

Building Migration Data Capacity

Examples of Good Practices for the African Region

Jason Schachter

for IOM's Global Migration Data Analysis Centre

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PUBLISHER:

International Organization for Migration

17 route des Morillons

P.O. Box 17

1211 Geneva 19

Switzerland

Tel.: +41 22 717 9111

Fax: +41 22 798 6150

Email: gmdac@iom.int

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Roberta Aita (IOM's GMDAC)

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Central Mediterranean Route Thematic Report Series

The Central Mediterranean Route (CMR) Thematic Report Series, launched by IOM's Global Migration Data Analysis Centre (GMDAC), aims to provide accurate, comprehensive and policy-oriented information on key issues related to migration on the Central Mediterranean Route. The series is published as part of the "Safety, Support and Solutions" programme implemented by IOM, funded by the UK's Department for International Development (DFID). The programme's main objective is to contribute to safer and more orderly migration along the CMR, resulting in fewer deaths and less suffering. The programme includes activities in ten countries – Algeria, Burkina Faso, Côte d'Ivoire, the Gambia, Guinea, Libya, Mali, Morocco, the Niger and Senegal. IOM's GMDAC aims to disseminate information products to policymakers and other stakeholders on mobility dynamics and relevant topics along the CMR, with a view to improving knowledge and understanding of these and enabling actors to effectively manage emerging migration trends for the benefit of countries and migrants. Thematic reports such as this one will be regularly published throughout the programme period.

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ACP	African, Caribbean and Pacific Group of States
AOMD	African Observatory for Migration and Development
ASEAN	The Association of Southeast Asian Nations
AUC	African Union Commission
CES	Conference of European Statisticians
CGD	Center for Global Development
CIS	Commonwealth of Independent States
ECLAC	The United Nations Economic Commission for Latin America and the Caribbean
ECOWAS	The Economic Community of West African States
EMP	Extended Migration Profile
EPRS	European Parliamentary Research Service
ESCAP	The United Nations Economic and Social Commission for Asia and the Pacific
EU	European Union
EUROSTAT	Statistical Office of the European Communities
FMM	Free Movement of Persons and Migration in West Africa
FMP	Flow Monitoring Points
GCM	Global Compact for Safe, Orderly and Regular Migration
GCMD	Global Center on Migration and Development
GMDAC	Global Migration Data Analysis Centre
GMG	Global Migration Group
ICLS	International Conference of Labour Statisticians
ICMPD	The International Centre for Migration Policy Development
IDEP	The African Institute for Economic Development and Planning
IDP	Internally displaced people
IFAD	International Fund for Agricultural Development
IFMS	International Forum on Migration Statistics
ILCS	International Labour Conference of Statisticians
ILMS	International Labour Migration Statistics
ILO	International Labour Organization
IOM	International Organization for Migration

IOMUN ACBC	The IOM African Capacity-Building Centre
KNOMAD	Global Knowledge Partnership on Migration and Development
KOSTAT	Statistics Korea
MED-HIMS	Households International Migration Surveys in the Mediterranean countries
MIDAS	Migration Information and Data Analysis System
MP	Migration Profile
NSO	National Statistics Office
NSS	National Statistical System
OAS	The Organization of American States
OECD	The Organization for Economic Cooperation and Development
PARIS21	The Partnership in Statistics for Development in the 21st Century
RAU	Russian-Armenian Slavonic University
SADC	South African Development Community
SCI	Statistical Capacity Indicator
SDGs	Sustainable Development Goals
SICREMI	The Continuous Reporting System on International Migration in the Americas
TOT	Training of the Trainers
UMAS	Unified Migration Analytical System
UN	United Nations
UNCEPA	United Nations Committee of Experts on Public Administration
UNDESA	United Nations Department of Economic and Social Affairs
UNECA	United Nations Economic Commission for Africa
UNECD	The United Nations Conference on Environment and Development
UNDP	United Nations Development Program
UNECE	United Nations Economic Commission for Europe
UNESCO	The United Nations Educational, Scientific and Cultural Organization
UNGMD	United Nations Global Migration Database
UNHCR	United Nations High Commission for Refugees
UNSC	United Nations Statistical Commission
UNSD	United Nations Statistics Divisions

INTRODUCTION

1

International migration continues to be an issue of increasing political salience throughout the world, impacting countries of origin, destination and transit. Increasing the capacity of countries to improve the availability and quality of migration data has been a long-standing goal for many international organizations, data producers, users and policy makers. The ability to accurately measure international migration is critical for making, evaluating and monitoring policy decisions related to a wide range of migration-related topics, such as regional population growth and decline, out- or in-migration of highly-skilled workers, impact of migration on local labour markets, the socioeconomic integration of migrants, working conditions for migrant workers, or even evaluating the economic impact of remittances. However, improvement of national statistical systems to measure migration has been a slow process, a result of many factors, including lack of coordination between migration statistics producers, failure to adopt common terms and definitions, challenges related to data collection, difficulty measuring the true size of migration, lack of information to measure the impact of migration on both receiving and sending countries, as well as human and financial resource limitations. Due to these factors, it is imperative to increase the capacity of countries to measure migration-related phenomena, to be better able to manage international migration and make evidence-based policy decisions.

The Global Compact for Safe, Orderly and Regular Migration (GCM) was adopted in Marrakech, Morocco in December 2018. It is the first international agreement under United Nations (UN) auspices calling for a common approach to international migration, in all of its many dimensions. This includes its first objective, to improve migration data and its use as the basis for making evidence-based policy decisions. This objective calls for improving international comparability of migration statistics and provides both a basis for pursuing harmonized methodologies and strengthening national capacity to collect, analyze and disseminate migration data. It also includes a policy framework to help countries better understand data needs and data gaps, in order to improve evidence-based policymaking. As part of this objective, it calls for further development and collaboration between existing global and regional databases and repositories, establishing and strengthening regional centres for migration research and training, better use of existing data sources to collect migration data, enhanced coordination within countries to produce migration-related statistics (better utilization of administrative data in particular) and for the development of country-specific migration profiles.

Further, migration is an important part of the 2030 Agenda for Sustainable Development and its corresponding Sustainable Development Goals (SDGs). A number of targets are directly related to international migration, while the 2030 Agenda also calls for a number of indicators to be disaggregated by migratory status, requiring data to measure progress against these indicators. Examples of migration-related SDG indicators include monitoring the rights of labour migrants, human trafficking, remittances and the number of countries with policies in place to facilitate safe, orderly and regular migration and mobility of people. Further, many SDG indicators should be disaggregated by migratory status, including those related to poverty status, employment and mortality, to monitor whether migrants are being “left behind” compared to non-migrants. The need for data to measure progress against these indicators is critical, thus necessitating the development of national capacity to collect these data, if lacking. Further, integrating migration and the SDGs into legislation, policies and programs also becomes a capacity need, particularly in certain regions of the world. Both the GCM and inclusion of migration-related indicators as part of the SDGs highlight the recent attention paid towards migration statistics and the pertinence and relevance of a report focusing on capacity-building activities in the field. Migration data issues are particularly pertinent to Africa, where good data are necessary to improve regional migration management and to better understand how migration and other policies impact one another. Examples of issues

with particular policy relevance are emigration of highly-educated workers and related policies to encourage return migration or engage diasporas for development, the impact of migration on the distribution of poverty and labour, rural-to-urban migration, migration and development (for both return migrants and received remittances), as well as displacement caused by environmental factors, violence or human rights violation. Having quality data to inform policy on these issues is critical.

