich den Vertrag unterschrieben und wurde anschließend in eine enge Kiste und überfüllte Unterkunft gebracht.

Panel 4: Kurz darauf wurde mein Pass eingezogen, mit der Begründung, dass dies nur meiner Sicherheit diene. Nach einer eineinhalbstündigen Fahrt kam ich an der Baustelle der Al Wakrah Stadions an und stellte fest, dass ich nicht als Schreiner arbeiten werde. Stattdessen muss ich in schwindelnder Höhe ohne Sicherheitsvorkehrungen und bei unerträglicher Hitze Stahlrohre zusammenschweißen.

Panel 5: Ich arbeite Tag und Nacht in zwölfstündigen Schichten. Auf den Stahlträgern ist es unerträglich heiß, Schatten ist kaum vorhanden. Am Ende des ersten Monats wollte ich den ersten Lohn zu meiner Familie schicken. Dann habe ich jedoch erfahren, dass der Lohn nicht ausbezahlt wird, mit der Begründung, der Bauunternehmer sei leider mit anderen Zahlungen im Verzug. Auch im zweiten Monat wartete ich vergeblich auf mein Geld.

Panel 6: Erst im dritten Monat bekam ich Lohn, jedoch nur einen Bruchteil dessen, was mir anfangs versprochen wurde, und gerade genug, um mein eigenes Leben vor Ort zu finanzieren. Als ich nachhakte, wurde mir mitgeteilt, dass der Rest des Geldes zur Begleichung meiner Mietschulden einbehalten wurde. Am 25. April 2015 erhielt ich eine schreckliche Nachricht: meine Heimatregion wurde von einem schweren Erdbeben getroffen. Ich möchte zum Helfen zurück in mein Dorf reisen und habe sofort Urlaub beantragt, der jedoch von meinem Arbeitgeber verweigert wurde. Ich habe überlegt, einfach abzuhauen, aber ohne Reisepass sitze ich fest.

Source: BMZ 2016a.

However, neither a single comic-style poster nor a handout with country data are suitable per se to develop competencies for migration governance. Developing competencies requires more complex, multi-layered case studies to which participants can relate their own experiences. The peculiarity of (complex) case studies is that they invite readers/participants to reflect the multi-perspectivity of the topic: migration related themes are often controversial (as the discussion on migration in many countries indicates) and so case studies must also allow for a deeper examination from several perspectives. In short, the key to producing a genuine case study lies in its potential for analysis and discussion. The closer it reflects participants realities, the higher is its acceptance in a HCD measure, because it is considered relevant. Better and more complex case studies that take current developments and megatrends (cp. section 5.2) into account are a desideratum for future HCD4MG trainings.

56 The case/photo story "Abhik & the dream of the football World Cup 2022" as well as five more related/elaborated migration cases with (German) text are freely available in poster-compatible resolution for printing on: http://www.bmz.de/de/zentral-es_downloadarchiv/themen_und_schwerpunkte/migration/Geschichten_ueber_Migration_und_Entwicklung.pdf.

Visualizations

Just as didactically-revised case studies related to the GCM are important, so are visual illustrations of its 23 objectives. It would be beneficial, especially for quality design of training settings, to develop professional visualizations, such as posters, on the 23 GCM goals, available in the national languages in order to refer to them throughout the seminars.

Graphic 12: Visualizing GCM objectives



Source: Project CD4MG.

4.4 E-learning for Migration Governance

Information and communication technology offers additional potentials for HCD4MG. The availability of online capacity development resources is essential in contexts and at times of restricted travel where face-to-face interaction is impossible⁵⁷ or, when an objective is greater accessibility. At all three HCD levels, e-learning and blended learning can supplement the migration governance portfolio, providing flexible and spatially-unbound learning environments, i.e. independent from the location of trainer and participants and flexible to their time schedules. It is certainly inspiring to take a look at existing approaches as well as assessing the potential of most recent IT solutions for deployment in HCD4MG contexts.

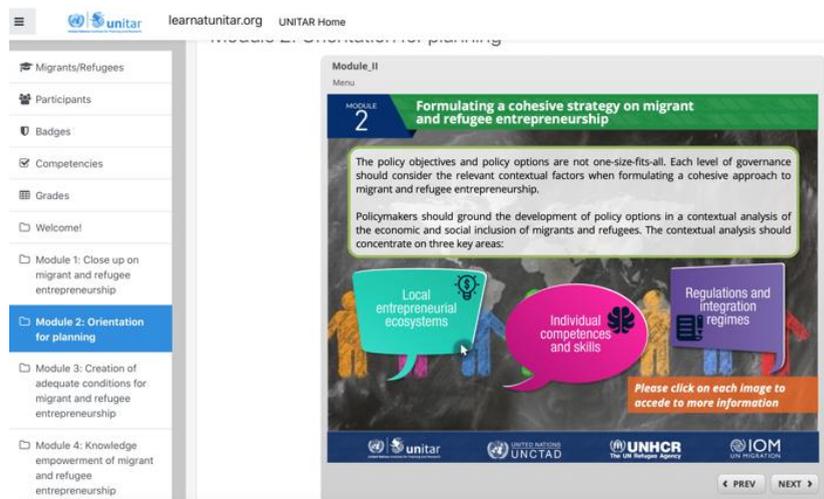
E-learning courses in the “knowledge hub for Migration and Sustainable Development”

In 2019, the United Nations Institute for Training and Research (UNITAR) together with IOM, GFMD, FAO, UNCTAD and UNHCR developed a distinct online knowledge hub for migration and sustainable development. Its first flagship course addressed *Entrepreneurship for Migrants and Refugees: Strengthening the Humanitarian-Development Nexus through Capacity Building*. Among others, it introduced target 8.5 of the Agenda 2030⁵⁸ and objective 16 of the GCM⁵⁹ to strengthen the socioeconomic integration of migrants and refugees. The course builds on a policy guide on entrepreneurship for migrants and refugees published by UNCTAD, UNHCR and IOM in 2017, which has been transformed into e-learning materials. It provides a capacity-building tool for policymakers and practitioners tackling the challenges of economic and social inclusion of migrants and promoting the potential for sustainable development through migrants entrepreneurship.

57 Indonesia, for example, has implemented an overall “Large Scale Social Distancing” (Pembatasan Sosial Berskala Besar) by the time of writing this paper; Indonesian universities switched to e-learning with outstanding speed.

58 I.e. achieving full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.

59 I.e. empowering migrants and societies to realise full inclusion and social cohesion.

Graphic 13: E-learning Course. *The Humanitarian-Development Nexus* (example)

Source: www.migration-learn.org.

Participants can complete flexible and interactive modules, including short texts and graphics, videos, and self-assessments and finish the course with a final quiz to obtain a certificate of completion (UNITAR et al. 2019).

Blended learning and hybrid formats

Aside from 100% e-learning courses on selected topics, various training providers offer combinations of online and offline modules. Such “blended” or “hybrid” solutions appeared quite innovative ten years ago; meanwhile they have become standard at most tertiary education institutions⁶⁰.

The International Training Centre operated by the *International Labour Organisation* (ILO) started early with such formats. Capacity-building measures on labour migration were developed online and offline, using a three-phased approach. Its *Labour Migration Academy* ranks among ILO’s most popular annual events, combining e-learning and face-to-face modules (ITC-ILO 2016 and 2019). It targets key stakeholders in the context of labour migration, discussing topics such as drivers of labour migration, approaches to labour migration governance and M&D in general. In the first distance phase, participants take part in an online introduction module; following this, a classic face-to-face training with lectures, discussions and group-work

60 Cp. <https://www.eteaching.org>. In the university context, the concepts of “inverted classrooms” (in school contexts also called “flipped classroom”, “reverse teaching”, “backwards classroom” or “reverse instruction”) became increasingly popular. This refers to methods in which the usual activities inside and outside the training venue or classroom are “reversed”: Students/participants adopt the content provided digitally by the teachers/trainers themselves, usually at home. The face-to-face event is used to deepen what has been learned. During a “traditional” classroom session (in “frontal lecture mode”), learners usually follow the presentation of the teachers/trainers “passively” and then work on exercises for the content taught at home or in separate sessions (exercises, tutorials, etc.). Alternatively, students/participants can work through the content asynchronously, location-independently, individually, self-directed and at their own learning pace using digital learning materials. The valuable attendance times at the university/training are used for joint, interactive consolidation, e.g. through discussions, joint task processing and group work.

is arranged; third, a follow-up online phase is organised with access to further materials and a discussion-forum, where participants, facilitators and alumni can exchange on their latest experiences.

Webinars

Seminars, including live presentations or workshops in real time, can be carried out more interactively when users can participate through video-chatting/file-sharing/webinar-software⁶¹. Such webinars include options to pose questions and can be easily followed worldwide on smartphones by even larger audiences.

For example, the *Migration Policy Centre* (MPC) in Florence offered a webinar on *Migration and Development: Revisiting the Migration Hump* in June 2020; 117 viewers joined the livestream, for which Youtube with its livechat function was used.

Moderated by *Martin Ruhs* from MPC, three presenters from different countries presented their papers, followed by a roundtable discussion, integrating the questions from the chat from the worldwide audience.

Three other inspiring examples at the time of writing were (1.) the *German Network for Forced Migration Studies* (NWFF), bringing together over 300 migration researchers and participants for a HCD-level III event in September 2020 (using advanced functionalities of Zoom and combining them with mobile apps, such as conftool & plazz.net) offering all facilitators/moderators the necessary coaching to become familiar with the online tools prior to the event; (2.) the Vienna Migration Conference, which was live broadcasted in November 2020 via a responsive event-website and (3.) the digital German diversity days (*Charta der Vielfalt*), which were streamed from Berlin in the same month.

PMD's Online Training on Migration Governance and GCM – via MS Teams

While e-learning, blended learning and webinars for migration-related topics existed already before the COVID-19 pandemic, in 2020 worldwide training providers had to react to the fact that established “real encounter” and “face2face” trainings were more or less abolished for several months while human mobility, even to training venues, was limited. As a result, attempts were made to design trainings on migration governance and GCM for different audiences to be delivered in virtual seminar rooms.

Among others, the technical assistance team of PMD planned modules, which were implemented based on the preexisting IT-infrastructure in GIZ. The introductory session was joined by approximately 70 participants; nearly all were GIZ employees.

The first module consisted of two sessions, in which – after a short introduction of the project manager and facilitating team leader, five invited experts each presented one lecture on

- What is migration/migration governance and why is it important in international migration?
- Overview of the global processes and the GCM (bridging GCM and SDGs 10.7)

61 Cp. <https://www.gotomeeting.com> or <https://zoom.us/> or <https://www.vitero.de> and, for app-development, <https://www.terasoltechnologies.com/education-e-learning/>.

- GCM Implementation (including challenges, structures and content of the GCM and the UNNM)
- Insights from the migration sector project (incl. German position towards the GCM)
- Insights from ICMPD on GCM implementation and other M&D multilateral processes.

The second module built on the first and focussed on the topic of Migration & Development. Following this, the programme PMD was introduced and GIZ perspectives and experiences were shared with around 36 participants from GIZ headquarter and field offices.

Finally, the third module was conducted as a series of country-specific workshops. Its goal was the elaboration of capacity development strategies for migration governance, often linking them to country specific “change projects” (cp. section 5.4).

All three modules were designed and implemented via MS-Teams. The interface provides a feasible platform for this e-learning approach: the advantage at the particular point in time was its availability, stability and its known embeddedness into the workroutines of the participants. Form followed function; the standard procedure in all three modules relied on a facilitator, content experts, technical backup at headquarters and listening participants with the option to raise questions or comment via a chat function.

What sounds *easy* in theory, however, sometimes leads to unexpected challenges in practice: e-learning formats with partners in developing countries have to consider fluctuations in internet transfer rates⁶², occasional power cuts and other adversities.

Nobody can be blamed for this – however it also indicates a weakness of, generally highly praised, webinars and online trainings: At first glance, they appear to be very economical, inexpensive and environmentally friendly, since no travel is required. However, calculating the full costs for 70 regular German company employees for one hour (including incidental wage, office, opportunity costs etc.), reveals the actual total expenditure of such an event. Consequently, the question arises whether the knowledge conveyed by this format is worthwhile. The dissemination of the information “What is migration & migration governance?” could have been delivered also, for example, via smartly produced video podcasts (which would have been digestible at any time, not only at prime time in the office). Instead of presenting a timeline of migration in the last century, absorbed by 70 passive listeners at a particular point in time, contemporary didactic approaches prefer high-quality “knowledge nuggets”, which are accessible on demand in modern workplace learning (cp. section 4.5). However, this requires asynchronous course units, virtual exchange, blended mobility and modern learning management systems in all involved partner organisations.

62 E. g. on July 2nd during the third module, partners in Pristina, experienced that there was at short notice no internet coverage. When working with mid career government officials in Sub-Saharan Africa, such as in the migration management diploma programme of UNU-MERIT, problems like unstable internet connections or power shortcuts can turn any online seminars into an IT-backup-workshop. The supply of powerbanks, laptops with integrated camera etc. may help to overcome common technical hassles.

Further IT solutions for deployment in HCD4MG

While MS-Teams is available within the GIZ IT-infrastructure and distributed worldwide as an integral part of Microsoft 365 paid service packages, a range of technical challenges can be anticipated once trainings are designed to reach out to target groups in places such as Armenia, Kosovo, Indonesia, Ecuador, Tunisia, Ghana or even Afghanistan and Iraq etc. For online cooperation various tools with different degrees of user-friendliness, data security and costs exist. Capacity builders in developmental organisations, training institutes and universities with online classes on migration recommended in 2020 among others: SLACK⁶³ and MURAL⁶⁴ (for increased participatory work with virtual white boards), TRELLO⁶⁵ (for team assignments in longer courses); MENTIMETER⁶⁶ is known for its interactive presentation tools (similar to softboards with various templates with interactive live voting options, quizzes, Q&As, realtime input at meetings), CONCEPTBOARD⁶⁷ offers infinite canvas for teams and PADLET⁶⁸ also has interactive templates that can be easily integrated in MG trainings (maps, timelines, storyboards, lists etc.). HOWSPACE⁶⁹, an AI-powered digital collaboration tool from Finland that brings social learning to the forefront of process and development initiatives, is far more complex. JIRA⁷⁰ is an agile tool for cooperation and interactive project management, with TERASOL⁷¹ own e-learning apps can be developed, GITHUB⁷² and CONFLUENCE⁷³ are other software solutions bringing teams together for cooperation and mutual learning. WOOCAP⁷⁴ offers a wide range of interactive functionalities to facilitate (anonymous) participation. Based on content, interaction with the audience (using mobile phones), surveys, multiple choice questionnaires, open questions are possible. Even simple lectures can be enhanced and made more interactive by means of audience voting via SLIDO⁷⁵. For short free (educational/training) film productions the old MOVIE MAKER offered all necessary features; younger users, including young migrants, are increasingly using TIKTOK⁷⁶, which offers additional functions of a social network. Even professional quality videos can be meanwhile produced within minutes with educational solutions such as RAPIDMOOC⁷⁷ or CAMTASIA⁷⁸. ATINGI⁷⁹ offers a broad range of digital learning opportunities and is increasingly used by African developmental initiatives and the GIZ academy. While the above mentioned IT tools and platforms can in principle be used for any type of course and content, there are also online self-learning applications, online platforms, chat groups, virtual classrooms and massive open online courses (MOOCS), that are specifically

63 <https://slack.com>

64 <https://www.mural.co>

65 <https://trello.com>

66 <https://www.mentimeter.com>

67 <https://conceptboard.com>

68 <https://padlet.com>

69 <https://www.howspace.com>

70 <https://www.atlassian.com/de/software/jira>

71 <https://www.terasoltechnologies.com/education-e-learning>

72 <https://github.com>

73 <https://www.atlassian.com/de/software/confluence>

74 <https://www.wooclap.com>

75 <https://www.sli.do>

76 <https://www.tiktok.com>

77 <https://rapidmooc.com>

78 <https://www.techsmith.de/camtasia>

79 <https://atingi.org>

directed towards migrants and refugees, often providing information and support⁸⁰. They may well contain elements that can be integrated in advanced HCD4MG measures. To name a few: *MigApp*⁸¹ (by IOM) is an app developed to provide reliable information to migrants on topics such as money transfer, document safety or visa regulations. *Ankommen*⁸² (a comprehensive German mobile app from BAMF and Goethe Institut) shares recommendations and information on living in Germany, asylum, work and language; *Geldtransfair.de*⁸³ is another platform engineered within the framework of German development cooperation, comparing prices for money transfer from German banks and other financial service providers that offer remittances services to more than 25 countries. The service is independent and for free. M-SHULE⁸⁴ is an adaptive mobile learning platform in Sub-Saharan Africa; via SMS users can attend various micro-courses and improve their skills individually over personalized learning tracks. The website *rumours about Germany – facts for migrants*⁸⁵ contributes to GCM objective No. 3 (providing accurate and timely information at all stages of migration); similar *make-it-in-Germany.com*⁸⁶ provides fact based information in several languages on options for regular migration for qualified workers.

Further ICT-solutions for refugees and sustainable development are outlined in the *Toolkit – Digitalisation in Development Cooperation and International Cooperation in Education, Culture and Media* (BMZ 2016b). However, a full-scale, state-of-the-art, online course for migration governance is, currently at the time of publication of this study, a desideratum.

4.5 Modern Workplace Learning Approaches

For migration officials in partner countries and practitioners in the field, contemporary workplace learning concepts offer the potential to go beyond standard procedures and two-day seminars. This is of particular relevance in times where formats such as “workshops”, ToT and other HCD-measures at the individual level are difficult to implement due to pandemic-related regulations and restrictions in mobility.

Modern Workplace Learning, be it related to migration/development/sustainability or any other topic, requires that organisations provide the IT infrastructure (i.e. soft- & hardware) and consider how their employees and target groups learn. Modern organisations need the capacity to develop capacities. *Jane Hart* (2020) describes “modern workplace learning” as a multi-stage process. Stage one is the development of knowledge and skills in the classic form of teaching and learning to gain qualification. The learning processes are formal and externally organised. During the second stage, participants further educate themselves via formal and default e-learning. Thirdly, some blended learning formats, where participants self-determine e-learning in connection with workshops for reflection and discussion, are developed, offering

80 <https://appsforrefugees.com>

81 <https://www.iom.int/migapp>

82 <https://ankommenapp.de>

83 <https://www.geldtransfair.de>

84 <https://m-shule.com>

85 <https://rumoursaboutgermany.info>

86 <https://www.make-it-in-germany.com>

an increased self-control over the learning process however at the same time are still supported. There are agreed goals within the self-learning process, learning communities and presentations which contribute to the process of capacity development.

The fourth stage describes social blended learning: self-guided formal learning within blended learning agreements in connection with a self-organised learning process through transfer tasks and practical projects. The highest stage of self-organised and informal learning is social workplace learning. At this fifth stage self-organised competence development at the workplace and within working processes dominates. Solutions for actual tasks are developed collaboratively through co-coaching, intervision and communities of practice.

In the HCD4MG context, thus far, most seminars and e-learning models are *formal* and externally controlled. Know-how and information is transferred, in order to gain a certain qualification or “capacity”. On the other hand, blended learning formats and social workplace learning offer the opportunity to develop competencies in an *informal* manner, increasingly self-organised with learning assistance only on demand. The e-learning courses from UNITAR, as well as the blended online-offline training conducted by the ITC-ILO, were described as first attempts to provide migration governance trainings on a more autonomous level. Nevertheless, there is still a lot of potential to fully develop social blended learning and social workplace learning. It is conceivable, for example, that in the future the high potentials in the partner countries of PMD (i.e. motivated key actors in migration ministries and commissions) establish an informal learning community. They easily interconnect by means of modern IT solutions at their workplaces. State-of-the-art and highly relevant knowledge on migration and development are frequently made available for them⁸⁷. Participants who joined an initial two-day “intensive small-scale learning event” in Pristina, Quito, Tbilisi or Jakarta would later on perform as one multi-national “team”, enjoying access to the same library (of migration related literature provided by the facilitators) and would work on “real tasks” (i.e. their cases, not “case studies”) and share it with the other team members for discussing solutions. They could be coached by a facilitator individually and once a week they meet in a plenary 45-minute video collaborative conference with interactive tools – in short, communities of practice in flipped or inverted classrooms. On the other hand, HCD4MG can not be shifted completely into workplaces – because a disadvantage of the integration of learning and training in the workplace is the inherent potential conflict of interests, i.e. that superiors do not grant their employees time off for such learning approaches but rather expect that the qualification is still done parallel, “on top”, while still 100% working on the daily business. Here, too, the right “blend” needs to be negotiated and agreed.

87 As a consequence, “trainer” would be more “butler”, “server” or “service provider”. As described in the beginning of this Chapter, there is a paradigm shift from teaching to learning; obviously this also affects the educators/trainers/facilitators’ role. Beside expertise on the substance and skills for visualization, dramaturgy, group dynamics etc., they increasingly need ICT competences, managing the integration of learning processes at workplaces and transforming contents into digestible multimedia-units for their learners.

V. POTENTIALS FOR INNOVATION & SUSTAINABLE TRANSFER

Beyond the content-essentials that need to be addressed within every HCD4MG measure (such as a definition of migration governance, the nexus between migration and development and theories such as new economics of labour migration, etc.), state-of-the-art and pioneering trainings aim for innovative and creative training designs, as well as relevant and future oriented training components. This Chapter provides some hints and insights for forthcoming programmes as well as potential directions for sustainable knowledge management and transfer.

As criticised by famous Swedish developmental analyst H. Rosling (2018), a dilemma in education is that educators often confuse “important knowledge” with what they remember from their own education and their teachers. However migration is a fast changing field, dynamic and complex. Thus, case studies, governance data, seminar-handouts, etc. need continual revision and updating (see next section). On the other hand, the wheel needs not to be reinvented for every single HCD-measure. As section 5.3 will indicate, there are various practice-proven tools that can be adapted perfectly to the needs of partner organisations intending to develop their capacities.

This Chapter outlines six propositions (and indicates some further potentials):

- Developing state-of-the-art training material
- Integrating megatrends in MG trainings
- Strengthening Human Resources and organisations for migration management with *Capacity WORKS*
- Designing tailor-made CD strategies
- Increasing developmental impact orientation
- Engaging in global (forum) discourses.

5.1 Developing state-of-the-art training material

Various documents, such as workshop-handouts, case-studies, PowerPoint presentations, film-clips, articles, podcasts, publications or self-made teaching materials are collected and stored in training data management systems, with different degrees of access rights and sophistication. Some institutions, such as GIZ's *Academy for international cooperation*, provide access to self-learning materials for their participants and alumni, however the “tenderloin pieces” (such as premium didactical case studies) usually are kept in the individual computers of experts, consultants, facilitators and trainers. State-of-the-art GCM training as well as any HCD4MG rely on these people, these materials and procedures for ensuring that relevant data and didactically-edited contents also reach out to the participants and target groups.

The management and revision of such training materials requires time, financial resources and technical know-how (access management, copyrights, etc.); the key challenge always relates to the establishment of (learning management) systems that keep such databases

permanently updated. IOM, for example, ensures that on a big scale for overall migration data via its GMDAC.

While capacity-development providers do not need the latest “facts & figures” from 193 UN listed countries around the world, they indeed need high quality, cutting edge transformation of this raw material into suitable training materials (such as visualizations, workshop-posters, factsheets, etc.). An example is the participant reader *Shaping Migration & Development* (68 pages, compiled by the GIZ sector project and the Swiss Development Cooperation's *Global Programme Migration* in 2017, published in 2018) (GIZ 2018c). It offers a comprehensive overview on M&D topics, still thought-provoking for participants of pilot trainings in 2019. However, several readers already indicated that *Shaping Migration & Development* requires an update; authors in 2017 had to describe the GCM, for instance, as something “to be agreed” (or not) in late 2018. Meanwhile (in 2020), readers and participants request that they actually need examples and experiences of its implementation; they also would appreciate a paragraph on the German *Specialist Immigration Act* (FEG) or the European Commission's *New pact on Migration and Asylum* (European Commission 2020b). Today is tomorrow's yesterday.

Recently, *Bastia & Skeldon* (2020) edited a full-scale handbook of migration and development (595 pages) that covers the main academic discourses, including currently discussed topics. In the same year (June 2020) the PMD-TAT came up with a compilation (157 pages) of background information for its new series of online trainings. For authors and developers of teaching resources, the following comparison might be helpful for future training material updates⁸⁸.

88 “Training material” should also not be confused with “library stocks” or journals, such as *Migration Studies* (published by Oxford University Press) – which came up with two series (a) *Teaching Migration Studies*, involving brief descriptions and reflections on the professional practice of teaching about the topic in different parts of the world, written for graduate programmes etc., and (b) *Classics in Migration Studies*. Obviously, many more texts exist which could be, given the necessary time and resources, transformed into state-of-the-art training material; cp. the references and reviewed literature in the appendix.

Graphic 14: Handouts & literature on Migration & Development

	Reader Shaping Migration & Development (2018)	Handbook of Migration and Development (2020)	Reader Online Training PMD (2020)
Focus	Overview of core concepts and selected M&D topics (e. g. diaspora, remittances), as well as a guide to implementation principles & tools in the context of development cooperation.	Scientific introduction to M&D phenomena on the micro-, meso- and macro level; providing perspectives on future developments and recommendations. Classic topics of the M&D discourse as well as current and future pressing issues within the M&D debate (e. g. return policies, climate change, migration corridors, migrant smuggling) are being addressed.	Compilation of selected literature on migration governance and the GCM.
Overall Structure	Introduction to M&D; Linking Migration and Development; Designing and implementing M&D measures (with examples/guidelines on micro-, meso- and macro-level).	Conceptual perspectives and approaches to M&D; Economic & social dimensions of M&D; Families and social policy; Policies, rights and interventions; Key challenges for M&D; Migration corridors; national perspectives on M&D.	Migration agreements over the past 20 years; GCM; UNNM Workplan; The impact of the GCM on global migration governance; Key concepts within the migration-development nexus; Migration dialogues in the development context.
Specifics	A reader for participants of the training "Shaping Migration for Sustainable Development" → intended to build capacities for the design of projects and policies which promote migration potentials and reduce the risks of migration. Development oriented.	An interdisciplinary handbook providing multiple perspectives and insights into the academic discourse, as well as on global and national developments in the M&D field.	Selected short texts providing background information for participants of the (online) training of GIZ's PMD: Migration Governance/GCM → basic knowledge for migration governance contexts. → focus on regional migration dialogues.
Innovation & Paradigms	Equality as a human right; SDG 10 "reduced inequalities" as a migration related development goal. Remittances as a key concept in the M&D debate and an important contribution of migrants to their countries of origin.	Poverty & inequality as economic and social dimensions of M&D. Upcoming debate on the reproduction of social inequalities through migration. Remittances as a far reaching concept (financial, social, political, emotional remittances) beyond economics.	Intends to support programmes and projects that fight poverty and inequality in line with the GCM and the SDG's. Conscious and qualified management and regulation of remittances are required to impact positively on development.

<p>Innovation & Paradigms (continued)</p>	<p>Families as push-/pull-factor for migration; a livelihood strategy of the migrants' household.</p> <p>Distinction between internal and international, forced and voluntary migration (refugee, asylum seeker).</p> <p>Cooperation with the diaspora as one core topic on development oriented migration, diaspora as an important aspect of, and potential contributor to migration policy-making.</p> <p>Human-rights based approach anticipated for governing, discussing, providing protection for vulnerable groups of migrants ("Leaving no one behind").</p> <p>Bilateral readmission agreements as a basis for regular return.</p> <p>Migration as a cross-cutting issue of high policy relevance.</p>	<p>Social remittances as a "socio-political implication of human mobility" is a new field of inquiry.</p> <p>The connection between families and M&D in the twenty-first century is a multi-faceted topic and highly relevant for the M&D discourse (linked to cyber-technologies, gender, intergenerational relations, immigration law and policy, race and sexuality).</p> <p>Growing focus on the various forms of migration, such as the "ageing-migration nexus" or changing perceptions of child migration, as relevant factors for development (King & Lulle 2020: 21).</p> <p>Recognition of diaspora as the "fourth pillar of development cooperation", beyond financial, social or political remittances (Wilcock 2020:146).</p> <p>Social protection and migration: Migrants facing barriers in provision and access to social protection, increasing restrictive migration policies, rising far-right policies, increasing numbers of migrants, uncertain welfare provision (Sabates-Wheeler 2020: 270).</p>	<p>Enhance availability and flexibility of pathways for regular migration inter alia to uphold the right to family life; facilitate family reunifications (GCM Objective 21).</p> <p>Create and improve legal migration opportunities; facilitate safe, orderly and regular migration.</p> <p>Need to mobilize and recognize diaspora as key stakeholders into the active governance of migration – involvement beyond diaspora-specific issues.</p> <p>Including civil society perspectives and "best practice" for diaspora engagement.</p> <p>Focus on International cooperation and capacity building (e. g. via UNNM capacity-building mechanism, regional migration dialogues or IMRF) to improve the governance of migration at the local, national and international level.</p>
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Sources: Bastia & Skeldon 2020, GIZ 2018c, ICMPD et al. 2020.

Developing state-of-the-art training material requires, of course, much more than providing the right contents and compiling them in a digestible handout for reading.

As discussed in Chapter IV (didactic perspectives), one fundamental challenge for HCD4MG is to deliver measures at the individual, organisational and system level in a *participatory* manner. In order to respond to this demand, various approaches are at hand (such as intensive small group learning or modern workplace learning). It was reported from the PMD pilot training in Georgia that participatory methods for externalisation and representation were much appreciated by the participants. (Instead of only discussing diaspora issues, the participants in Georgia were first asked to illustrate the situation of their country, its overseas diasporas and

relationships between the diaspora and the state using various artefacts, such as figurines and wooden blocks). There is also evidence from the DIMAK-team in Kosovo that training materials in particular are highly appreciated, when participants can emotionally relate to them: Two studies on gender and migration have been simultaneously carried out; one researching data and hard facts; the other, more anthropologically designed, collected narratives, stories and local knowledge. This second study, in which a high degree of respondent ownership and self-confidence was experienced, was considered particularly suited to further HCD-contexts.