This report analyzes good practices in migration data capacity-building by looking at relatively recent efforts by international organizations to enhance the capacity of National Statistical Systems (NSS) and other national agencies to collect, manage and disseminate official statistics on migration, thereby providing a basis for sound policy and decision-making. This analysis not only includes examples of development activities in the West Africa region, but also in other areas of the world. In addition to identifying some good practices aimed at enhancing data collection, analysis and management, it also looks at use of data for policy making at the national or regional level. The focus is not solely on NSS, but also on efforts to increase the capacity of policy makers to use migration-related statistics in these countries, in line with the recommendations of a recent World Bank evaluation on statistical capacity-building activities.¹

The report first examines what capacity-building or capacity-development is, as well as some ideas on the most effective methods to increase national capacity, with particular focus on how to improve migration data collection. Second, the report looks at different types of capacity-building activities in the arena of international migration recently carried out in specific countries. This is an attempt to identify good practices and provide guidelines for future activities, particularly in the African region. This section documents a number of relevant training workshops on how to improve migration data collection, analysis and management, development of technical tools, knowledge-sharing events, ways to establish collaboration mechanisms between migration data users and providers and other activities related to capacity-building. The report ends with some recommendations for future work and areas in which to enhance capacity-development in the West African region and beyond.

¹ See <http://ieg.worldbankgroup.org/sites/default/files/Data/Evaluation/files/datafordevelopment.pdf>

CAPACITY-BUILDING AND DEVELOPMENT

2

Prior to identifying good practices related to migration data capacity-building, it is beneficial to discuss what it is we are trying to evaluate. In general terms, "capacity-building" aims to develop and strengthen the organizational performance of institutions and human resources. The capacity-building process goes beyond just the public sector and must include the private sector, both commercial enterprises and non-governmental organizations, which have both capacity-building needs and can help deliver capacity-building activities. The expected outcomes of strengthening national capacity are comprehensive and sustainable national strategies for multi-sectoral programs and policies, as well as replicable and measurable results of increased capacity at both the local and national level (UNCEPA, 2006). From a statistical point of view, statistical capacity-building efforts should address the availability of data, while helping countries move away from data scarcity and low data quality, leading to increased usage, data literacy, demand and funding (World Bank, 2017).

An early UN definition of capacity-building is the following: "Capacity-building is the process by which individuals, organizations, institutions and societies develop abilities to perform functions, solve problems and set and achieve objectives" (UNCED, 1992). This definition has been reworked by the United Nations Development Programme (UNDP), which defines capacity as "the ability to perform functions, solve problems and achieve objectives at three levels: individual, institutional and societal." (UNDP, 2016). UNDP recognizes that capacity-building is a long-term, continuous process, in which all stakeholders participate (ministries, local authorities, non-governmental organizations, professional associations, academics and others). Capacity-building is much more than just training and can include human resource development, the process of providing individuals with skills, knowledge and training that enable them to perform effectively; organization development, improving management structures and processes, both within and between organizations and different sectors; and institutional and legal framework development, enabling and enhancing the capacities of organizations, institutions and agencies, via legal and regulatory changes.

While "Capacity-Building" is a core concept of policy and programming in international development, in recent years the terms "capacity-building," "capacity-development" and "technology transfer," have often been used interchangeably to describe similar processes. Although the term capacity-building is still widely used, "capacity-development" has become a more common nomenclature for the development community. While "capacity-building" intimates creating something new, in a step-wise upwards direction, "capacity-development" is believed to better express a more dynamic and flexible approach, building on pre-existing skills and knowledge, while at the same time being supported by local actors (EPRS, 2017). "The old model has been based on [the] mistaken assumption that it is possible simply to ignore existing capacities in developing countries and replace them with knowledge and systems produced elsewhere – a form of development as displacement, rather than development as transformation." (UNDP, 2002: 8). While keeping these differences between capacity-building and development in mind, the terms are used interchangeably throughout the rest of this paper.

Some of the fundamental concepts touted by UNDP as necessary for successful capacity-development stress the need for a locally generated and sustainable process, including the participation/ownership/ buy-in of local actors and stakeholders (UNDP, 2016). This differs from technical cooperation, which is usually a partnership between lower- and higher-income countries, putting greater emphasis on training based on national policies and priorities, but driven by external actors. All capacity-development activities should empower and strengthen endogenous capabilities, build on existing institutions, lead to sustainable change, encompass policy reforms and be a dynamic process, adaptable to local conditions. UNDP envisions capacity-development as an ongoing 5-step organizational process, which follows a process of growth and evolution. The first step is to engage

stakeholders, followed by an assessment of capacity needs and assets, then development of a capacity-development programme, implementation of a capacity development response and finally an evaluation of capacity-development, as the process begins anew.

Additionally, the PARIS21 (Partnership in Statistics for Development in the 21st Century) consortium has identified criteria needed to conduct successful capacity-building/development agendas (Paris21 2017). Like UNDP, PARIS21 focuses on developing national and regional statistical capacity, which includes development of skills and knowledge at the organizational level, resources at the systemic level and data literacy and knowledge transfer at the individual level. It also places emphasis on building partnerships between statistical organizations, policy makers and other stakeholders, at both the national and regional level. In its analysis of several different national capacity-development programmes, it found a number of successful and unsuccessful practices (Paris21, 2017).

At the individual level, a number of successful practices were identified (ibid.), such as training at national institutions, good communication among all actors, demonstrating the potential use of data for policy making, dissemination of statistics via social media platforms and training external users on how to use data. Unsuccessful practices included relying too much on specific individuals (who can leave the organization and take their knowledge with them) and not vetting which employees to train. At the organizational level, it is important to be adaptable to local conditions/culture, provide long-term commitment for technical support, be able to market and advocate for statistics, have good means of communication and have clearly defined and measurable achievements. Unsuccessful practices and/or common pitfalls included withdrawing support before a new system had taken root, not understanding the capacity of organizations to take on new methods and regional programs that assume all countries have the same capabilities. At the systemic level, it is important to avoid duplication with other capacity-development initiatives, to understand the organizational and political structures at play, gain high-level support from decision makers and make sure country priorities and needs are integrated into national policies. Lack of trust on the part of countries towards the development partner and lack of accountability for both countries and development partners were seen as leading to unsuccessful systemic outcomes. All these practices will have a major impact on the success of any migration data strategies developed at the national or regional level.

Figure 1: Capacity-building and capacity-development

CAPACITY-BUILDING AND CAPACITY-DEVELOPMENT

	CAPACITY-BUILDING	CAPACITY-DEVELOPMENT
Definition	<ul style="list-style-type: none"> Building capacity as “the ability to perform function, solve problems, and achieve objectives at three levels: individual, institutional and societal” (UNDP, 2016) 	<ul style="list-style-type: none"> Developing capacity expressing a more dynamic and flexible approach, building on pre-existing skills and knowledge, while at the same time being supported by local actors (EPRS, 2017)
Aims	<ul style="list-style-type: none"> Building and improving capacity 	<ul style="list-style-type: none"> Developing capacity in continuity with pre-existing institutions and endogenous capabilities
Participation	<ul style="list-style-type: none"> Involvement of all stakeholders (policymakers, administrators, CSO, academics and others) 	<ul style="list-style-type: none"> Active participation, ownership and buy-in of local actors and stakeholders
Approach	<ul style="list-style-type: none"> Comprehensive approach, including aspects beyond training (e.g. human resource development, organization development, and improvement of management structures and processes) Initiating a long-term, continuous process 	<ul style="list-style-type: none"> Dynamic and flexible approach Developing pre-existing capacities and skills with the view to integrate them in a sustainable process of change Channeling the existing in a new long-term and continuous process

Source: Building Migration Data Capacity: Examples of Good Practices for the African Region, IOM (2019).