Linking state-of-the-art-content, participatory methodology and information & communication technology (ICT)

Beyond content and participatory approaches, in times of lockdowns and increased work from home, innovative forms of virtual cooperation and online learning must be expanded. Section 4.4. outlined current existing IT-tools for participatory online-trainings, webinars and streamed conferences. What is now required is the development of innovative media-adapted and state-of-the-art educationally-designed learning materials for migration governance.

While in mainstream online courses information is mainly presented during a MS-Teams/SKYPE/CiscoWebex-Session via static shared desktop, ideas can be also collected and prioritised with innovative IT-tools for online cooperation, which, in 2020, the training industry has increasingly reached out to its customers.

Zoom, with its breakout-group functionality, is appreciated by all who want to stimulate interaction between participants. It operates smoothly on computers/laptops as well as on mobile devices. HCD-providers, who intend to work with audiences in developing countries, will consider this as particularly helpful, since participants can join – and actively participate – even at times of power-cuts or limited access to the hardware in their offices, simply using their smartphones (however functionality is limited for unpaid accounts in terms of number of participants and duration of sessions).

Once the full potential of online-courses and IT solutions is realized, various course contents may be linked in the future to pre-existing templates, programmes and migration-specific tools. This may include, instead of looking *backwards* (at a timeline in the classroom explaining the history of the UN's efforts for safe, regular and orderly migration), using also *prognostic* tools! The Danish Refugee Council for example, developed software (FORESIGHT), calculating *future* movements of people on the basis of algorithms and a database, which monitors fifteen key factors (such as climate, economic state, conflict, governance, social injustice, human right violations, etc.)⁸⁹.

Practice example MURAL

MURAL is another inspiring platform that can be personalized according to HCD4MG requirements. It was, for example, used to visualize the flow of the Vienna Migration Conference (ICMPD 2020). MURAL offers digital workspaces for visual collaboration. The platform allows

89 See Horwood et al. (2019) for further reading as well as Chapter VI (summary & recommendations) for a short synthesis of the core ideas from Chapter V for practitioners.

choosing between different templates suitable for the different stages of an event such as a training session (e. g. icebreaker, analysis tools, planning and evaluation templates). Both, trainers as well as participants, are able to add content simultaneously and interact via an integrated chat or platform. After collecting ideas (e. g. the role of migration in any governance sector), these thoughts can be prioritized and further activities assigned. It is possible to work on the template in a plenary setting or divide the participants into groups and compare the outcome afterwards. An “idea bank” functions as a brainstorming area where participants gather ideas on sticky notes and cluster them through different colours. A timer, as well as a voting exercise on the ideas can be added.

In addition to reviewing and compiling existing texts (readers, case studies, etc.) and testing innovative interactive online formats, it is possible and advisable to develop own and genuine new multimedia learning materials – especially in a substantially-funded programme that can reach thousands of beneficiaries. For example, it is striking that so far almost no didactic videos have been used in HCD4MG workshops. Of course, film production is more complex than writing a text; on the other hand, there are many companies (especially in Asia and Africa) that are specialised in programming apps and developing edutainment solutions. Why not co-creating an educational short film/animated cartoon about the GCM together with some partners in the global south⁹⁰?

In summary, it can be concluded: innovation and transfer require advanced training-data management, continuous M&D content updating, exploration of (participatory) online tools, as well as monitoring and testing of IT developments in connection with migration issues (which may even include artificial intelligence, as discussed in the next section).

5.2 Integrating megatrends in MG trainings

The *Organisation for Economic Co-operation and Development* (OECD) raised the question: “How can countries design policies to manage migration and support integration, when we don’t know the future impacts of well-known megatrends and little-known potential game-changers?” and thus came up with the publication *Towards 2035 – Making Migration and Integration Policies Future Ready* (OECD 2020b).

Megatrends that will definitely affect countries and migrants in the near future are, among others, climate change, upcoming conflicts and crises, demographic changes, digitalisation, globalisation and the future of work.

Migration is not only a rational choice of an individual or a matter between states, whose officials can be trained in the management of this policy field, migration also reflects the future megatrends of humanity and innovative reflection loops are therefore of utmost importance during HCD4MG measures. Nobody has a crystal ball and even the most sophisticated modelling cannot capture all relevant drivers, factors, dynamics – however the consequence for HCD4GM cannot be to primarily looking in the past (*sensu* “the history of GCM”) or teaching

90 “Partner” refers here first to direct migration governance partners; however, it may also include the joint development of training material together with organisations and actors in the HCD4MG context (cp. section 1.3 as well as recommendations for strategic cooperation in Chapter VI). Videos for inspiration can be watched at <https://gmdac.iom.int/videos>.

the status quo (*sensu* “strengths and weaknesses of our current policies”) but has to invest in preparing for the unexpected.

Environmental changes and extreme weather will predictably displace immense numbers of people internally, but also beyond country borders. The extent of these shifts is still uncertain. Nevertheless strengthening the resilience of affected communities, the ability to adjust and prepare, and anticipate safe pathways for regular migration are necessary responses to be able to tackle environmental degradation induced migration in the future. Through examining global conflicts during a HCD4MG measure (although the exact location of future geopolitical hotspots are uncertain), it is evident that certain crisis scenarios are more likely than others to emerge. Measures to prevent crises and forced migration while fostering peace-building are therefore necessary to prevent irregular migration, inequality, poverty and disadvantage. Ageing populations may lead to an increased demand for migrants who balance this development to maintain the stability of affected countries. A changing world order with an increasingly self-assured China and its belt-and-road-initiative (“new silk road”) will also have a geo-strategic impact on new power and migration relations. Policies need to facilitate responsible migration and integration systems that respond to this breadth of scenarios in mind (OECD 2020b, UN 2019).

Aside from these megatrends, various foreseeable developments that might strongly affect migration and integration in the near future exist. Digitalisation, including disruptive technologies such as artificial intelligence, automation and robotics, probably comes first to mind.

Linking HCD4MG to digitalization

Border control increasingly uses drones and applies new face recognition algorithms. The German BAMF uses artificial intelligence for differentiated speech analysis in order to identify or verify the origin of asylum seekers. Signatory countries of the GCM committed to improve their (digital) migration data. Technological developments influence decisions for the permission to migrate and integrate, including through virtual migration and remote work. Technological developments may also shape new destinations for migrants and have the potential to foster development, but may also be challenging and potentially threatening for migrants, host countries and countries of origin.

Digitalisation-sensitive HCD4MG measures can address

- *before people move*: technology to better predict migration,
- *people on the move*: digital identities of refugees and migrants,
- *tracking movement*: biometric borders and automated decision making,
- *Managing arrival*: employing technology in asylum processes⁹¹,
- *Moving money*: remittances and access to digital transfers,
- *Working across borders*: mobile labour without migration, e. g. cross-border homeofficing in times of lockdowns (cp. Bither & Ziebarth 2020: 4ff.).

91 An example of such HCD measure is described by Biselli (2018): German BAMF trains its employees in integrated identity management, such as using speech biometrics, dialect analysis or the analysis of mobile data media etc. – and, at the same time, which legal and technical limits are set by these procedures.

Linking HCD4MG to public health and the future of public goods

“With increased globalisation and mobility, individuals are increasingly connected, which increases the challenges associated with the management and control of public health, particularly regarding infectious diseases” (Siegel 2020: 226). Nearly all major actors within the HCD4MG context (cp. section 1.3) have in one way or the other responded to the nexus of migration, development and the COVID-19 crisis (e. g. health in refugee camps, millions of migrants limited in movement due to travel restrictions, impact on the poor as a consequence of interrupted supply chains). The crisis illustrates, among others, typical migration governance challenges (such as side effects of border closures, cooperation deficits, the turning of public opinion, the need for evidence-based policies, etc.). At the same time, the global response to the poly-pandemic has demonstrated the increasing relevance of migrants (e. g. for the maintenance of the national health system) and the urgency to implement the GCM (including increased international cooperation).

Linking HCD4MG to climate change

Climate change is a fact, just as migration is a fact. The vast majority of responsible world leaders recognizes that a megatrend of this magnitude inevitably has an impact not only on agriculture and economy; it is evident that climate change will also affect all elements of migration systems. *“Such evidence is based on an understanding of migration decision-making processes at individual levels and the increasing resolution of projected environmental changes [...] The most significant policy challenges concerning migration associated with climate change are immobility, planned relocation, and regulation and government responses to migration and displacement”* (Adger & Safra de Campos 2020: 383 ff.).

According to the above mentioned OECD-study it is *“possible to consider how current megatrend and potential future disruptions might affect policy in the years to come, and draw implications for policies today”* (OECD 2020b). Anticipated policy-responses are perfectly addressable in any GCM-training. Here are some examples:

- Flexible policy demands → Recognize and target the relevance of migration and integration within all policy-fields. Policies need to be future-oriented, consider megatrends, as well as changes within migration categories and reconsider the social impact of migration. A constant re-evaluation and assessment of new potentials to use migrants' capacities is necessary.
- Inclusive policy-making → Involvement of all stakeholders (government, cities, employers, social partners, civil society, migrants) in identifying and targeting migration and integration at all levels. Evaluate power structures and provide capacities to act to the regional level.
- Conscious application of data and technology → Use data and technology transparently to optimize migration systems and procedures under the continuous reflection of ethical boundaries, ownership and the protection of personal data.

- Proactive strategies and policies → Anticipatory policy planning, strategy- and decision-making. Develop strategies and use innovative tools to recognize future migration and integration trends and prepare for them.

It is important to mention that *“strategic foresight and scenario planning doesn’t seek to predict the future, but facilitate discussion around the question of ‘what might happen’ in the future and broaden understanding of how different trends develop and interact”* (OECD 2020b: 29). Such strategic foresight has already been incorporated as a method for policy planning in countries like Canada, Finland or Singapore; in Germany, within the framework of the reform concept *BMZ 2030*, the ministry concentrates its international development cooperation specifically on current megatrends and reorientates its cooperation with partner countries accordingly (BMZ 2020).

To sum up: Megatrends can be meaningfully linked to MG, the GCM and HCD4MG. Overall, there are seven objectives of the GCM considered particularly relevant for development (cp. section 1.1) and correspondingly there are several topics of migration and development thus far covered in nearly all trainings for development-oriented migration. Most of these topics have the potential for innovation and transfer, i.e. linking the standard thematic portfolio to recent trends and megatrends that have effects not only on states but on a global scale⁹².

5.3 Strengthening Human Resources and organisations for migration management with Capacity WORKS

What does it actually mean, when a ministry in Ecuador, Kosovo, Georgia, Indonesia or elsewhere agrees with an international partner, for example from Germany, to “develop capacities”? Organisations in partner countries are often confronted with the challenge, frequently perceived even as paradox, that “actually” good strategies exist (cp. the SWOT analysis of the CD strategies) and “good people” are around, but “somehow” things don’t work... – and this “mysterious parameter” is labeled as a (lack of) “capacity”. Looking closer, it becomes noticeable that the “actual” needed changes would be fundamental in nature; and so capacity development often bears the risk of proceeding according to the worldly wisdom “Wash me, but don’t get me wet...”.

Experienced organisational consultants are familiar with this phenomenon; it also occurs frequently in organisations in industrial nations and prevents necessary change processes. At the same time, there are practice-proven and effective approaches to change management and to transforming organisations.

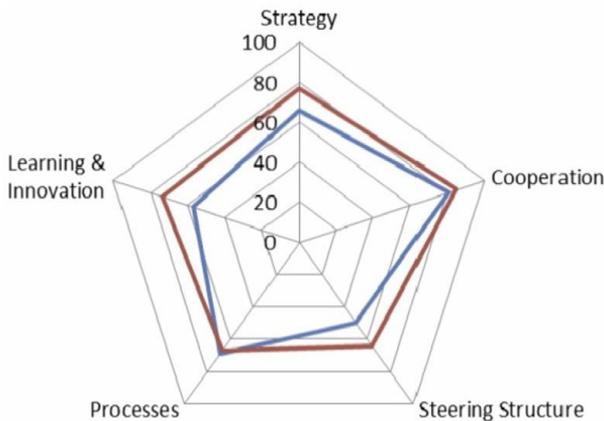
One such approach is *Capacity WORKS*, an established management model for international development cooperation (GIZ 2009 and 2015a). Application experiences, qualified facilitators and quite a number of “best practice” examples for implementation exist worldwide. *Capacity*

92 *“In fact, some have argued that we have now transitioned from international development to global development, in which the ‘where’ of development is no longer so obviously located in a poorer (Global) South as had previously been the case”* (Bastia & Skeldon 2020: 4).

WORKS is not at all migration-specific, however can be flexibly adapted. It offers, among others, tools to improve management processes and structures within organisations.

Effective and efficient implementation of the GCM may require less focus on migrants and migration, and more focus on the organisations governing it. As discussed in Chapter III (multilevel practice), the various migration actors and organisations (often including the ministry of interior, ministry of labour, development stakeholders, etc.) frequently expressed their desire to become more capable to address the various challenges of international migration. Diaspora organisations intend to professionalize their management, which often does not relate to deficits in policy development, but to daily hassles and limitations that set the boundaries of their operation. Recalling the feedback from the local facilitator in Pristina: *“In Kosovo we have fantastic plans and strategies, often written by very competent consultants. However, what is somehow lacking, are the capacities to really implement them”*. Thus, making the GCM work does not (primarily) require learning about the evolution of the GCM from international experts presenting some historical turning points in UN history etc., but to reflect on the overall performance of one’s own institution/organisation/ministry: How effective are our processes? How efficient is our steering structure? How appropriate is our strategy? Which mechanisms are in place for learning and cooperation? Do we cooperate with the right people?

Graphic 15: Linking Capacity *WORKS* and migration management



What is suggested here is including this “best practice”, at least as a quick diagnostic tool, into trainings and advisory services for migration governance.

For example, if there are two (or more) different types of participants, like members of diaspora and members of a migration commission, joining a GCM-training, an initial survey/assessment can be conducted regarding the five *Capacity WORKS* dimensions (strategy, cooperation, steering structure, processes and learning & innovation) of the institution/organisation/ministry responsible for migration issues.

The results can be quickly calculated and visualized, as in “spiderweb”-graphic No. 15 (one line could be the perceived migration management from the officers in charge, the other line might be the rating of the diaspora etc.). This serves as a starting point for discussion and indicates strengths and weaknesses. It may be followed by amplifying questions, e. g. (1.) if the country’s migration commission has clear and plausible strategic orientation, or (2.) the extent to which diaspora organisations have a clear understanding of who they will be cooperating with and how. It invites reflection on (3.) operational steering structures and (4.) a clear understanding of the key strategic processes. Finally (5.), it may contribute to designing tailor-made CD strategies and other measures to develop and consolidate learning capacities.