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This section discussed general definitions and components of capacity-building/development, including how they relate to improving the capacity of statistical systems. The next section discusses in more detail how capacity-building can be applied to migration statistics through the development of migration data strategies, as most of the concepts discussed above are also applicable to migration statistics. It should be kept in mind that despite much overlap with other statistical systems, measurement of international migration is faced with specific challenges, ranging from methodological difficulties in measuring migration as a phenomenon to political sensitivity, given political platforms can be built on anti-immigrant sentiment. With data coming from different sources producing different results, based on differing concepts or definitions and with migration impacting not only individual migrants, but also countries and communities of origins, transit and destination, it becomes very important to be able to increase the capacity of countries to accurately collect this information by implementing successful migration data strategies.

NATIONAL AND REGIONAL MIGRATION DATA STRATEGIES

All these dimensions of individual, organizational and institutional capacity-building/development are also applicable to strengthening the capacity of countries to improve migration data. This includes both the producers and users of migration statistics, including policy makers. At the highest, institutional, level, the first step is to develop a national or regional migration strategy, after assessing capacity-building needs. This also includes encouraging the development of legal frameworks to govern statistical activities. While the primary focus of migration strategies may not be on migration data in themselves, but rather migration governance, management, or the human developmental impact of migration, they often include a need to improve the evidence-base necessary for making policy decisions related to migration and development. The following section outlines steps needed for the development of a migration data-specific strategy.

Migration data strategies should seek to build stakeholder capacity to implement and monitor outcomes for national policies related to migration, hopefully leading to greater institutional and policy coherence on migration and development. It is critical to have appropriate data in order to meet these goals. As a first step, an assessment of migration data needed to support national migration policies and strategies should be carried out, working under a comprehensive strategic framework in partnership with a variety of governmental and non-governmental stakeholders. This partnership should bring together key national stakeholders, including the main producers of migration data from national statistical offices and other relevant government ministries and main users of migration data, such as policy makers, the private sector, academia and civil society.

Examples of assessment activities would include documenting existing data sources on migration and determining to what extent they adhere to international standards; identifying national needs for migration data and evaluating processes needed to collect and produce relevant migration statistics in order to inform policy and operation decisions; evaluating existing data management infrastructure, including the potential development of integrated migration databases, which could be used to support public policy making on migration, as well as investigation of new data sources to measure migration; identifying key stakeholders in migration statistics and policy and evaluating their data needs; measurement of the extent of effort needed to build national capacity to collect and analyze migration data through training of relevant government agencies, statistical offices and other relevant entities; determining key challenges to data comparability and sustainability of data collection; supporting regional cooperation and data exchange; and developing ways to disseminate and communicate migration statistics to a wide range of data users, including policy makers and the general public.

An important part of a (national or regional) migration data strategy is the development of a (national or regional) network of statistical producers. This would help identify key stakeholders, document existing data sources, identify data needs, facilitate data exchange between agencies and/or countries and enhance data management through the integration of multiple data sources to better measure migration-related phenomena. In addition, these networks would be critical for instituting inter-agency or inter-country coordination mechanisms on migration statistics, either on a formal or informal basis. These activities could be carried out with or without requirement by national legislation, though a legal framework could be necessary to encourage or enforce data collection or spur data sharing activities.

2.1.1

Migration Measurement Criteria

At the most fundamental level, a national migration data strategy should operationalize basic statistics on migration, following agreed upon international recommendations on what information should be collected. Examples of this would include collection of information on country of birth and/or country of nationality to measure the stock of migrants, previous place of residence and time of entry to the country to measure flows of migrants and reason(s) for migration to identify migrant workers, refugees and other relevant migrant groups. This information could be collected via traditional data sources, like population censuses and household surveys, or if available, taken from administrative data sources.

Every country should determine what migration-related variables are relevant to its specific policy needs and proceed accordingly. However, simply having a method to identify migratory status is crucial for all countries. Care must be taken to attempt to define migration in a way that is comparable between national, regional and international data sources, in order to facilitate both internal and external data comparability. Typically, data sources determine what definitions are used to measure migration, but this could be more easily adapted if definitions were included as part of a national migration strategy, promoting better national coordination between data producers.

2.1.2

Migration Data Sources

The exercise of documenting existing international migration data sources should not only describe what data are currently available from traditional sources, but also the potential of leveraging underutilized sources. This could include better use of administrative data, modifying existing data, or using or developing completely new sources of information. The population census is a typical source for collecting detail on the stock or flow of migrants, as well as their characteristics, but many countries can use household surveys to collect similar information. Administrative data are a commonly available source of migration information, particularly the use of visa and residence permits issued to estimate migrant flows, though this method is often limited to measuring documented migrants and typically not undocumented migrants, who could be a population group of major policy interest. Engagement of local level authorities should be encouraged, as they often collect local administrative data.

Additional administrative data about migrants are often available, but underutilized. However, care must be taken to ensure data comparability with other sources, as measurement of migration is not the reason these administrative data are originally collected. For example, country of birth information is collected by social welfare offices, but these are not normally used for compiling migration statistics or informing policy. In addition, this information is often not validated and could contain data errors which would need to be cleaned up before used for statistical purposes. Further, without data sharing mechanisms in place, access to some administrative sources can be problematic, which means communication/cooperation between agencies is a critical component of any migration data strategy. There could also be serious data quality concerns if using these data for the production of official statistics, necessitating extra resources for data cleaning, editing and making sure migrants are defined similarly across universes. Data coverage issues are also of concern, as there could be both under and overcoverage in administrative sources, such as if significant numbers of unauthorized migrants are included in the resident population or if the same person is registered multiple times within or across different administrative data sets. Nonetheless, administrative data are a potentially underutilized source of information, which should be taken advantage of by countries.

Similarly, existing data sources could be expanded to accentuate information on migration. For example, adding migration-related questions to a pre-existing nationally representative household survey, like a labour force survey, could be a relatively inexpensive way of yielding more information. A simple question on country of birth, or multiple questions on migration history, are examples of these sorts of modifications. In addition, new data sources could be created, such as conducting new surveys, either specialized to target migrant populations, or with migration questions added for the general population. In countries in which migration is relatively infrequent, these surveys might need to be supplemented with specialized sampling techniques to ensure a large enough sample to make valid inferences.

Also on the forefront of migration data strategies is the examination of the feasibility of using alternative data sources, such as "big data." This could include anything from social media postings, credit card transactions, border transit information (e.g. airline flight passenger data), global positioning system data at the time of some discrete event (e.g. phone calls or text messages), or many other sources of instantaneous information. Currently, "big data" exercises have proven to be more effective at measuring commuting and tourism patterns, as opposed to international migration. While these data sources still have a long way to go before being incorporated into official migration statistics and are not going to replace traditional data sources in the immediate future, they do offer another piece of information with the potential to better inform policy makers about migration-related phenomena and in a more timely fashion – possibly in "real time." All these existing and potential data sources should be examined as part of any assessment exercise.