Thus, *Capacity WORKS* in this context has the potential to serve as a participatory training tool and entry point for building capacities where it is really needed. Ideally, these organisational development processes are also accompanied by human resource developments. Participation in a workshop may itself be part of HR-development, but ideally it should be embedded in overall and tailored HR development plans, which include fair answers to questions of remuneration and career opportunities etc. – otherwise one day migration professionals may migrate themselves.

5.4 Differentiating tailor-made CD Strategies

Strategies are, generally spoken, long term plans of action designed to achieve a particular goal. *Intended* strategies evolve from planning and *realized* strategies may also evolve from a series of actions that converge to a consistent pattern, called *emergent* strategies (Mintzberg 2013). In the framework of the Migration Governance component of GIZ’s programme *Migration & Diaspora* (PMD), its technical assistance team engaged in designing *Capacity Development Strategies* for each country together with the respective partners. At present, these CD strategies are being successively revised.

The CD strategies must take into account at least four basic principles: (1.) Respectful partnership, (2.) ownership, (3.) acknowledgement of existing experience, knowledge and skills of involved stakeholders and (4.) do no harm.

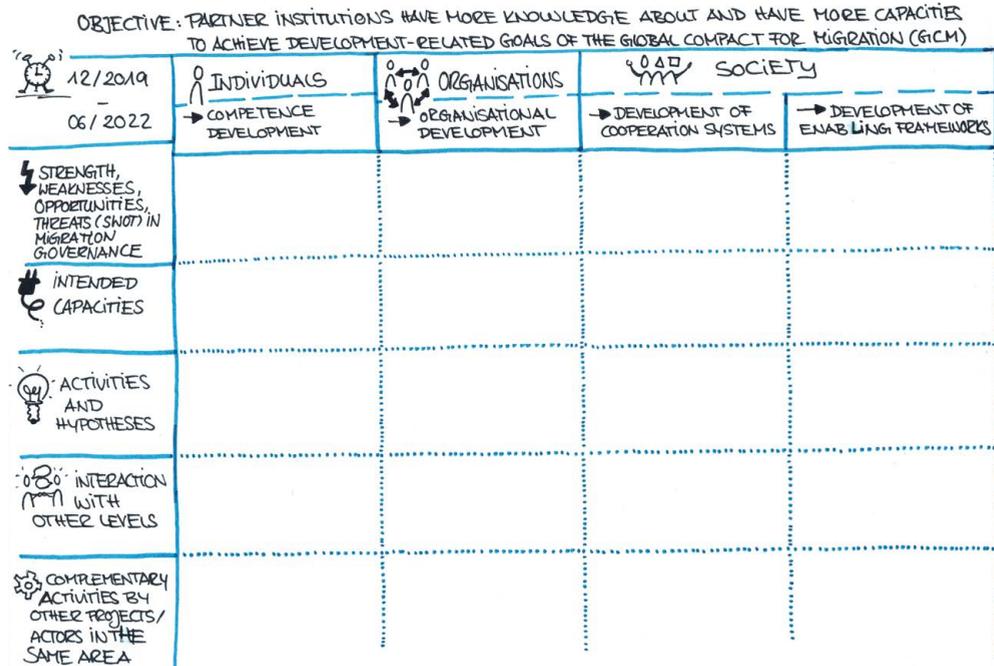
For developing CD strategies, a matrix⁹³ can be utilised that structures CD-relevant information and relates it to an overall goal (here, that key actors in partner countries make greater use of the positive effects that regular migration and diaspora involvement have on local social and economic development). It is in the nature of “developing projects” that often intended, realized and emergent strategies coexist and their continuous differentiation is inevitable. In an iterative discursive process in which strategies are modified and, for example, linked to ongoing change projects⁹⁴, there are several potentials for transfer and innovation. In order to achieve this, capacity development “*activities must be agreed on with all the relevant actors*

93 Among others, *Capacity WORKS* provides detailed instructions for elaborating such matrices, related to success factor No. 5 (learning & innovation) in its tool No. 8 (Capacity Development Strategy).

94 Change projects often relate to overall priorities and strategies. In Kosovo, for example, they address: (1.) developing a coherent migration strategy, (2.) optimising legislation, strategy development and implementation of return and reintegration issues, (3.) conclusion and implementation of a bilateral agreement on labour mobility between Kosovo and Albania, and (4.) support for the establishment of a Diaspora Coordination Council as intended by the new government.

in the project to ensure that all of them assume ownership of the strategy's implementation" (GIZ 2015a: 122f.).

Graphic 16: Prototype of a capacity development strategy



Such logframe structure, in combination with established procedures, like an integrated SWOT analysis, shows “opportunities” and ideally indicates “deficits” or “weaknesses” at different levels, which can be transformed into “needs” (which next can be tackled via “interventions” and “activities” in order to – *eureka!* – develop the intended “capacities”). But reality is generally more complex: just as a tailor needs more than just material and measurements for a wedding dress, the development of “tailor-made” strategies can be considered art-works that require an understanding of the deeper structures of the partners organisational and cultural context. In doing so, it is necessary not only to get together with a few strategy-experienced consultants and quickly fill in a table but to carefully co-create these strategies together with those who govern migration in their countries. The risk of distortions due to the “availability error” (Kahnemann 2011) is also disproportionately high (e. g. assuming training needs in contexts that are remembered or for which examples are particularly concise) when developing strategies without multiple perspectives of all relevant stakeholders.

There are promising attempts to overcome these problems (cp. GIZ 2020h), however the overall challenge continues to be that the strategies at the end of the day are really “demand driven”, in line with “change projects” and flexible enough for further differentiation and adaptation.

Practice Example Georgia

In July 2020, GIZ PMD in cooperation with its TAT met with Georgian migration experts and analysed the strengths, weaknesses, opportunities and threats in migration governance. Against this background options for individual and organisational development, as well as the development of cooperation systems and enabling frameworks, were elaborated. During this online meeting/training, nine windows of opportunity were discovered. Among them were “awareness raising for parliamentarians with regard to migration and development” (at the individual level), the “development of local government entities for migration related issues” (at the organisational level) and “deepening cooperation capacities in the educational sector and academia” as well as “creating a platform for discussions about possible ratification of ILO conventions No. 97 and No. 143” (at the society level). Threats could be detected at an early stage, e. g. that Georgian “*state servants would not be able to attend and/or adapt to online training*”. This third “training module” for capacity development was conducted via MS Teams. Full representation of all important partners could hardly be achieved, however, such a small meeting of experts allowed maximum concentration and in-depth strategic analysis; a scaling up for further differentiation and validation of the strategy sketch needs to take place in a subsequent step.

Practice Example Indonesia

In September 2020, GIZ PMD in cooperation with its TAT and Indonesian migration experts drafted a full scale “capacity development strategy migration governance” for Indonesia, focusing on “effective diaspora cooperation” (GIZ 2020b). Four entry points of development-oriented migration were strategically discovered: (1.) diaspora cooperation (cp. the Indonesian Ministry of Foreign Affairs’ efforts for implementing a diaspora card as described in Chapter II), (2.) diaspora bonds as a potential contribution to Indonesia’s economic and social development (cp. the Indonesian president’s speech in June 2019), (3.) the promotion of intra-institutional cooperation between ministries and authorities in the field of migration governance (e. g. between the Ministry of Labour and the Indonesian Labour Office) and (4.) the gender dimension of migration (considering working conditions of female Indonesian migrants in ASEAN and Arab countries).

The capacity development strategy proposes, among others, that one of the intended outcomes should lead to “increased use of diaspora bonds in Indonesia”. Although this can be stated somehow as a strategic capacity that is much more tangible than only “more awareness”, it must be borne in mind that empirical analysis of diaspora bonds (cp. Akkoyunlu & Stern 2018, Worldbank 2019a, 2019b and 2019c) also reveals their risks and limitations. Similar to remittances, where the focus is often on their total amount but not on how they are used, the pure “capacity” of a finance ministry to generate increased national capital by inclusion of the diaspora does not automatically mean that it results in “development”. Over the course of the project, these goals will certainly need to be further elaborated and, as with every project, will have to be subject to regular review by means of monitoring and evaluation mechanisms.

The Indonesia example reveals potentials for innovation and transfer. Considering that Indonesia itself is active in the GFMD, that PMD is excellently staffed in Jakarta and that strategic negotiations between GIZ and government representatives on capacity development were held following the adoption of the GCM in 2018, the existence of a CD strategy in September 2020 may be considered as a milestone. It would be desirable now to engage beyond planning into joint implementation, prototyping and learning. In the strategy, classic HCD tools – such as integrated experts at partner organisations, short-term specialist inputs, training courses, peer-to-peer-learning, multi-stakeholder workshops, etc. – were linked to national objectives and optimizing data management systems, combatting irregular labour migration or analysing the legal framework for diaspora bonds. Indonesia is the world's 16th largest economy (by nominal GDP); many of the targeted capacities hardly require cooperation with Germany. Reaching soft goals, such as “increased awareness” (e. g. of diaspora policies) or “sensitisation” (e. g. of gender issues), concerns a field which is about “mindsets” and other “fuzzy” variables. Similar issues that are typically also addressed in leadership coaching or in organisational change processes, can also be identified in Indonesia in completely different projects, for example related to environmental protection, energy, TVET, economic development⁹⁵ etc. Within an organisation such as GIZ, it is worth reflecting on whether cross-programme synergies can be achieved and existing CD strategies in the respective countries can be reviewed comparatively.

5.5 Increasing developmental impact orientation

What impact(s) does HCD4MG have on partner countries? The programme *Migration & Diaspora*, which is commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ), operates with a volume of 69 million Euros.

HCD4MG measures are being planned and implemented and their outcomes and impacts subsequently have to be documented and evaluated. The ministry presets certain evaluation criteria for BMZ-funded projects of German development cooperation; among them are relevance, effectiveness, efficiency, sustainability, coherence and evidence based proof on the impact of development aid⁹⁶.

The challenge for any capacity development activity (and as a consequence most HCD components of any programme) is widely known: “impacts” are changes verifiably caused by the project itself. The mere appearance of change is not enough. A causal relationship must be proven to claim the development as a result of the action (GIZ 2018b). Future PMD evalua-

95 It might be worthwhile conducting a separate study in Indonesia to compare cross-sectoral learning needs in various HCD-components. Eight years ago, a capacity development analysis for the Indonesian forest sector (Loch 2012) already described what appears to be strategically important nowadays in migration governance context (e. g. “increased institutional capacity for communication”, “training to improve cooperation”, “better use of database systems”, “gender sensitisation”, etc.).

96 Cp. BMZ 2013, GIZ 2018b as well as evaluation criteria of the Development Assistance Committee, the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action.

tors will have to deal with this as well, however at an early stage it might be helpful to already improve the reporting structure of (HCD) activities carried out in the MG component of PMD⁹⁷. The latest questionnaire used for evaluating the *Trainings for Development-oriented Migration Policy* (in the version used in Ghana in July 2020) could be further differentiated. For example, asking specifically about practice transfer, multiplier potential and investigating about further possibilities for achieving impacts may help provide qualitative indicators of its effect size. However, the success of a HCD4MG project can not only be measured by the fulfilment of individual workshop agendas and the positive feedback of the participants, but through its proven sustainable impact. Developmental impact orientation should play a role throughout the whole project cycle. Ideally it is the driving force behind continual observation, adjustment and improvement to ensure *Human Capacity Development* serves its own purpose and develops sustainable capacities.

For quality management in training education systems, various IT solutions exist (e. g. EVASYS⁹⁸). An advantage of using such standardised software packages would be its easy analysis of aggregated data including the option to provide feedback quickly and constructively to trainers/facilitators. Another advantage is the very easy handling via cell phones using QR code, so that the return rate is high even at later survey times. A well thought out questionnaire-design also would allow a better calculation of cause-effect relationships later on.

At an early stage of piloting, it became evident, what is widely known from other governance programmes: that some people merely join workshops because their superior has chosen them or it is simply their turn according to internal selection criteria.

Others, however, are the real “movers & shakers” in the respective partner structures. Achieving sustainable effects in the cooperation requires above all, winning these “high potentials” for longer-term cooperation. Pilot training sessions provide a first-hand experience, but this must be followed by “tangible” offers: participation in high-quality training courses (even abroad or in institutions of high reputation), measures that lead to quick and visible results and symbolic capital, and then, thirdly, joint engagement into more ambitious co-constructions. It is also advisable to monitor learning achievements and impacts at different points in time (traditionally, in training courses via a pre-test, a final survey and a follow-up after about half a year).

5.6 Engaging in global (forum) discourses

There are at least four parallel, only occasionally inter-related discourses about migration governance and development: the first is driven by IOM (cp. IOM 2018a, 2019a, 2019c), the second is the academic discourse of international migration researchers (cp. Bastia & Skeldon 2020, De Haas et al. 2019, NWFF 2020), the third are national debates such as the general

97 Whenever measures are reported, some reflection and indication should include the provision of information which also contribute to later outcome-monitoring, e. g. what should be achieved and what was actually achieved in this particular migration governance training? Are the objectives of the project in line with the priorities of the target group and the partner country? Is the use of resources appropriate compared to the output of the training (efficiency)? What indicates that the action contributes to the achievement of overarching development objectives? Are there any positive or negative effects or side-effects observable? Is migration governance sustainably improving, i.e. the HCD measure has an impact on permanent or institutionalised partner systems?

98 See <https://en.evasys.de>

German development policy discourse (which in turn is particularly shaped by *BMZ 2030* and thus highly relevant for PMD, the sector project and the German overall social perception on immigration and integration). Fourth and probably most inclusive are the ideas, publications and discussions constituting the *Global Forum on Migration and Development* (GFMD).

From a HCD4MG point of view, the dialogues and innovations within the framework of the GFMD could be further leveraged. What is collected, debated and condensed here on a global level reflects the highest thematic relevance. While a single trainer in a single workshop primarily communicates what he or she has “access to”, forum discussions of hundreds of trainers, politicians, mayors, academics are characterised by “crowd wisdom”; it is worthwhile analysing what is discussed in this forum and to compare this with what has been covered in individual HCD measures to date. State-of-the-art of any measure then can mean high concordance with the forum discourses as a benchmark.

The 12th summit of the *Global Forum on Migration and Development* (GFMD) took place in Quito, Ecuador in January 2020, addressing *Sustainable approaches to human mobility: upholding rights, strengthening state agency, and advancing development through partnerships and collective action*. This system/level-III HCD-event brought together governments, UN agencies, civil society, the private sector, youth, academics and further relevant stakeholders to stimulate the global migration debate, present innovative solutions and to share recent worldwide discourses. Workshops, presentations, worldcafes etc. thematised, among others:

- Coordinated responses to mixed movements: partnerships and collective action to protect rights (including providing regular pathways from crisis to safety for refugees and migrants; and facilitating social and economic inclusion);
- Migration narratives and communication: what role, responsibility and resources do governments have? (including on shaping public narratives on migration and migrants; and communicating effectively with migrants);
- Addressing human mobility as part of urban and rural development strategies (including supporting arrival cities through policy coherence and multi-stakeholder partnerships; and harnessing migration for rural transformation and development).

With respect to training material development, workshop-script revision, potentially innovative video- and knowledge-“nugget” productions and further planning of “demand driven” HCD, the above outlined topics are excellent inspirations; the various existing papers and tools are all published on the GFMD website inviting their use and adaptation⁹⁹. Here is a selection of recent (2020) topics for roundtable discussions:

- What kinds of mechanisms at various levels (regional, national, subnational) have governments and other stakeholders used to facilitate a coordinated response in situations of large movements? What lessons have they learned?

99 See <https://www.gfmd.org/pfp/ppd>. There are also further promising attempts to facilitate open exchange with the option of data uploads (e. g. migrationdataportal.org); experience has shown that the quality of (training) data is the key for (educational) success.

- How can governments make their information accessible to migrants? How can they be responsive to migrants? Are certain communication practices/channels with migrants more useful than others? If so, why and for what purpose?
- What factors contribute to making cities places of upward social mobility for refugees and migrants? What policies are critical for ensuring successful integration in cities? How much authority do cities have in setting policy in those areas and how much is determined at higher levels of government? What role do multi-stakeholder partnerships play in this context?
- How can the complementary application of the GCR and the GCM support state and multi-stakeholder responses to address mixed movement situations?

The 13th summit of the GFMD will take place in Dubai (UAE) in 2021 to “[foster] partnerships to realise migration related goals in the sustainable development agenda and managing the future of human mobility” (Global Forum on Migration and Development (2020).

It is definitely worth monitoring global discourses (as discussed in GFMD) as well as European debates (which can be followed among others at the annual Vienna Migration Conference, organised by ICMPD) and pick out selected issues for HCD-measures. Under the UAE chairmanship of the GFMD another perspective becomes prominent, particularly linking migration governance to regular migration. With regard to European discourses, the *New pact on Migration and Asylum* (European Commission 2020b) will foreseeably influence migration corridors, migrants and migration dynamics in the coming months and years. In Germany, there will foreseeably be further disputes about immigration and integration; it is predictable that integration leads to more conflicts in society – an “integration paradox” (El-Mafaalani 2018). According to the International Migration Outlook 2020 (OECD 2020a) the consequences of the COVID-19 pandemic will particularly affect those economic sectors in which a large number of migrants traditionally work. It will be necessary to monitor how this affects remittances, employment and regular and irregular migration. For HCD4MG, all this means that perhaps soon not only the GCM will be the central reference point, but also the European Commission’s *New pact on Migration and Asylum* (2020b) as well as the German post-migrant discourses will come more into focus (cp. Foroutan 2019, Hill & Yildiz. 2018).

5.7 Further HCD4MG potentials

There are several more potentials for innovation and sustainable transfer¹⁰⁰. Among them are:

- Making the GCM more tangible
- Synergizing migration governance and regular migration
- Integrating migration governance in graduate programmes and other educational settings.

¹⁰⁰ Beside these “hands on” potentials discussed in section 5.7, there are some more general recommendations, described in full detail in the last Chapter; among them are (1.) more synergies, intensified coordination, increasing aid effectiveness; (2.) linking digitalisation and (capacity development for) migration governance; (3.) “demand driven” is not easy, but possible; (4.) developing capacities for migration governance at a subnational level and (5.) applying modern participatory methodology for online seminars.

Making the GCM more tangible

Following a discussion with Kosovan, Serbian, Ethiopian and German GIZ migration experts on 24.06.2020, the moderator/facilitator asked her audience during the online training on GCM for examples of how migration or the GCM contributed to development in the respective countries. Astonishingly, only the “old” answers (e. g. remittances) came to mind. It was noticeable that although there is an overall consensus in the developmental community that migration is “somehow good” and “potentially full of multiple win opportunities”, all that needs to be “beefed up” (as migration researcher *Walzenbach* commented in a GCM summer school in 2019 (Loch & Dürschmidt 2020). So, how can the GCM be more tangible? It may be such “tangibleness” that contributes to why *Victor Orban* is celebrated by some for setting up (very tangible) fences and it would need visible governance results to convince the general public that migration can be beneficial and desirable for development in the real world as well. In a nutshell: one ubiquitous demand is sharing “success stories” on how others implement the GCM within their countries (cp. GIZ 2019d, 2019e and 2019i).

Synergizing migration governance and regular migration

Worldwide political leaders, developmentalists, educators and other key stakeholders think about migration governance as part of providing pathways for safe, orderly and regular migration.

In terms of future potentials, “best practice” and global exchange, it is inspiring to also follow developments beyond the 25 PMD partner countries. The United Arab Emirates (UAE), for example, which currently chairs the GFMD and hosts the forum’s summit in 2021, is of particular interest in this respect.

The UAE is one of the countries with the highest migrant stock worldwide. Last year 87,9 per cent of the total population were immigrants, particularly coming from India, Bangladesh, Pakistan, Egypt and the Philippines to find work¹⁰¹. At the same time the country is ambitiously striving towards a highly skilled and knowledge based economy with a productive labour market. The *UAE Vision 2021 (and Abu Dhabi 2030)* aspire growth productivity, lowering youth unemployment rates, higher rates of women employment, a reduction of demographic imbalance and “emirisation”. With such a high share of regular migrants living in the country, questions of designing and implementing an effective governance framework to facilitate regular migration in a sustainable manner, have become pressing for UAE’s policy makers (cp. UAE Government 2018, UNDESA 2019). Legal and institutional capacities to support migrants are considered one important aspect (cp. Alshamsi 2019).

The UAE is not the only country concerned with such demographic challenges and regular migration. Hosting the 13th summit of the *Global Forum on Migration and Development* in 2021, the UAE approaches the topic *The Future of Human Mobility: Innovative Partnerships for Sustainable Development* under the guiding question “*Changes in technology, culture, wealth distribution and demographic shifts are all likely to impact migration governance in the coming decades. How*

101 An analysis of the UAE’s Ministry of Labour illustrated that a share of almost 80 per cent of labour migrants are either unskilled or low-skilled while UAE wants to build up a high-skilled economy (Ministry of Labour UAE 2011).

can Member States anticipate the scale and impact of these changes, and how can the GFMD foster effective partnerships to deal with them?"

The UAE thus directs the full attention of the GFMD towards the linkage of migration governance and regular migration. Six key themes are proposed: (1.) the governance of labour migration in the context of changing employment landscapes; (2.) skilling migrants for employment; (3.) leveraging new technologies to empower migrants; (4.) addressing gaps in migrant protection; (5.) discussing approaches to prevent irregular migration; and (6.) fostering partnerships to realize migration-related goals in the Agenda 2030 (GFMD 2020).

These topics deliberately connect regular migration and migration governance. Synergizing MG and regular migration has, aside from its global dimension, very practical implications also for German developmental cooperation within the PMD framework. There are many activities of the two programme components that can be meaningfully linked with each other, for example, when working with representatives of employment agencies in the partner countries or when developing HCD system level capacities (e. g. facilitating the exchange of key stakeholders by inviting them together to a summer academy in Germany or other network activities for sharing experiences and local perspectives). Considering, beside the GCM, also the new European efforts for "good migration management" (EC 2020b) and its endeavours to attract skills and talent to the EU, HCD4MG could tackle issues of regular migration through innovative capacity development measures at all three levels.

Integrating migration governance in graduate programmes and other educational settings

Building migration governance capacities can start earlier than on the job. Over the past several years worldwide graduate programmes and think tanks specialized on migration issues have been established (cp. IOM 2019c) addressing future policy makers, journalists, NGOs and administration professionals.

In tertiary education settings another established "best practice"-format have been summer/winter schools/academies – for example at the University of Geneva, the Migration Policy Centre in Florence or the University of Applied Science for Public Administration and Finance in Ludwigsburg.

The University of Geneva has been offering Summer Schools on *Global and Regional Migration Governance* for graduate students and interested professionals since 2017. Within a two-week programme, global and regional migration governance, its structures, stakeholders, processes and challenges are issued through lectures from professionals and experts, workshops and field visits to nearby international organisations (Geneva Summer Schools 2020).

A similar, well-established HCD-event is the annual *Migration Summer School* of the Migration Policy Centre in Florence (MPC), which was established in 2005. The summer school is open to a broad audience such as NGO staff, civil society organisations and policy analysts. They provide capacity building through interdisciplinary exchange and deepening the understanding of migration through interdisciplinary and multi-stakeholder dialogue (Migration Policy Centre 2020b).

The University of Applied Science for Public Administration and Finance in Ludwigsburg offers international summer schools discussing policy implications of the GCM for local governance. The programme invited in 2019 international migration researchers and public management students, who may head German immigration authorities in the future. The next summer school is expected to focus on the European “new deal/compact”, and an international HCD4MG event on “sustainable migration governance” is being prepared for the following year (Loch & Dürrschmidt 2020).

Slightly longer than intensive seminars in summer or winter, also embedded in an university context, are the three-month diploma programmes on migration management, as offered by the UNU-MERIT. The programme focusses on migration trends, policies and legal frameworks of migration and asylum, migration and development and migration policy design. The participants learn about the impact of migration policies and the effects and perspectives of migration (UNU-MERIT 2019).

Considering innovative potentials beyond workshops in the capitals, peer-to-peer exchange of senior migration governance officials may be another option. Germany is a top-level destination for migration-related study programmes. There is a long tradition of GIZ and its predecessor organisations in conducting study tours to Germany due to its technological, economic and societal performance in some sectors. The *German Academic Exchange Service* (DAAD) is one of the most important funding organisations in the world for international educational migration. With institutions such as BAMF and as a result of collective integration efforts, following “the refugee crisis” in 2015/2016 (e. g. compulsory language courses, *Ankerzentren* etc.), it is worth considering tailor made study tours for HCD4MG and continue the dialogue on MG, GCM, as well as future migratory developments in a sustainable manner together with key international actors.

VI. SUMMARY & RECOMMENDATIONS

Migration governance refers to the (successful) steering, management, design and implementation of migration policy framework conditions within states; coherent migration governance has to take into account all political levels (global, regional, national, local) involving governmental and civil society actors.

The 2030 Agenda for Sustainable Development (with its 17 SDGs) and the *Global Compact for safe, orderly and regular Migration* (GCM) and the *Global Compact on Refugees* (GCR) provide normative frameworks for developing sustainable migration governance. However, their implementation constitutes major challenges for many countries. In order to achieve GCM's 23 agreed goals, "capacities" must be built and developed. Capacity development (CD) measures, ideally based on tailor-made CD strategies, therefore are key for sustainable migration-oriented development.

Human Capacity Development (HCD) recognizes people as a key factor within change processes. It aims to empower people developing capacities at individual, organisational and system level. HCD for migration governance (HCD4MG) links issues of migration and migration governance with processes that enable individuals, organisations and societies as a whole to shape their own development. What this looks like in practice, what works and which innovative potentials currently (2019/2020) exist, is the focus of this study.

A large number of migration governance actors, e. g. the *UN Network on Migration* (UNNM), the *International Organisation for Migration* (IOM), the *Global Knowledge Partnership on Migration and Development* (KNOMAD), the *International Centre for Migration Policy Development* (ICMPD), the *Global Forum on Migration and Development* (GFMD) and various other international organisations have "capacity development for migration governance" on their agendas, including GIZ as an experienced international CD provider in development cooperation with its programme *Migration & Diaspora* (PMD).

PMD pilot trainings for migration governance were prepared and conducted in Ecuador, Kosovo and Georgia. Participant observation of selected pilot trainings and online workshops, together with interviews, training documents (evaluations, workshop scripts, reports, capacity development strategies) provided the empirical base for this analysis in conjunction with desktop research at the University of Applied Sciences for Finance and Administration Ludwigsburg. Despite different country contexts and varying participant dynamics, it was possible to identify some recurring patterns and "best practice".

HCD4MG is a comparatively new field of development cooperation, which requires in particular innovative approaches and – frequently demanded by participants – examples for good migration governance in various sectoral fields (e. g. safe, orderly and regular migration, financial and social engagement of diaspora, return and reintegration). *Triple win* was for a long time the leading paradigm (e. g. regular migration of health professionals to Germany) describing positive effects of migration for migrants, countries of origin and destination. While HCD is often mistakenly equated with "trainings", the approach can be deployed at least on three levels: at the individual level through innovative learning formats (e. g. in state-of-the-art online

courses for midcareer professionals), at the organisational level through change processes within ministries or institutions (e. g. skill and mobility partnerships of employment agencies in Kosovo), and at the system level through global networks (e. g. linking regular migration and migration governance in recent discourses in the *Global Forum on Migration and Development*). Five didactic aspects of HCD4MG measures offer windows of opportunities for continuous development and reflection in the dialogue of trainers/facilitators, national capacity development providers, evaluators and programme managers. They relate to (1.) migration specific training needs analysis, (2.) improved workshop scripts, (3.) toolboxes, case studies and visualizations (4.) e-learning for migration governance and (5.) modern workplace learning approaches.

Seven major entry points for innovation and sustainable transfer were found: (1.) developing state-of-the-art training material, (2.) integrating megatrends in MG trainings, (3.) designing tailor-made CD strategies, (4.) strengthening human resources and organisations for migration management with the use of *Capacity WORKS*, (5.) increasing developmental impact orientation, (6.) linking migration governance to regular migration, and (7.) engaging in global (forum) discourses. Efforts to make the GCM more tangible, further synergizing PMD components, as well as integrating migration governance in graduate programmes and other educational settings (e. g. summer academies at universities) are also recommended.

The following recommendations aim to further develop the design and implementation of HCD4MG measures and foster effective migration governance, as well as contributing to the implementation of the GCM:

1. Greater synergies, intensified coordination and increasing aid effectiveness

During the pilot training in Kosovo with representatives of its *Government Authority on Migration* (GAM) it became particularly obvious that a plethora of training opportunities offered by different international bodies targeted the same potential beneficiaries. The *Swiss Development Cooperation* conducted joint trainings on *Irregular and Transit Migration* with GAM; ICMPD (2020) has various ongoing and past capacity building activities in cooperation with GAM (e. g. “to develop and implement awareness-raising campaigns that discourage irregular migration and safeguard regular migration and mobility”); IOM’s mission in Kosovo cooperates with GAM; researcher from UNU-MERIT advised GAM in policy development; GIZ-PMD piloted a training on migration governance ... – and while individual consultants or trainers “on the ground” know each other very well, the alignment of mandates between the agencies seems to be less pronounced, sometimes even appearing competitive.

A similar and related phenomenon can be observed globally: Although migration flows are often comprised of migrants with different motivations and legal grounds for entry and stay, the United Nations has two organisations that are mandated to work on refugee issues (UNHCR) and migration issues (IOM). Thus, the world also agreed on two compacts – the GCM and the GCR. As a consequence, German development cooperation as well as German foreign

politics feature various programmes to support these two organisations at the nexus of development, migration and humanitarian aid.

It would be desirable that key actors in these organisations develop a “common language” (from programme planning to implementation modalities, impact orientation and evaluation). Some joint workshops at the country level are easy to organise. However, a more extensive strategic cooperation with IOM would also be conceivable. The GCM capacity-building-mechanism in particular offers the potential to connect bilateral cooperation (e. g. GIZ with its 25 PMD partner countries) to global CD initiatives.