2.1.3

Data Management

The next phase of any strategic endeavor should be an evaluation of a country's existing data management infrastructure, with an eye towards the potential of developing integrated migration databases. If possible, data integration should be a core element of any national migration data strategy and data sharing among producers should be encouraged or required by law. Integrating data can either take the form of linking individuals across various data sets, or it can mean integrating results from different data sources to come up with a final estimate. The linking of individuals can be done via deterministic or probabilistic methods, depending on what information is available (e.g. if personal identification numbers are present or not). A number of issues need to be addressed when integrating data systems, such as data protection procedures, the aforementioned data linking procedures, data quality/cleaning concerns, coverage, operational definitions, how to make different data sources comparable and the need for data sharing mechanisms.

Keeping in mind technical limitations for some countries, while data integration is still the end goal, it would still be possible to improve capacity within countries through the development of internal data sharing capacities, say between line-ministries and national statistical agencies. By simply sharing information between agencies, additional information can be gleaned on migrant patterns and data quality and gaps, while also setting the groundwork for more advanced future integrative efforts. Any assessment should take stock of these data sharing processes. Ultimately, innovative methods to integrate multiple data sources should be considered, as well as incorporating new data sources, to enhance the availability, accuracy and timeliness of migration statistics, while still taking into account data confidentiality.

Data production includes all activities involved in the planning, collection, processing, analysis and maintenance of data. As with other activities, data production has the potential to be modernized depending on the capabilities and situation of the country. Data modernization is the movement

of data from legacy mainframe databases to modern databases and the capacity of a country to modernize data production and develop an appropriate technical infrastructure is often dependent on available financial resources and technical capacity. Initial costs, as well as future maintenance costs and potential loss of human capital, often bring up issues of sustainability or lack thereof. At a minimum, if data are collected electronically, this can improve the efficiency of various facets of data processing, data coding and data cleaning, all of which are imperative for ensuring data quality. Digitization of data can be applied to both newly collected data and pre-existing data sources, such as administrative data. As previously discussed, if individuals can be located between data sets (e.g. across administrative data sets, or between surveys or censuses and administrative data), it could be possible to link these data to increase the amount of information known about individuals. This could also reduce the amount of information needed to be collected from other sources (e.g. household surveys).

One of the fundamental principles of statistics is that individual data collected by statistical agencies are to be strictly confidential and used exclusively for statistical purposes (UN, 1994). These principles should be adhered to as part of any migration data strategy, especially when undergoing data modernization or integration processes. Measures should be put in place to prevent the direct or indirect disclosure of personal data and individual respondents, while data should only be used for information purposes and not part of any migration enforcement or control strategies. Ideally, a framework to provide publicly available anonymized micro-data for analysis by researchers should be included, which maintains confidentiality requirements.

Data Analysis and Dissemination

Once data have been collected and processed, it is important they can be analyzed not only by data producers, but by data users as well. Prior to public dissemination, data should be evaluated for quality, in terms of both its validity and reliability. Once data become publicly available, if pertinent variables are collected, they can address specific migration-related research questions and policy issues, relevant to academia, the media and policy makers, to name just a few data users. From a policy perspective, these data should provide the evidence needed and used to develop policies, evaluate the effectiveness of past or future actions and inform public debate. Data producers can help data users better understand data by providing detailed methodological information, while also explaining the limitations of the data, as well as ways to accurately examine policy-related phenomena. This can be provided not only in the form of written documentation or accompanying metadata, but also through training or knowledge-sharing events with relevant data users and stakeholders. Availability of data at local levels of geography is an area for further capacity-development, as many countries need information about migration phenomena in their particular region, city, or community, or how this compares to others. Policy makers in central and local governments need to use this information to set priorities and decide upon actions to take.

Thus, data dissemination and accessibility become key issues for data producers, since they not only determine how useful the data are to data users for answering questions, but also provide justification for further investment and use of migration statistics. It is important for statistics to be released in both a timely and user-friendly format. Data can be disseminated via public tabulations, short briefings or blogs, social media, in-depth analytical reports, public use microdata sets and other more innovative methods. If a minimum amount of data is collected on migration, then basic tabulations and statistics can be produced. Producing and releasing basic tabulations are often a goal of international organizations, to ensure that countries are able to meet reporting requirements for indicators like the SDGs. Specific in the West African region, the Economic Community of West

African States (ECOWAS), in partnership with the International Organization for Migration (IOM) and the European Union (EU), has recently produced guidelines on how to use migration data for policy and reporting, which will be discussed in detail later (IOM, 2018).

2.1.5

Stakeholder Input

As described earlier, identifying and involving stakeholders from the beginning of the process is a critical component to the assessment activity, as this will help keep stakeholders engaged and increase necessary buy-in from various actors. During the mapping exercise, it is important to solicit information from national stakeholders about what their key issues and data needs are. This information can help to better tailor migration data strategies to prioritize specific issues, for example, if data are needed to answer specific policy-relevant questions, or for program monitoring and evaluation, etc. In addition, stakeholders should be engaged early and often in the assessment process, long-term relationships should be cultivated, their ideas should be listened to and specific political and social contexts taken into account. These activities will build trust and increase the sustainability of the capacity-building process.

After stakeholder engagement, the assessment activities detailed in this section will form the basis of what a migration data strategy (a type of capacity-development program) will look like. Based on results of the assessment, various areas will be identified as strengths and others as weaknesses, all of which will need to be maintained, strengthened, or developed, as necessary. While the capacity-building process should aim to strengthen endogenous capabilities and build on existing institutions, it might be necessary to create new components, targeting individual, organizational and societal systems. These processes should include training of data producers and data users, particularly those using data for policymaking purposes, with emphasis on data analysis and data dissemination practices. Support must be adaptive to local conditions and provided long-term, advocating for the use of statistics to achieve measurable results, while tapping into high-level support from decision makers, making sure country priorities are taken into consideration. The next section focuses on specific capacity-building activities carried out by the international community and identifies some good practices.

CAPACITY-BUILDING ACTIVITIES

3



As described earlier, the GCM and the 2030 Agenda place great emphasis on improving migration data to support evidence-based policy making and in particular on the need to strengthen national capacities in this regard. Different activities can be conducted to build capacity in countries or regions, which target any of the three dimensions described previously: the individual, organization, or system. For example, the larger statistical capacity-building projects the World Bank manages include institutional development and legal reform, human resource capacity-development, development of statistical systems and databases, data collection and dissemination and support to physical infrastructure and equipment, as part of their agenda (World Bank, 2017). The following describes just some of the migration-related activities carried out by international organizations or aid agencies in recent years and is limited by the amount of information that is publicly available on each endeavor. While this is by no means an exhaustive list, it provides examples of different activity types and identifies examples of effective good practices in the realm of capacity-building.

3.1 | TYPES OF CAPACITY-BUILDING ACTIVITIES

Capacity-building includes a wide range of activities designed to empower individuals, organizations and institutions. Examples of these types of activities include written technical documents, training/technical assistance, knowledge sharing events and a variety of technical tools. It is often most effective to use a combination of these activities to build capacity, though this is dependent on financial and human resources available, as well as specific national or regional conditions.

The preferred method of developing institutional capacity is through the development of a national migration data strategy, as previously described. These provide a long-term plan, often accompanied by a legal framework, to carry out an effective strategy to improve migration-related data for evidence-based policymaking. They enhance the capacity of government, businesses and communities to plan and manage more effectively. It is still possible to develop capacity without a national migration data strategy, in fact, many capacity-building activities take place without one, but it is still the optimal strategy for achieving successful development.

A common method to build organizational and individual capacity is through the development of written technical material, often in the forms of guidelines, handbooks, or written reports, targeting a specific facet of international migration statistics. Handbooks or guidelines related to migration statistics have been developed by many international organizations in recent years, on various topics. Handbooks can focus on the broad topic of migration and development or on more specific aspects of migration statistics or specific regions of the world. Recent examples, which will be discussed in more detail later, include handbooks from the United Nations Economic Commission for Europe (UNECE), the World Bank, the United Nations High Commission for Refugees (UNHCR) and regional guidelines on migration statistics from IOM for the ECOWAS region.

Since 2006, IOM has sponsored a series of technical reports called Migration Profiles (MP), which are touted as part of the capacity-building process, as countries take stock of what data are available and how well they are capable of measuring specific migration-related phenomena. These profiles help identify and develop strategies to address data gaps and provide statistics to inform policy, while they can also build capacity involving data assessments and help set up institutional frameworks, as they reach a broad group of stakeholders from government and civil society. Similarly, technical reports summarizing activities by international organizations to improve data capacity in a country, such as when an international organization sponsors a new survey, can provide additional opportunities to develop capacity, if analysts from local agencies participate in its production.

International organizations often provide training in the form of training workshops, which typically bring in experts from international organizations, academia, or other statistical offices, to transfer and exchange knowledge on a number of different topics. Workshop participants are typically drawn from relevant government agencies, involved in either the production or use of migration statistics. Training format can differ, sometimes focusing on a wide array of topics, while other times developing skills on one specific topic. Workshop training is designed to be highly interactive, so participants can apply learned concepts to their work, while also exchanging and developing new ideas to be implemented after the workshop. Some training includes participants from multiple agencies from a single country, while others take a regional approach, bringing in several participants from different countries at the same time. Other forms of training send representatives from lower-income countries to higher-income countries, in order to learn from relevant organizations there. Online training, or e-learning, is also becoming a popular training format.

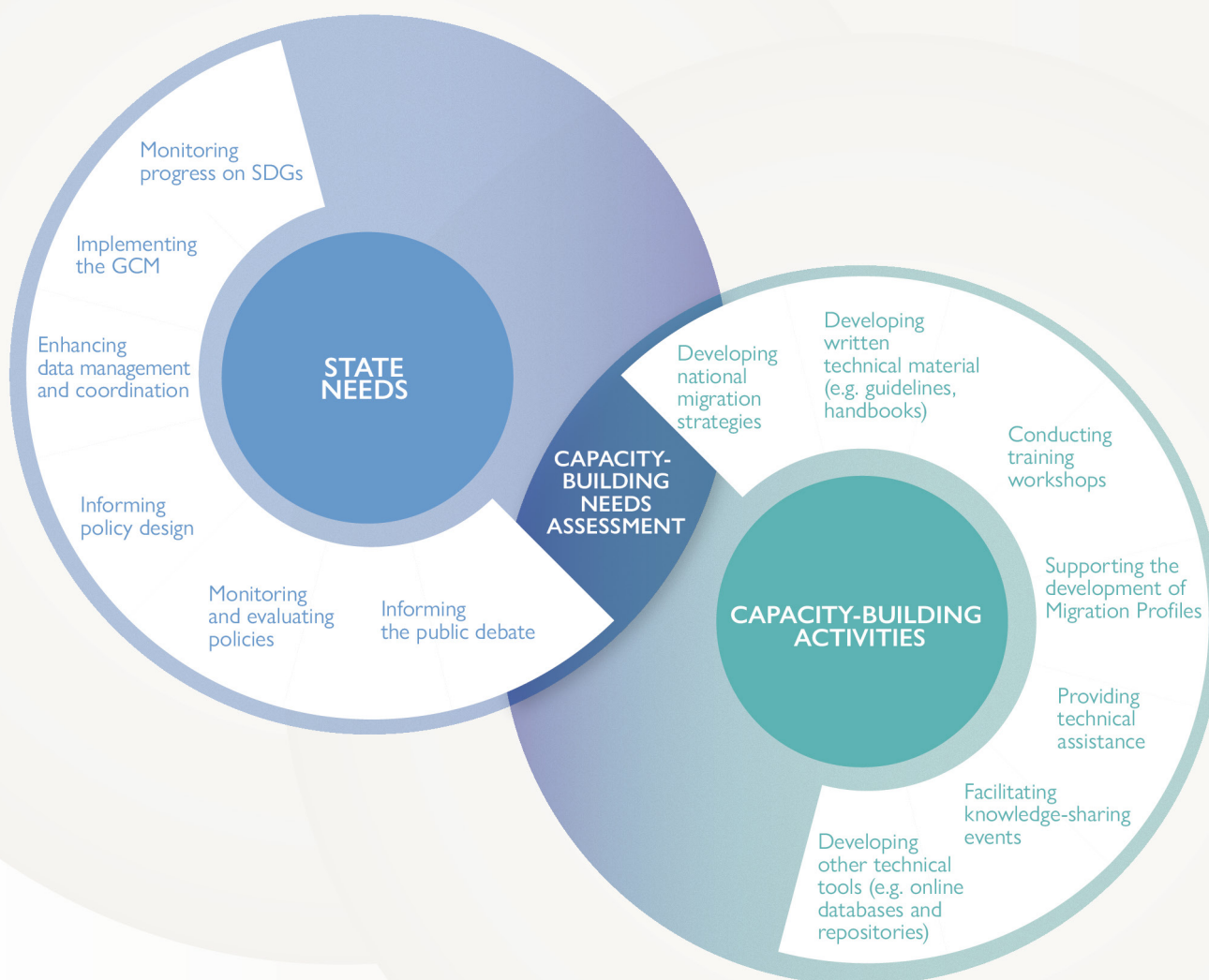
In terms of migration statistics training, it is important to not only focus on producers of national statistics, like National Statistical Organizations (NSO), but also on ministries. These may include those involved with immigration and border control (e.g. ministry of the interior), who produce or use administrative data on migration, such as visas, residence permits and border control information. It is also important to include representatives from other ministries and policymaking offices that relate in some way to migration, such as departments of labor, health, education, urban planning and so on, either as data producers or as users of statistics disaggregated by migratory status. Inclusion of ministries not producing data can limit topics covered during training – for example, it would be more applicable to have policy makers attend training sessions on data analysis, dissemination, or usage, than data production or infrastructure. As such, training activities are often tailored for different participants, depending on what the specific focus is (e.g. data production vs. data dissemination vs. data usage). One drawback to these events is that they often focus on training individuals, which means that if that person leaves an organization, the knowledge leaves with them. This can be ameliorated by providing repeat training over time and making workshop documentation available, so that others can have access to the same information at a later date.