2. Linking digitalisation and (capacity development for) migration governance

As described in detail in the “mega-trends” section (5.2), future global migration challenges are linked to demographic development, climate change, poly pandemics, further development of disruptive technologies such as quantum computers, artificial intelligence, automation and robotics. It is important not only to monitor these megatrends or address that climate change was not yet foreseen in the 1951 Refugee Convention, but also to recognize the opportunities for HCD4MG related to these future developments (cp. OECD 2020b).

Digitalisation is particularly prominent (and is almost a cross-cutting issue of German development cooperation); a dialogue on the digital transformation of migration management was launched with *Migration 4.0* under Germany’s presidency of the Council of the EU (Federal Foreign Office 2020: 4). Prognostic migration tools such as FORESIGHT, the potential of drones for geoinformation systems monitoring refugee routes, or the use of deep learning for language verification in determining the ethnic origin of a person after crossing borders without papers, should be considered equally important MG content as the retrospective presentation of the history of the GCM.

In addition, there is – particularly at HCD targeted at system level – also a need for a critical ethical debate on implications of digital tools (e. g. what does it mean when Chinese surveillance technology is used for “migration management” of Uigurs and Tibetans or when present and future autocrats can monitor movement profiles of opposition members or access meta-data from social media for surveillance).

3. “Demand driven” is not easy, but possible

There is no such thing as a one-fits-all-approach to migration governance or HCD4MG. Each country needs a tailor-made strategy. A key for demand driven and tailor made trainings are the local facilitators. Local trainers’ voices must be heard when scripting a training. The idea of what a “moderator” (as it is called in Germany), trainer or facilitator actually is, or in what form he or she manages learning processes, may vary from country to country and organization to organization.

“Best-practice” examples on the implementation and achievements of migration governance were the most demanded content within the pilot trainings. While there is comprehensive data on migration statistics available, narratives of migration governance achievements barely

exist. A well managed database of success-stories is needed to illuminate the potential of migration governance.

Interactive, state-of-the-art multimedia learning material is precisely what needs to be developed (local photo contests, final theses for study programmes, short-term expertise, etc. can be used for this purpose).

Demands also change over time; project cycle management needs processes to feedback new demands into new programming. Thus, for adequate assessment of HCD4MG needs at any point in time, migration governance adapted HCD-evaluation tools would be advisable (cp. section 5.5 on EVASYS). Culture also has to be taken into account. This is much more than, for example interrupting a workshop in predominantly Islamic Indonesia at prayer times; it relates more to questions of representation (local government agencies' needs are often underrepresented in high-level HCD measures) and the way-of-life (which includes also the way-of-learning/training). Often English is used as *lingua franca* in workshops, but it is not necessarily understood by all participants. Thus, it might be helpful to build up a pool of local facilitators who speak sufficient Kosovo-Albanian, Bahasa, Spanish, Georgian etc. Their own ongoing training, South-South cooperation and networking would be a further contribution to capacity development in itself.

4. Developing capacities for migration governance at a subnational level

The "natural partner" for migration governance-related interventions appear to be countries and national governments in the first instance. After all, *countries* constitute the *United Nations* and states have agreed on rules for safe, orderly and regular migration or defend their borders against irregular crossings. However, labour migrants, refugees or international students arrive at distinct places and affect subnational structures in their first places. *Human mobility becomes increasingly urban and informalised and municipalities become destinations or transit stations in people's search for profit, passage or protection* (Landau & Wanjiku Kihato 2020: 157). Cities of all sizes are concerned not only intermediately, but more directly with migrants (and citizens' reactions to them). Thus, successful migration governance, as well as targeted HCD4MG, should involve regional and local governments and aim for vertical coordination (e. g. reaching out to mayors, city councils, migration professionals in provinces and districts, etc.). National technical advisers and coordinators of GIZ-PMD came up in their SWOT analysis (conducted online in June/July 2020 by the TAT) to exactly this conclusion during their capacity development strategy exercise: local governments need to be included since migration is "governed" not only in the capitals. This perfectly corresponds with demands from the GFMD's mayoral mechanism, which emphasizes that at the end of the day local communities have to deal with secondary effects of migration (like the real estate boom in Pristina as a consequence of investment strategies for the remittances from emigrants).

Not only are the challenges local, so are the possible solutions (for example: Poland may reject refugees, Gdansk may accept them). HCD level III measures could also link migration issues with key actors in other contexts of good governance and strengthen the dialogue among academia, (local) governments and (international) migration actors (so that, for example, a think

tank in a smaller Indonesian city could share experiences with mayors from Ecuador, Georgia and Kosovo through dialogue formats such as conferences, summer academies, peer-to-peer exchange of “best practice”). As soon as international mobility is possible at pre-COVID-19 level again, there will be a foreseeable strong demand for exchange of experiences. Over the course of this study, special interest in German approaches has often been expressed (such as the German *Specialist Immigration Act* (FEG), examples of “successful integration” by means of *fördern & fordern* (supporting & demanding) or speaking with representatives of xenophobic German parties at the local level and with residents of *Ankerzentren* (anchor centres)). New potentials for international HCD measures in Germany are also emerging in the context of the proposed new EU pact on migration and asylum.

5. Applying modern participatory methodology for online seminars

International development agencies like IOM, GIZ or ICMPD implement in-depth and well-established trainings and workshops on Migration & Development. Those are based on content-knowledge and forms of presentation that have been tried and tested over the past decade. However, they do not necessarily reflect latest didactic approaches and state-of-the-art discourses.

Any HCD4MG has to commence with *lege artis* conducted learning and training needs analysis (L/TNA). Furthermore, the right participant-mix is pivotal. Following the pilot trainings in 2019 (conducted face-to-face in the partner countries and backed up by GIZ country offices with their mobile visualization equipment, such as pinboards), online formats had to be utilised for capacity development measures (like the technical assistance teams first modules on MD) due to COVID-19 pandemic-induced lockdowns and the increasing necessity and acceptance of remote work in 2020. As a consequence, trainers, facilitators and programme managers were and are confronted with new didactic challenges.

In 2020, there were attempts to transfer HCD4MG trainings in MS-Teams environments. MS-Teams offers technical features that one migration expert can speak, 77 participants can listen while shared desktops or camera recordings are displayed on the screen. Via chat-functions some interaction is possible and the expert may answer questions from the audience. However, what is the added value of an online seminar via MS-Teams (in prime-working-time during a morning session) in comparison to (pre-)recording the experts talks of 2x40min as a professional podcast – and offer a blog-function for watching and discussing the content anytime and on demand? In section 4.4. a variety of proven alternative ICT solutions for online trainings are described. Thinking about innovation, not only advanced IT-solutions and progressive technical features of HCD4MG delivery into home offices need consideration, but so do questions of designing the varied measures in the most participatory manner possible (which also comprises systematic method variations). To some extent, there were efforts to allow two-way interaction between experts and listeners as well (e. g. completing CD-strategy templates together in MS-Teams). However, as outlined with various examples in this study, there is much more potential to digitalize. Migration governance trainings have to get ready

for state-of-the-art e-learning; an HCD4MG-tailored high performing digital learning ecosystem still is a desideratum.

At times where migration related information is widely accessible, HCD4MG has to particularly foster exchange, sharing, discussion and real participation. It needs facilitators familiar with the technical tools and organisations ready to create modern learning environments and communities of practice. In the past, professional trainers occasionally joined a training of trainers (ToT) to improve their visualization skills etc.; in 2020 professional webinar and conference organisers skill-up to use latest approaches for facilitator-led dialogue and processes. It's about *Capacity WORKS* success factor learning and innovation – on both sides of the webcam. All that may change again over the next years; this study claims not to be much more than a stocktaking in 2020. Today is yesterday's tomorrow. And:

“Learning is experience. Everything else is just information”
(A. Einstein)

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APPENDIX

German Summary

Synopsis of participant statements/lessons learned from four trainings

Consulted experts, interlocutors & organisations

About the authors

German summary

Migration Governance beschreibt die (erfolgreiche) Steuerung, Gestaltung und Umsetzung migrationspolitischer Rahmenbedingungen. Kohärente *Migration Governance* muss alle politischen Ebenen (global, regional, national, lokal) unter Einbeziehung staatlicher und zivilgesellschaftlicher Akteure berücksichtigen. Die Agenda 2030 (mit ihren 17 nachhaltigen Entwicklungszielen), der *Globale Pakt für sichere, geordnete und reguläre Migration* (GCM) sowie der *Globale Pakt für Flüchtlinge* (GCR) bieten hierfür normative Rahmen.

Allerdings stellt deren Umsetzung viele Länder vor große Herausforderungen. Um die 23 vereinbarten Ziele des GCM zu erreichen, müssen entsprechende „Kapazitäten“ entwickelt werden. Maßnahmen zum *Capacity Development* (CD) sind daher auch für eine migrationsorientierte Entwicklung von Partnerländern der deutschen Entwicklungszusammenarbeit (EZ) ein zentraler Erfolgsfaktor.

Human Capacity Development (HCD) betrachtet Menschen als Schlüsselfaktor von Veränderungsprozessen und zielt auf die Befähigung ab, Kapazitäten auf individueller, organisationaler und System-Ebene aufzubauen. HCD für *Migration Governance* (HCD4MG) verknüpft also Fragen des Migrationsmanagements mit Prozessen, die Einzelpersonen, Organisationen und Gesellschaften als Ganzes in die Lage versetzen, ihre eigene Entwicklung nachhaltig zu gestalten. Wie dies in der Praxis aussieht, was funktioniert und welche innovativen Potenziale derzeit (2019/2020) in *Migration Governance* Kontexten existieren, steht im Mittelpunkt dieser Studie.

Eine Vielzahl von Akteuren und internationalen Organisationen – beispielsweise das UN-Netzwerk für Migration (UNNM), die Internationale Organisation für Migration (IOM), die *Global Knowledge Partnership on Migration and Development* (KNOMAD), das *International Centre for Migration Policy Development* (ICMPD), das *Global Forum on Migration and Development* (GFMD) uvm. – haben *Capacity Development for Migration Governance* oder verwandte Themen in ihrem Portfolio, darunter auch die Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) mit ihrem *Programm Migration & Diaspora* (PMD).

PMD-Pilottrainings zur *Migration Governance* wurden unter anderem für Ecuador, Kosovo und Georgien konzipiert und in den Hauptstädten dieser Länder durchgeführt. Die teilnehmende Beobachtung solcher Workshops, ergänzt durch Interviews und Analysen diverser Trainingsdokumente (Evaluationen, Seminar-Skripte, *Capacity-Development* Strategien, Berichte) liefer-

ten in Verbindung mit einer Literatur- und Onlinerecherche an der Hochschule für öffentliche Verwaltung und Finanzen Ludwigsburg die empirische Grundlage für diese Studie. Trotz unterschiedlicher Länderkontexte und unterschiedlicher Dynamiken bei den Teilnehmenden konnten diverse „*best practice*“ und einige methodisch neuralgische Punkte identifiziert werden.

HCD4MG ist ein vergleichsweise neues Feld der Entwicklungszusammenarbeit. Es erfordert überzeugende Beispiele gelungener *Migration Governance* und GCM-Implementierung sowie stetige innovative Weiterentwicklungen. *Triple Win* war lange Zeit das führende Paradigma, welches positive Auswirkungen von Migration für Migrant*innen, Herkunfts- und Zielländer beschreibt (beispielsweise reguläre Migration von Gesundheitspersonal nach Deutschland). Obwohl HCD oft fälschlicherweise mit „Trainings“ gleichgesetzt wird, kann der Ansatz mindestens auf drei Ebenen Wirkungen entfalten: Auf der individuellen Ebene durch innovative Lernformate (z.B. Webinare für *mid career professionals*), auf der Organisations-Ebene durch die Begleitung von Veränderungsprozessen innerhalb von Ministerien, Institutionen oder Wirtschaftspartnern (z.B. Kompetenz- und Mobilitätspartnerschaften von Arbeitsagenturen im Kosovo) und auf der Systemebene durch globale Netzwerke (z.B. Verknüpfung von regulärer Migration und *Migration Governance* mit aktuellen Diskursen, wie sie in Ecuador beobachtbar waren).

Fünf didaktische Aspekte der HCD4MG-Maßnahmen erfordern weiterhin Aufmerksamkeit und Reflexion im Dialog von Trainer*innen, nationalen HCD-Anbietern sowie Evaluator*innen und Programmmanager*innen. Sie beziehen sich auf (1) die Analyse der migrationspezifischen Lern- und Lehrbedarfe, (2) die Aktualisierung von Workshop-Skripten sowie (3) Toolboxen, Fallstudien & Visualisierungen, (4) E-Learning zur *Migration Governance* und (5) moderne *Workplace Learning* Ansätze.

Es wurden sechs wesentliche Ansatzpunkte für Innovationen, Ko-Kreationen und nachhaltige Transfers gefunden: (1) die Entwicklung von *state-of-the-art*-Trainingsmaterial, (2) die Integration von Megatrends in MG-Trainings, (3) die Differenzierung und Weiterentwicklung passgenauer CD-Strategien, (4) die Stärkung von Personal- & Organisationsentwicklung für *Migration Governance* durch den Einsatz von *Capacity WORKS*, (5) eine verstärkte entwicklungspolitische Wirkungsorientierung und (6) die Beteiligung an und Gestaltung von globalen Migrations-Diskursen, beispielsweise im Rahmen des GFMD. Zudem werden an mehreren Stellen Ansätze verfolgt, den GCM greifbarer zu machen und *Migration Governance* auch in Graduiertenprogrammen und anderen Bildungseinrichtungen (beispielsweise mittels Sommerakademien an Universitäten) zu etablieren und auszubauen.

Die folgenden Empfehlungen könnten dazu beitragen, die aktuelle HCD4MG Praxis weiterzuentwickeln und damit zu effektiver *Migration Governance* sowie zur Umsetzung des GCM beizutragen:

1. Mehr Synergien, intensiviere Koordination und *Aid Effectiveness* im Blick

Während des Pilottrainings im Kosovo mit Vertretern der Regierungsbehörde für Migration (GAM) wurde es besonders deutlich: Die *Swiss Development Cooperation* führte mit GAM gemeinsame Trainings zum Thema „Irreguläre und Transit-Migration“ durch; das ICMPD hatte in der Vergangenheit bereits verschiedene *Capacity Building*-Aktivitäten in Zusammenarbeit mit der GAM implementiert (beispielsweise zur Entwicklung und Durchführung von Sensibilisierungskampagnen gegen irreguläre Migration und Mobilität) und führt nun weitere Trainings durch; die IOM-Mission im Kosovo kooperiert mit der GAM; eine Mitarbeiterin der UNU-MERIT beriet GAM bei der *Policy*-Entwicklung; GIZ-PMD lud GAM zu ihren GCM-Pilottrainings ein ... – die Vielzahl der Stakeholder im Bereich Migration Governance verlangt von den Akteur*innen vor Ort ein hohes Maß an Koordination, um die bestmöglichen Wirkungen zu erzielen.

Ein ähnliches Phänomen ist weltweit zu beobachten: Obwohl „*mixed migration*“ allorts zunimmt, haben die Vereinten Nationen aus historischen und organisatorischen Gründen zwei separate Organisationen, mit unterschiedlichen Mandaten für Flüchtlingsfragen (UNHCR) und Migrationsbelange (IOM). Solchermaßen verständigte sich die Weltgemeinschaft auch auf zwei unterschiedliche Pakte (den GCM und den GCR). Die deutsche Entwicklungszusammenarbeit wie auch die deutsche Außenpolitik unterstützen diese beiden Organisationen entsprechend mit unterschiedlichen Programmen an der Schnittstelle von Entwicklung, Migration und humanitärer Hilfe. Es wäre hilfreich, wenn die Schlüsselakteure in den involvierten Organisationen sowie ihre Zuwendungsgeber und Partner eine „gemeinsame Sprache“ und einen gewissen Grad abgestimmter Komplementarität entwickeln (von der Programmplanung über die Durchführungsmodalitäten bis zu Wirkungsorientierung und Evaluierung). Der weitere Ausbau strategischer Kooperationen auf verschiedenen Ebenen ist in diesem Zusammenhang sicherlich von Bedeutung. Insbesondere der GCM-*Capacity-Building*-Mechanismus bietet hierfür Potenziale, die bilaterale Zusammenarbeit (z.B. der GIZ mit ihren 25 PMD-Partnerländern) mit globalen CD-Initiativen zu verzahnen.

2. Digitalisierung und (Kapazitätsentwicklung für) *Migration Governance* verknüpfen

Wie im Abschnitt „Megatrends“ (5.2.) ausführlich beschrieben, hängen künftige globale Migrationsherausforderungen nicht nur von demographischen Entwicklungen, Klimawandel und Pandemien ab, sondern auch mit der Weiterentwicklung disruptiver Technologien wie Quantencomputern, künstlicher Intelligenz, Automatisierung und Robotik etc. zusammen. Es ist nicht nur wichtig, derartige Megatrends zu beobachten oder sich beispielsweise in Trainings damit auseinanderzusetzen, dass der Klimawandel in der Vergangenheit in der Genfer Flüchtlingskonvention noch nicht berücksichtigt wurde, sondern auch die Implikationen und Chancen zu erkennen, die diese Entwicklungen für HCD4MG bieten (vgl. OECD 2020b).

Digitalisierung ist dabei besonders prominent (und zwischenzeitlich ja schon zu einem Querschnittsthema der deutschen Entwicklungszusammenarbeit avanciert). Mit *Migration 4.0* wurde unter der deutschen EU-Ratspräsidentschaft der Dialog zur digitalen Transformation des Migrationsmanagements eröffnet (Auswärtiges Amt 2020: 4). Gerade prognostische Migrationsinstrumente wie FORESIGHT, das Potenzial von Drohnen für Geoinformationssys-

teme zur Überwachung von Flüchtlingsrouten oder die Nutzung des *deep learnings* zur Sprachverifikation bei der Bestimmung der ethnischen Herkunft (nach Grenzübertritt ohne Papiere) beispielsweise durch das BAMF, sollten als mindestens ebenso wichtige MG-Inhalte erkannt werden wie die retrospektive Darstellung der Entwicklungsgeschichte des GCM und andere herkömmliche Trainingsmodule. Darüber hinaus besteht – insbesondere auf der HCD-Ebene III – auch Bedarf an einer kritischen ethischen Auseinandersetzung über die gesellschaftlichen Auswirkungen des Migrations-Digitalisierungs-Nexus (beispielsweise, wohin es führt, wenn chinesische Überwachungstechnologie zur „Migrationssteuerung“ von Uiguren und Tibetern eingesetzt wird; oder wenn gegenwärtige und zukünftige Autokraten Bewegungsprofile von Oppositionellen überwachen oder zur Kontrolle auf Metadaten aus sozialen Medien zugreifen können).

3. Nachfrageorientiert & „*tailor made*“ ist nicht einfach, aber möglich

Es gibt keinen „*One-fits-all-approach*“ zu *Migration Governance* oder HCD4MG. Jedes Land braucht maßgeschneiderte Ansätze und Entwicklungsstrategien. Ein Schlüssel für bedarfsgesteuerte und *tailor-made* Trainings sind lokale Moderator*innen, Trainer*innen und „*facilitator*“ aus den Partnerländern. Sie müssen aktiv in die Konzeption und Vorbereitung der Maßnahmen einbezogen werden. Dabei erwies sich die Vorstellung davon, was ein Moderator, Trainer oder Lernbegleiter eigentlich ist, oder in welcher Form er oder sie Gruppenprozesse steuert, in dieser Studie von Land zu Land und von Organisation zu Organisation durchaus unterschiedlich.

Insbesondere „*best-practice-Beispiele*“ zur Umsetzung des GCM und guter *Migration Governance* werden nachgefragt. Zwar existieren umfassende statistische Daten zur Migration, aber kaum Narrative besonders gelungener entwicklungsförderlicher Migration. Eine Datenbank mit Erfolgsgeschichten wäre hier zielführend.

Wenn sich dies als Bedarf artikuliert und vergleichsweise wenig qualitativ hochwertiges Lern-/Lehrmaterial zur Verfügung steht, sollte genau dieses entwickelt werden. (Hierfür können beispielsweise lokale Fotowettbewerbe, Abschlussarbeiten an Hochschulen, Kurzzeitexpertisen, etc. genutzt werden). Zudem ändern sich die Bedarfe im Laufe der Zeit. HCD4MG Programme benötigen daher Prozesse mittels derer neu aufkommende Thematiken erkannt und mit den Schlüsselakteuren rückgekoppelt werden.

Für ein kontinuierliches Monitoring wäre ein für *Migration Governance* adaptiertes HCD-Evaluationsinstrument hilfreich (vgl. Abschnitt 5.5. über EVASYS). Zudem wurde zum Ausdruck gebracht, dass kulturelle Faktoren Beachtung finden müssen. Damit ist weniger gemeint, bei einem Workshop im muslimisch geprägten Indonesien Gebetszeiten zu berücksichtigen. Es bezieht sich eher auf Fragen von Repräsentation (beispielsweise sind kommunale Bedarfe bei hochkarätigen HCD-Maßnahmen tendenziell unterrepräsentiert) und den „*way-of-life*“ (welcher auch die Art und Weise des Lernens/Lehrens oder soziale Aushandlungsprozesse während einer Maßnahme einschließt). Häufig wird in Workshops Englisch als *lingua franca* verwendet, was jedoch nicht durchgängig von allen Teilnehmenden verstanden wird. In der Komponente *Migration Governance* bietet es sich an, einen Pool an lokalen Moderator*innen

aufzubauen, die ausreichend Kosovo-Albanisch, Bahasa, Spanisch, Georgisch, etc. sprechen. Deren eigene Weiterbildung, daraus resultierende Süd-Süd Kooperation und Vernetzungen wären ein weiterer Capacity Development Beitrag *sui generis*.

4. Entwicklung von Migration Governance Kapazitäten auf sub-nationaler Ebene

Der „natürliche Partner“ für HCD-Maßnahmen im Bereich der *Migration Governance* scheinen Nationalstaaten und ihre Regierungen zu sein; schließlich bilden Länder die Vereinten Nationen, und Staaten haben sich auf Regeln für sichere, geordnete und reguläre Migration verständigt oder verteidigen ihre Grenzen gegen irreguläre Übertritte. Arbeitsmigrant*innen, Geflüchtete oder internationale Studierende kommen jedoch an tatsächlichen „Orten“ an und wirken sich zunächst und in erster Linie auf sub-nationale Gegebenheiten aus. *„Menschliche Mobilität und Entwicklung werden zunehmend urban und informeller [...] Gemeinden jeder Größe sind Zielorte und Stationen auf der Suche der Menschen nach Profit, Passage oder Schutz“* (Landau & Wanjiku Kihato 2020: 157). Die kommunale Ebene ist mittelbar und direkt mit den Migrant*innen (und den Reaktionen der Bürger*innen auf sie) befasst. Nachhaltige *Migration Governance* sowie zielgerichtetes HCD4MG sollten daher gerade auch regionale und lokale Regierungsvertreter*innen (also beispielsweise Bürgermeister*innen, Stadträte, aber auch *Migrations-Professionals* in Provinzen und Bezirken) einbeziehen und Koordination auf vertikaler Ebene anstreben. Auch die nationalen Consultants von GOPA/ICMPD/PMCG sowie die nationalen PMD-Koordinator*innen kamen in ihrer SWOT-Analyse (im Juni/Juli 2020) zum *Capacity Development* gelegentlich zu dieser Einschätzung: Lokales Regierungshandeln muss einbezogen werden, da Migration nicht nur in den Hauptstädten gesteuert wird. Dies entspricht auch den Forderungen des Bürgermeister-Mechanismus des GFMD, der betont, dass sich die lokale Ebene letztendlich auch mit den sekundären Auswirkungen von Migration auseinandersetzen muss (wie beispielsweise dem Immobilienboom in Pristina als Folge der Investitionen von *Remittances* der Arbeitsmigrant*innen).

Doch nicht nur die Herausforderungen sind lokal, sondern auch deren mögliche Lösungen (beispielsweise: Polen mag Flüchtlinge ablehnen, Danzig kann sie aufnehmen). Maßnahmen der HCD Ebene III könnten zudem Migrations-Themen auch mit Schlüsselakteuren in anderen Kontexten guter Regierungsführung verknüpfen und den Dialog zwischen Wissenschaft, (lokalen) Regierungen und (internationalen) Migrationsakteuren stärken (sodass beispielsweise ein *Thinktank* einer kleineren indonesischen Stadt gemeinsam mit Bürgermeistern aus Ecuador, Georgien und dem Kosovo im Rahmen von Dialogformaten wie Konferenzen, Sommerakademien, *peer2peer*-Austausch „*best practice*“-Erfahrungen austauschen kann). Sobald internationale Mobilität allerorts wieder auf Vor-COVID-19-Niveau möglich ist, wird es absehbar eine große Nachfrage nach Erfahrungsaustausch geben. Im Verlauf dieser Studie wurde oft ein besonderes Interesse an deutschen Ansätzen geäußert (beispielsweise zum Fachkräfteeinwanderungsgesetz, Ansätze für gelungene Integration durch „Unterstützen & Fordern“ oder der Dialog mit Vertreter*innen fremdenfeindlicher deutscher Parteien auf lokaler Ebene sowie mit Bewohner*innen von „Ankerzentren“). Gerade auch im Kontext des neuen euro-

päischen Asyl- & Migrationspakets ergeben sich hier neue Potenziale für internationale HCD-Maßnahmen in Deutschland.

5. Anwendung moderner partizipativer Methodik in Online-Lernumgebungen

Internationale Organisationen wie IOM, GIZ oder ICMPD führen seit langem Workshops zum Thema Migration & Entwicklung durch. Dabei kommen Know-how und Präsentationsformate zum Einsatz, die sich in den letzten Jahren und Jahrzehnten bewährt haben. Doch Didaktik und Diskurse entwickeln sich natürlich weiter.

Jedes HCD4MG Vorhaben sollte mit einer *lege artis* durchgeführten Bedarfsanalyse (*learning needs & training needs*) beginnen. Zudem ist die Zusammensetzung der Teilnehmenden entscheidend. Nach den Pilottrainings im Jahr 2019 (die noch als Präsenzveranstaltungen in den Partnerländern durchgeführt und von den GIZ-Länderbüros mit ihren mobilen Visualisierungsequipment unterstützt wurden) mussten aufgrund COVID-19 induzierten Kontakteinschränkungen und der gleichzeitig zunehmenden Akzeptanz von Telearbeit im Jahr 2020 zunehmend Online-Formate für *Capacity-Development*-Maßnahmen (wie die ersten Trainingsmodule zur Einführung in entwicklungsorientierte Migration) genutzt werden. Infolgedessen waren und sind Trainer*innen und Programmverantwortliche mit neuen methodisch-didaktischen Herausforderungen konfrontiert.

Es wurde versucht, HCD4MG mittels Microsoft-Teams Umgebungen zu realisieren. Zwar bietet MS-Teams technische Features, mittels derer beispielsweise ein Migrationsexperte oder eine Migrationsexpertin sprechen und 77 Teilnehmende zuhören können, derweil Desktops auf dem Bildschirm geteilt werden. Vortragende können den Zuhörer*innen Fragen beantworten, auch ist über die Chat-Funktionen basale Interaktion möglich. Doch stellt sich die Frage: Worin besteht der Mehrwert eines solchen Online-Seminars (vormittags, in der Prime-Arbeitszeit) beispielsweise im Vergleich zu einer (Vor-)Aufzeichnung der Expertenvorträge als professioneller Video-Podcast, welcher in einem einschlägigen Blog jederzeit angeschaut und annotiert werden könnte?

Wenn man über Innovationspotenziale nachdenkt, sind nicht nur alternative IT-Lösungen und technische Grenzen der HCD4MG-Übertragung in Homeoffices in Partnerländer zu berücksichtigen, sondern auch die Frage, wie solche Maßnahmen möglichst partizipativ gestaltet werden können. Wie in Kapitel 4.4. aufgezeigt, gibt es zwischenzeitlich mindestens ein Dutzend IT-Lösungen, die weitaus mehr Partizipation als die Klassiker Skype/MS-Teams/BBB/Zoom/Cisco Webex zulassen.

Trainings zu *Migration Governance* sollten modernes E-Learning erproben und neben Strategiedokumenten und Texten gerade auch zielgruppenspezifische multimediale Wissens-„Nuggets“ entwickeln, die auch für Lernen mit mobilen Endgeräten optimiert sind. Ein auf HCD4MG zugeschnittenes hochleistungsfähiges digitales Lern-Ökosystem ist nach wie vor ein Desideratum.