Technical assistance is non-financial assistance provided by local or international specialists. It can take the form of sharing information and expertise, instruction, skills training, transmission of working knowledge and may also involve the transfer of technical data (UNESCO, 2017). Technical assistance is similar to training workshops, in that a local or foreign expert comes to work in a ministry for a limited period of time, to help perform or train local staff on how to perform a needed function. This emphasis on personnel development can take the form of coaching or mentoring programs, which are important ways to transfer knowledge and expertise, while building some independence from outside expertise in the long run.

Knowledge-sharing events are another way to effectively transmit and exchange information between a large number of actors. Often taking the form of conferences or conventions, these events can reach a wider audience than individual training workshops, bringing together multiple experts from around the world, from many different national agencies and organizations, as well as from the academia and participants from both the private and public sector. These events not only convene relevant stakeholders and build networks, but also allow for discussion of best practices, new directions or innovations in the field and are a way to educate a large number of people about a particular topic. While a plenary session can be limited in terms of the amount of information that can be transferred, breakout sessions, which focus on specific topics, can be a way to provide more in-depth training or information. Knowledge-sharing events take longer to plan and are harder to

Figure 2: Building capacities for national data and policy needs

BUILDING CAPACITIES FOR NATIONAL DATA AND POLICY NEEDS



Source: Building Migration Data Capacity: Examples of Good Practices for the African Region, IOM (2019).

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organize, than training events, but can reach a larger number of persons and provide more exposure for certain topics, yet are limited in the amount of knowledge transfer and hands-on learning that can take place, vis-à-vis training sessions.

Another area international organizations contribute to strengthening capacity is through the development of technical tools to better manage or measure international migration. These technical tools can take on many forms, ranging from software and technical capacity to electronically monitor

border crossings, to the development of online tools or databases which can serve as a repository for migration-related data, or even support to implement standardized migration survey modules. Capacity-building data repository examples from UNECE, the International Labour Organization (ILO) and IOM will be discussed later. The key for technical related capacity-building to take root in a country is to not outstrip the local technical capacity of countries trying to adapt the new technology. There are examples of countries introducing new systems that are beyond their ability to maintain (e.g. establishment of population registers to measure migration, or installing new computerized border control systems, yet not having electricity to power them). Providing long-term support, as well as understanding local limitations, are critical for this sort of activities to succeed.

As seen in earlier examples of unsuccessful capacity-development experiences, the challenges facing these capacity-building activities are many. Sustainability is a key issue, in terms of personal investment of staff and financial resources to maintain various systems. Staff turnover is a common concern for those who conduct training and workshops, as this requires the same material to be taught repeatedly to the same agencies, but to different staff, limiting the potential for advancement or covering topics that are more complex. It is important for both the developers and developpees, to understand and acknowledge limitations in national systems, in terms of staff, financial resources and "political will" to improve migration data and more importantly, willingness to use evidence for policy decisions. Buy-in from high-level government officials is key, as these can authorize the human and financial resources needed to make capacity-development sustainable in the long run. As discussed earlier, trust and sustainability can be improved by engaging multiple stakeholders early and often in the process.

3.2 | EXAMPLES OF GOOD PRACTICES

The following section documents capacity-building activities in the field of international migration statistics carried out by the international community, primarily international organizations, in recent years. While particular focus is on activities carried out in the African region, it also includes activities in other regions of the world. The list is by no means complete and is somewhat limited by public information available on the internet or via personal correspondence with the author. Activities are grouped by "activity type," as detailed in the previous section, understanding that there is often overlap between activity types. Ideally, key information on the activity can be reported. For example, for training workshops, the year and location, what topics were covered, who the participants were and what was the outcome of the event (if any). Evaluation is limited to the degree to which activities generally match the "success" criteria described earlier, with an eye towards identifying "good" practices in capacity-building, which can be replicated by other international organizations.

ECOWAS has been an important player in building capacity in the West African region and includes in its mandate both data collection/management and developing institutional capacity. Programs implemented by ECOWAS are examples of how migration can be part of a broader regional strategy to encourage economic development via the harmonization of policies to ensure the free movement of labour across the region. The Free Movement and Migration (FFM) West Africa project, funded by the EU and the ECOWAS Commission and jointly implemented by IOM, the International Centre for Migration Policy Development (ICMPD) and ILO, encourages the development potential and free movement of persons in West Africa by supporting implementation of ECOWAS' Free Movement of Persons' Protocols (1979) and the ECOWAS Common Approach on Migration (ECOWAS, 2008). FFM supports the development of standardized migration-relevant data, national migration profiles

(either new ones or updates of existing ones) and a regional migration profile, which provides an overview of migration data and trends in the region, strengthening data management tools and capacity-building activities in member countries. In order to improve migration data collection and management, FMM West Africa provides technical assistance and capacity-building support to the ECOWAS Commission, which consists of fifteen ECOWAS Member States and Mauritania.

In terms of institutional capacity-building, IOM's Global Migration Data Analysis Centre (GMDAC) has developed a training plan on migration data collection and analysis, applicable to the development of migration policies. GMDAC has organized or facilitated over 30 training workshop in the past three years for sixty countries, mostly in Africa, some of which will be discussed later. capacity-building activities included regional Training of Trainers (TOT) on migration data collection and management, targeted training on migration data collection and management, developing regional guidelines for common methods of migration data collection, supporting migration data collection operations and compiling or updating national and regional migration profiles in ECOWAS Member States and Mauritania. A set of core indicators to report migration statistics were also developed by national stakeholders from each relevant country as part of the FMM project, in order to have comparable statistics across the region. Finally, this program sponsored a number of workshops later described in detail.

3.2.1 National and Regional Migration Data Strategies

The tenants of comprehensive migration data strategies were outlined earlier, which can help create a sustainable regional migration information system. Several countries have developed national migration policies in recent years, particularly in the West Africa region, many of which include data strategies. National migration policies have been implemented in Nigeria, Ghana and Liberia, while strategies have been implemented in Cabo Verde, Burkina Faso and Mauritania and are in development in several other countries (IOM and ICMPD, 2015). Nigeria, for example, has developed, with IOM support, a draft national migration data strategy (IOM 2013). These strategies should help improve the quality, timeliness, availability and comparability of data within the region. The ECOWAS guidelines described in the next section provide a strategy to help develop a regional approach to improving all facets of migration data.

3.2.2 Guidelines and Handbooks

International organizations have produced several guidelines related to migration statistics in recent years. After the development of guidelines, it is a relatively common practice to conduct training workshops to promote and pass along information from these guidelines to countries. An early attempt to improve migration data was through the 2009 publication "Migrants Count: Five Steps Toward Better Migration Data," developed by the Commission on International Migration Data for Development Research and Policy, which included experts from various international organizations, think-tanks and academia (CGD 2009). This publication provided simple recommendations to improve international migration data, such as adding migration questions to population censuses and pre-existing household surveys, better utilization of pre-existing administrative data and improved public access to data. A decade later, these same tenants are still fundamental to much of the migration statistics capacity-building work conducted today.

In 2017, the United Nations Department of Economic and Social Affairs (UNDESA) published a "Handbook on Measuring International Migration through Population Censuses," which focused on the use of population and housing censuses, as the most commonly available source of information on migration statistics, to create internationally comparable estimates of migrant stock and flow (UNDESA, 2017). The goal of the handbook is to assist countries with practical guidelines for collecting and producing international migration statistics, based upon the 1998 UN recommendations on international migration

statistics, for inclusion in the 2020 round of population censuses. This publication includes chapters on definitions and concepts, data sources, key variables for measurement, aspects of planning and designing a census, collecting data on migrant stocks, flows and emigration and recommended tabulations.