In Zeiten, in denen Daten und Informationen über Migrations Sachverhalte weithin zugänglich sind, muss HCD4MG insbesondere partizipativen Austausch, Diskussion und die Verdichtung der vermittelten Inhalte fördern. Dazu braucht es Trainer*innen, die mit den technischen

Werkzeugen und Möglichkeiten partizipativen Arbeitens auch in Onlineumgebungen vertraut sind sowie Organisationen, die moderne Lernumgebungen und *communities of practice* schaffen. Es bietet sich dazu unter anderem an, Multiplikator*innen/Moderator*innen/Facilitator*innen entsprechend fortzubilden. In der Vergangenheit nahmen professionelle Trainer*innen gelegentlich an einem *ToT* teil, um ihre Visualisierungsfähigkeiten etc. zu verbessern. Anno 2020 sind professionelle Online-Lernbegleiter*innen gefragt, die aktuell verfügbare Technologien für moderierend geführte Dialoge und Prozesse nutzen. Es geht dabei um nicht weniger als den Erfolgsfaktor Lernen und Innovation – und zwar auf beiden Seiten der Webcam. Heute ist das Morgen von gestern. Und:

„Lernen ist Erfahrung. Alles andere ist einfach nur Information“
(A. Einstein)

Synopsis of participant statements/lessons learned from four trainings

	Ecuador (2019)	Kosovo (2019)
Perceived relevance of contents	<p>"[...] institutional interest in participating and contributing to varying degrees and with varying responsibilities, to the implementation of the GCM, especially from the point of view of integrating migration into the institutional approach and thus linking the GCM themes with concrete initiatives in the context of national sustainable development priorities." (GIZ 2019d).</p>	<p>"[...] participants felt that they benefited in terms of additional knowledge and understanding of key aspects of migration and development and began to acknowledge and understand GCM objectives [...]" (GIZ 2019e)</p>
Participants selection group & dynamics	<p>"Participants engaged actively in the topics on migration and development and migration governance and began to take ownership on the GCM from their institutional perspective." (GIZ 2019d)</p> <p>"[...] the issue of the GCM is new to most of the participants. Therefore, it was important to dedicate sufficient space and time to lay the groundwork to bring 'everyone on the same page'" (GIZ 2019d)</p> <p>"Overall good discussions and engagement from group members showed engagement with the topics and understanding of the interconnectedness of migration and development issues" (GIZ 2019d)</p>	<p>"The selection of training participants is essential. This is important for mixed capacity building/strategic planning workshops, as the outcomes of the training will depend on active engagement and knowledge of participants." (GIZ 2019e)</p> <p>"[...] compromises in the selection of participants [...] may cause a shift in the training focus. Pros and Cons have to be evaluated carefully in advance in close coordination with the implementation partner." (GIZ 2019e)</p>
Programme flow, script & design	<p>"The method used in the workshop, characterised by its dynamism and its emphasis on participation and exchange, generated positive comments from the participants, because they considered that it boosted their involvement and opened up opportunities for sharing and building synergies." (GIZ 2019d)</p> <p>"Participants unanimously agreed that the training served as a good basis, but more focused thematic trainings [...] are needed in the future." (GIZ 2019d)</p> <p>"Due to time limits, the case study presented only one scenario (impact of migration crisis in country of destination). With more time, this could be expanded to presenting different challenges around migration and see how multiple migration scenarios can affect the different levels of government at the same time" (GIZ 2019d)</p>	<p>"Involve trainers in the design and organisation of the training from the onset. This should preferably include a meeting or a discussion with beneficiaries in order to clearly understand and include their needs and expectations. The methodology and the approach then needs to be tailored to participants avoiding "one key fits all"- approaches." (GIZ 2019e)</p> <p>"[...] the main purpose of the training was to introduce migration & development nexus and Global Compact for Safe Orderly and Regular Migration (GCM) objectives [...] through a mix of training and concrete practical examples." (GIZ 2019e)</p> <p>"[The training] [...] aimed to identify institutional needs and develop concrete plans and ideas through active involvement of participants." (GIZ 2019e)</p>
Logistic challenges	<p>"The workshop was adjusted to two days, the usual maximum time estimated for public servants to be absent from office. However, an additional day, would have allowed for additional sessions or longer discussions." (GIZ 2019d)</p>	<p>"[...] most participants in Kosovo are not willing to attend trainings beyond their working hours [...]" (GIZ 2019e)</p>
Training preparation & training needs analysis	<p>"Further work needs to be done on the clustering of GCM objectives tailored to the expertise, needs and interest of the participating institutions." (GIZ 2019d)</p>	<p>"[...] insist on quality over time: rather implement a training later if more time for preparation is necessary." (GIZ 2019e)</p> <p>"The alternate trainers had not worked together before, and it was unclear who could deliver what and at what standards. A thorough redesigning of the training to adjust to the skills and the experience of the new trainers was not possible due to time limitations, hence the only solution was to have an open discussion among the trainers and divide roles based on their experience and knowledge of topics." (GIZ 2019e)</p> <p>"Numerous modifications and alterations of the script and agenda, which continued until right before the beginning of the training in Pristina, did bring the training programme closer to the expectations of both the organiser and participants." (GIZ 2019e)</p>

Georgia (2020)	Indonesia (2020)
<p>"Participants showed great interest in discussing and developing shared understanding of topics [...]" (GIZ 2020h)</p> <p>"Participants showed the greatest interest in best practices from other countries, however some participants expressed their concerns regarding their applicability in Georgian context." (GIZ 2020h)</p> <p>"Liked hearing the German experience and different programmes they have" (GIZ 2020b)</p>	<p>"The financial literacy is very useful for me personally. I will educate others from my department [...]. We will train other migrants and families [...] using the same information and training methodology." (GAMD 2020b)</p>
<p>"A remaining challenge was the level of understanding of topics among participants. [...] Here more due diligence of needs and demands prior to designing the workshop should be considered." (GIZ 2020h)</p> <p>"[...] it proved to be a highly complex undertaking to incorporate the multiple demands and expectations into one workshop design that could cater to the different needs and interests and also deliver the outset objectives" (GIZ 2020h)</p>	<p>"GAMD, Atikha, GIZ invited different stakeholders and everybody can say what they want from national to local level. [...] I realised [...] I can collaborate to produce the curriculum for the training" (GAMD 2020c)</p>
<p>"A standardize, adjustable template that helps create a production plan for the complete process, with the steps, roles and responsibilities clearly stated would provide greater orientation." (GIZ 2020h)</p> <p>"interaction with other participants", "practical exercises, discussion" (GIZ 2020b)</p> <p>"It can be helpful to break the non-explicit cultural rules of institutions [...] by the use of workshops methods or a type of facilitation that can have this effect." (GIZ 2020h)</p>	<p>"Through the sharing of experiences, continuous improvements on the solutions to address Migration and Development problems are harnessed. GAMD activities recognize the importance of different contexts of sending countries, thus, the experiences of countries need to be customized when these are implemented in other countries." (GAMD 2020c)</p> <p>"I learned new methods like the check-in and check-out of our Home Group which can be brought into class to both teach and transfer the knowledge during the seminars." (GAMD 2020b)</p>
<p>"Install a „sounding board“, comprising team members in charge of relevant matters (content, logistics, facilitation), to be able to make fast joint decisions on dealing with conflicting interests [...]" (GIZ 2002h)</p> <p>"[...] create a consistent and well-sequenced learning process [...]. For this, all content contributions to the workshop/training should be available for review in due advance [...]" (GIZ 2020h)</p> <p>"It had been assumed that most participants would be able to follow discussions, document group work and contribute in English and that translation into Georgian would only be auxiliary. The impression was that the extent to which the translation has been needed might have been underestimated." (GIZ 2020h)</p>	<p>"Of course the participants are really busy and you can't expect them to pull out and stay long at a certain place. But if the training would happen on a repeated basis, you provide input and activities, participants go back to work with some expected output and there's a following training. There's continuity and not only a one-shot training." (Facilitator)</p>
<p>"To be "demand driven" [...] every training and capacity building exercise should be based on a thorough needs analysis and a clear joint scoping between the beneficent organisation(s) and the training team. This should also be part of a standardized template-based approach to the training creation-delivery-evaluation process [...]" (GIZ 2020h)</p> <p>"Key to keeping training content relevant [...] is to better understand their needs, interests and also the level of expertise and knowledge on topics." (GIZ 2020h)</p>	<p>"The participants were provided with a Pre-Migration Orientation Seminar (PMOS) Workbook where the participants are required to practice the workshops that are to be conducted in the training." (GAMD 2020c)</p>

Synopsis of participant statements/lessons learned from four trainings (continued)

	Ecuador (2019)	Kosovo (2019)
Capacity for complexity		<p>"The link between M&D and GCM could be made in a smooth and interactive way [...]. This would help participants get acquainted with GCM objectives and understand that in essence GCM objectives are not new. Assuming that participants are experienced, the sooner the training gets to the GCM topics the better. Allowing a half-day for the presentation of M&D concepts should be sufficient." (GIZ 2019e)</p>
Output & Sustainability	<p>"The process of training in the institutions has begun, and in order to obtain results it will be necessary to strengthen it." (GIZ 2019d)</p> <p>"Considering [...] findings in the workshop and pronouncements by institutional representatives [...] it is possible to outline activities to initiate a GCM implementation process in Ecuador. What follows is an attempt to guide a process that will strengthen the inter-institutional group, keep the lessons learned from the workshop current, and lay the groundwork for structuring [...] the implementation of the GCM." (GIZ 2019d)</p> <p>"The results are being summarised and will be included in a final workshops report to be handed over to the Government." (GIZ 2019d)</p>	<p>"[...] production of a roadmap that incorporated concrete interventions related to GCM objectives [...], which participating GoK institutions are expected to implement [...]" (GIZ 2019e)</p> <p>"Establish a central information platform on migration and update the current information in migration information centres (GCM 3); establish an economic court chamber where diaspora can express their legal concerns; create a model to enable online updates of data for diaspora voters and ensure smooth voting of diaspora members (GCM 19); and enhance communication with countries of destination aimed at implementing the return policy (GCM 21)." (GIZ 2019e)</p> <p>"Organise half-day follow-up meetings/workshops with institutions identified as key partners [...] to refine their needs and interventions, which they have proposed during the workshop" (GIZ 2019e)</p> <p>"Introduce specific GCM objectives [...] to a broad group of institutions and stakeholders who are affected by that objective [...]" (GIZ 2019e)</p>

Georgia (2020)	Indonesia (2020)
<p>"If these trainings are to be scaled up in number, [...] enable delivery teams to absorb the complexity in an efficient way." (GIZ 2020h)</p> <p>"Have as much content at hand as quickly as possible, to be able to adjust and adapt to the arising needs. Content needs to be as fluid, media needs to be as adaptive as possible." (GIZ 2020h)</p> <p>"[...] Weaving context and content [can] absorb the dynamic and emerging requests of an audience – and key to keeping content relevant." (GIZ 2020h)</p> <p>"Certain content items will be central to most trainings and could thus be prefabricated in a way that makes it easy to produce tailor-made solutions that fit the varying settings and the topical needs of these coming trainings." (GIZ 2020h)</p>	<p>"The hands-on training and consultation provided very concrete pathways on implementing concrete programmes that address the gaps in the services for migrants and families." (GAMD 2020c)</p>
<p>"All content contributions to the workshop/training should be available to the workshop design team for review in due advance – even when coming from external sources, to make sure they are embedded at the right slot and can be referred to in subsequent parts of the workshop." (GIZ 2020h)</p> <p>"The main output will be a summary document of the information provided by workshop participants throughout the activities, with regards to priorities identified for the GCM, needs and gaps, as well as proposed response. This document will also serve as a basis for all involved institution [...] to develop future activities in this context." (GIZ 2020h)</p>	<p>"[the training] opened doors for sustainable collaboration of NGOs and government agencies [...]" (GAMD 2020c)</p> <p>"I learned here that, 'No one is left behind'. We will develop services of the West Java Migrant Service Centre so that no one should be left behind." (GAMD 2020c)</p> <p>"I will educate others from my department about the PMOS. We will train other migrants and families about the PMOS using the same information and training methodology." (GAMD 2020c)</p> <p>"Immediately after the training, the West Java Manpower Office went on full gear to meet with various stakeholders to coordinate efforts to ensure that migration is mainstreamed into the various programmes of the government" (GAMD 2020c)</p>

Interlocutors, consulted experts and organisations

Böltken, Sabine (ICMPD, project manager/teamleader)

Celleri, Daniela Dr. (IAEN Ecuador, migration researcher)

Chaves, Diego (MPI, migration policy researcher)

Chinwe, Nwachukwu (NCFRMI Nigeria, senior protection officer)

Dürschmidt, Jörg Prof. Dr. (HVF, migration researcher & director of internat. summer school)

Fusha, Venera (GIZ Kosovo, coordinator programme Migration & Diaspora)

Gashi, Edmond (DIMAK/GIZ Kosovo, senior manager)

Gaw, Donald James (NEDA Philippines, government officer)

Hinrichs, Nava (UNU-MERIT, head of executive education & capacity building in migration)

Hxhikadrija, Amir (Independent moderator in Kosovo)

Ibad, Syamsul (GIZ Indonesia, coordinator programme Migration & Disapora)

Irvine, Joanne (IOM, programme officer labour mobility and human development)

Kazmaier, Stefanie (GIZ, sector project Migration & Development; facilitator of MG trainings in Ecuador and Kosovo)

Kulenovic, Melita (ICMPD, facilitator)

Loxhaj, Krenare (GIZ Kosovo, migration policy advisor)

Makhdonal, Anwar (GIZ Indonesia, coordinator programme Migration & Diaspora)

Moosmayer, Liesa (GIZ GloBe, gender expert)

Rohman, Ibrahim Kholilul Dr. (Samudera, head of economic research)

Roskin, Maksim (GFMD support unit, political advisor)

Seiberlich, Tobias (GIZ Tunesia, cluster coordinator)

Susanti, Hera Dr. (Universitas Indonesia, population mobility expert)

Tarssim, Oula (GIZ Tunesia, coordinator programme Migration & Diaspora)

Tron-Muratori, Cecile (GOPA, senior project manager governance and economic development)

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About the authors



Prof. Dr. Alexander Loch is a social anthropologist and psychologist. He has been advising international organisations, universities and governments for 20 years, among others for the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (Azerbaijan, India, Indonesia, Zambia), for the United Nations (Haiti), the World Bank (East Timor) and various NGOs (Afghanistan, Europe, West Papua). He currently teaches “Intercultural Competence Development” at the *University of Applied Sciences Ludwigsburg* (HVF) and heads the *Steinbeis HCD Consultancy Centre* in Bonn. Since 2016 he regularly trains refugees together with public managers, organises international summer schools on the *GCM* and conducts research on values, social integration and migration governance. He also is an active board member of the *Bonn Institute for Migration Research and Intercultural Learning* (BIM e.V.).



Anna Ott studied International Social Work with Refugees and Migrants in Germany, Sweden and Jordan. Currently she is a research associate in the framework of migration research at the *University of Applied Sciences Ludwigsburg* (HVF) and teaches “cross cultural communication” for undergraduate students of *Public Management*; since 2020 she offers counselling and promotes participation for international youth (Heimstatt e.V.) and provides social-pedagogical family support for refugee and migrant families (BIM e.V.).

Safe, orderly and regular migration requires good migration governance.

Various international development organisations and UN agencies are committed to supporting their partners around the world to develop the necessary capacities to successfully implement the *Global Compact for Migration* (GCM) and to achieve all 17 *Sustainable Development Goals* (SDGs).

Yet policy makers, facilitators, and program managers report numerous challenges: capacity development is more than simply the provision of trainings – and it requires more than theoretical knowledge about the “migration-development nexus” and “triple win approaches”. What is increasingly needed are state-of-the-art participatory (online) didactics for migration governance, approaches to address subnational stakeholders (multi-level governance) and the integration of mega-trends into capacity development measures at the individual and organisational level as well as in international migration regimes.

Five *lessons learned* have emerged from the analysis of participant observation, narrative interviews and workshop materials generated by experts in the context of German development cooperation; and several innovative approaches are outlined for designing future capacity development programmes targeted at international migration professionals.