The Global Migration Group (GMG) and the Global Knowledge Partnership on Migration and Development (KNOMAD), produced a publication to provide guidance to producers and users of international migration data, called the "Handbook for Improving the Production and Use of Migration Data for Development" (GMG, 2017). This handbook was intended to support countries in the collection, tabulation, analysis, dissemination and use of migration data, while helping to integrate migration into national development planning and strategies. As a tool for capacity-development at the country level, the guide is seen part of a comprehensive strategy to strengthen the production and use of migration data for development, particularly in developing countries. Various international organizations contributed chapters to the handbook, which included topics like concepts and definitions, data sources, labour, student and humanitarian migration, migration and development and the protection of certain migrant groups. However, the extent of follow-up capacity-building related activities based on this publication has so far been limited.

UNECE has produced a number of publications providing guidelines on several migration-related topics and has conducted capacity-building workshops to promote these materials. Covering a wide array of migration topics, such as circular migration, data exchange between countries to improve emigration statistics and measuring the socio-economic condition of migrants, UNECE has produced regional capacity-building handbooks specifically targeting the Commonwealth of Independent States (CIS). Examples of these include the "Handbook on the Use of Administrative Sources and Sample Surveys to Measure International Migration in CIS Countries (UNECE, 2016)" and the "Practical Guide for Countries of Eastern Europe and Central Asia on Migration Statistics" (UNECE, 2011).

The objective of the Handbook on the Use of Administrative Sources and Sample Surveys was to help statisticians in the CIS region produce and use data on international migration from administrative sources and household surveys. Chapters provide information on administrative data sources and their application in the CIS region and highlight methodological and organizational challenges for their use in measuring international migration. The use of sample surveys to measure international migration is also covered, including all aspects of survey design and implementation, as well as a complete inventory of migration surveys and best practices in the region. These topics were then included in several capacity-building workshops to help disseminate the information to the region.

Further, UNECE has produced general publications on the best means to present and communicate statistics to the general population, including policy makers, in its series of "Making Data Meaningful" publications (2009-2012). The fourth issue of this series describes ways to improve statistical literacy skills, particularly for policy makers (and other "opinion leaders" and "decision makers"). Since statistical literacy skills are seen as critical for the informed use of statistics for decision-making purposes, areas of focus include increasing data awareness, the ability to understand statistical concepts and to analyze, interpret and evaluate statistical information and the ability to communicate and understand statistics.

UNHCR and the Expert Group on Refugee and Internally Displaced Person Statistics identified the International Recommendations on Refugee Statistics, recently adopted by the UN Statistical Commission in March 2018 (UNHCR, 2018). These recommendations provide guidelines to improve the collection, disaggregation, reporting and quality of statistics on forcibly displaced populations. The Recommendations intend to help improve national statistics on the stocks and flows of refugee and other displaced populations and to help make refugee statistics internationally comparable. The publication discusses the legal framework and refugee definitions, defining these populations for the purpose of statistical measurement, measuring the number of refugees, measuring integration and well-being of these populations and how to coordinate refugee statistics within national systems.

With regards to labour migration statistics, in 2018, the 20th International Conference of Labour Statisticians (ICLS) endorsed ILO's "Guidelines concerning statistics of international labour migration" (ILO, 2018). The ILO Working Group on Labour Migration Statistics developed these guidelines to provide international recommendations on all aspects of international labor migration, providing international standards regarding concepts, definitions and methodologies to measure labour migration and migrant workers. These guidelines focus on the measurement of three groups: international migrant workers, "for-work" international migrants and return international migrant workers. The recommendations include groups not normally considered migrants, such as temporary labour migrants and daily cross-border workers. To support implementation of these guidelines by member countries, ILO will be providing technical assistance on labour migration statistics, providing training that targets the development of national capacities to produce these statistics.

Pertinent to the West African region, in 2018, ECOWAS, in collaboration with IOM's GMDAC, in collaboration with ECOWAS, prepared the "Guidelines for the Harmonization of Migration Data Management in the ECOWAS Region" (IOM's GMDAC, 2018). These regional guidelines are an attempt to improve the migration evidence base for decision-making for policy areas in the ECOWAS region and are designed to support capacity-building activities in the area of migration data. The guidelines cover a variety of topics, including standardized concepts and definitions, data sources, migrant populations of interest, dissemination of migration statistics, data sharing and production at the regional level and include an action plan to improve data practices. A training kit accompanies the guidelines and trainer's manual, which are used to facilitate regional training of trainers and national-level trainers, as well as national-level trainings in ECOWAS Member States.

As a final example, Statistics Sweden, in collaboration with the African Union, will implement a project to strengthen national capacity in sub-Saharan Africa over the period 2019-2021 (United Nations, 2019). This project will develop regionally adapted guidelines; establish national and regional networks; and improve measurement of migration flow data. This is yet another example of regional guidelines to improve the capacity of countries to produce international migration statistics.

Though not a type of guideline or handbook, another type of written document that supports capacity-building are Migration Profiles (MPs), as developed by IOM and other organizations. As described earlier, these reports have been published since 2006, taking stock of available data and capacity to measure migration-related phenomena, helping to identify and develop strategies to provide improved policy-relevant statistics. Originally conceived as concise statistical reports, MPs have evolved into more comprehensive "Extended Migration Profiles" (EMP), bringing together data from a wide range of sources and expanding topics covered in the profile, implementing capacity-

building activities (such as data assessments) and consulting with a broad range of stakeholders. MPs have been written for more than 40 countries in the world, including in Africa.²

Guidelines and handbooks are certainly an important first step with relation to any capacity-building activities, providing concrete recommendations and examples of what is needed to improve migration data for statistical purposes and use by policy makers. However, by themselves, these potential tools could have little impact on the countries most in need of developing capacity, particularly from the data user perspective. With so many international organizations producing so many handbooks at the same time, it is possible that confusion could be created for both data producers and users, particularly if the guidelines are not harmonized with one another. Follow-up activities to help countries implement the various guidelines are critical, since otherwise they could simply exist in a vacuum. The extent to which these handbooks have an impact on the use of data by policy makers is an area that would need to be researched.

From this perspective, all the handbooks/guidelines described above followed a collaborative approach, drawing from multiple actors across international organizations, member states and other bodies. However, though they did follow international consultation procedures, in most cases these works were not locally generated nor did they systematically engage local stakeholders. As products meant for the international statistical community as a whole, they do not provide much regional flexibility, except for the cases of the UNECE and ECOWAS/IOM regional guidelines. Most guidelines discuss the importance of building relationships between statistical organizations, policy makers and other stakeholders, though greater emphasis could have been placed on how to better communicate migration-related statistics with data users/policy makers. Many include follow-up training activities to help implement their guidelines, such as ILO, UNECE and ECOWAS/IOM. These capacity-building training workshops are the next type of capacity-building activities discussed here.

3.2.3 Capacity-building Training Workshops

Training workshops are still the most common form of capacity-building conducted by international organizations, particularly in the African region. These workshops typically bring together participants from different countries and/or organizations, with an interest in the production or use of migration data or statistics. The purpose of these trainings can vary, but in general, these seek to improve the knowledge, capability, of capacity of participants. Ideally, these workshops allow participants to share ideas and help each other facilitate new ideas that can be beneficial to all. This section describes some training events that have taken place in recent years, including details based on information available about these activities.

3.2.3.1 ECOWAS/IOM Training

A series of capacity-building workshops have been conducted as part of the FMM West Africa Project in the ECOWAS region (and Mauritania) in recent years, with a focus on migration data collection and management. As mentioned earlier, FMM develops standardized procedures to collect, process, analyze and disseminate migration data, in order to build the capacity of ECOWAS Member States on migration data management. In addition to the aforementioned guidelines, a number of national workshops on migration data have been carried out. Some examples of these follow.

² African countries with MPs include: Benin, Cameroon, Cape Verde, Cote d'Ivoire, the Democratic Republic of the Congo, Ghana, Kenya, Malawi, Mali, Mauritania, Namibia, Niger, Nigeria, Rwanda, Senegal, South Africa, Sudan, Togo, Uganda and Zimbabwe.

Initially, in 2014 FMM carried out an assessment of the state of migration data in West Africa and Mauritania (IOM/ICMPD 2015). Areas identified as needing increased capacity-development included: staff of national institutions involved in migration management; awareness of the importance of migration data for policy development and implementation; and standardized migration statistics across the region, to facilitate regional comparisons.

In 2016, IOM and ILO organized an ECOWAS Regional Workshop on Migration Data Management in Lomé, Togo. This workshop targeted key focal points from agencies involved with migration data management, focusing on best practices in migration data management, current global initiatives on migration data collection, methods of data analysis and regional guidelines to standardize migration data management processes. Increased understanding of how migration data are necessary to form and implement policies, understanding the uses and limitations of migration data for policy purposes, as well as what data were available from country's population censuses, were included on the agenda. Participants included representatives from different directorates of the ECOWAS Commission, numerous international organizations (ILO, IOM, UNDESA, UNECA and ICMPD) and staff from national statistical offices in ECOWAS countries (and Mauritania). In addition to the adoption of regional guidelines to compile and manage migration data, the workshop also provided an opportunity to increase cooperation between FMM and ECOWAS Member States, to analyze census data and add migration questions to household surveys, while also providing technical assistance to develop national migration profiles.

Most recently, in December 2018, IOM led a capacity-building workshop on data for representatives from over 30 African Union (AU) Member States in Nouakchott, Mauritania. Participants learned migration data concepts, definitions and sources, as well as its importance for the GCM and the 2030 Agenda, while also getting exposure to migration databases and handbooks to improve the production and use of migration data. A number of challenges were identified, such as lack of internal data sharing, difficulty measuring emigration and low use of administrative data.

3.2.3.2

"Train the Trainer"

A variation of capacity-building training are workshops which train people to become trainers, otherwise known as "Training of Trainers" (ToT). This is viewed as a more cost-effective and sustainable way to spread training throughout an entire region. Typically, a subject matter expert (or group of experts) provides training to a group of individuals on how to best train others on the same subject. These initial trainees, in turn, train a group of participants in their respective countries. Thus, knowledge, in this case on migration data management, "cascades" down throughout the region.

An example of regional ToT on migration data collection and management was conducted in 2017, in Abuja, Nigeria. Organized by IOM and ECOWAS, this training focused on developing national capacities on migration data management, bringing together 30 experts from NSOs and national immigration agencies in charge of administrative data from ECOWAS Member States (and Mauritania). The training focused on the regional guidelines and training tools developed in earlier workshops, to reinforce the knowledge and capacities of participants to be able to train other people at the national level through "cascade trainings," thus reaching a greater audience. The agenda included sessions on global challenges to migration data, the ECOWAS guidelines and training kit, why migration data is important for policy, definitions, data sources and discussion of a plan of action to implement the ECOWAS Guidelines. A number of exercises from the training kits were also conducted to reinforce the agenda topics. The objectives of the training were to strengthen ECOWAS's leadership role on building migration data capacity, to strengthen national capacities on migration data management

and determine how the guidelines could be best implemented at the national level. Other similar country-level cascade trainings have been carried out in other ECOWAS member states by the same member state representation that attended the Abuja training.

An example of subsequent cascade training occurred in 2017, as IOM and the Gambian government organized a national training on the ECOWAS regional guidelines on migration data collection and management. The training targeted 40 delegates and experts from various Gambian government agencies, including the Gambian Bureau of Statistics and the Ministry of Labour, Immigration, Justice and Foreign Affairs. These training efforts are part of the strategy to strengthen national capacity using the ECOWAS Guidelines to address migration data challenges at the national level and to address policy concerns using regionally comparable data. Following the same agenda as the initial cascade training event in Nigeria, common definitions and data sources were discussed, as the event also hoped to improve migration data by strengthening national and regional networks.

3.2.3.3

UNDESA Trainings

UNDESA has also actively conducted training programs to improve capacity to estimate migration and implement migration-related SDG indicators. These training programs have targeted experts working in NSOs, ministries of the interior and labour, overseas employment agencies, NGOs and other relevant entities. They provide training on UN standards for the collection and tabulation of migration statistics, measurement of stocks and flows and migration-related SDG indicators, as well best practices for data exchange, collaboration and partnerships, both internally, regionally and internationally. Further, in 2018, the UN Statistics Division, in collaboration with other UN agencies, started a 4-year project to improve the collection and use of international migration data for the SDGs. The focus of this project is on capacity-building activities for countries in Asia and Latin America and development of a toolkit for capacity-building.

In 2014 and 2015, UNDESA, the United Nations Economic Commission for Africa (UNECA) and the African Institute for Economic Development and Planning (IDEP) conducted several regional African workshops on strengthening the collection and use of international migration data for development in Africa. One took place in Addis Ababa, Ethiopia and brought together experts from Sub-Saharan African NSOs in charge of producing international migration statistics, as well as experts from relevant agencies and ministries in charge of compiling and analyzing migration data for policy purposes, in order to train them on the collection and use of international data for development. A second regional workshop for selected countries of Northern and Western Africa was held in Dakar, Senegal, with a similar agenda and target audience.

The main objectives of the workshops were to strengthen the technical capacity of national officials who produce and use migration data, as it pertains to national migration policies and development planning. The workshops covered topics like international definitions, data sources, use of population censuses, administrative data and household surveys to measure migration, the sustainable development agenda, the use of migration data for policy planning and discussed ways to facilitate migration data sharing/exchange and dissemination. Follow-up activities were related to assessing country needs for data collection and tabulation. The event in Ethiopia gathered representatives from NSOs in 12 countries (Botswana, Ethiopia, Ghana, Kenya, Lesotho, Malawi, Nigeria, South Africa, Swaziland, Uganda, Zambia, Zimbabwe) and representatives of ministries or agencies from 8 countries (Ghana, Kenya, Lesotho, Malawi, Namibia, Nigeria, Zambia, Zimbabwe). The Dakar workshop targeted 21 delegates from Algeria, Benin, Burkina Faso, Cote d'Ivoire, Libya, Mali, Mauritania, Morocco, Niger, Senegal and Togo, including members from NSOs and relevant ministries in charge of collecting and analyzing migration data for policy purposes.

Similarly, in 2016, in Rome, Italy, UNDESA, the International Fund for Agricultural Development (IFAD) and the GMG organized an interregional workshop on strengthening the collection and use of international migration data for development, focusing on countries from Northern and Western Africa, as well as Europe. As with its other African workshops, it brought together experts from national statistical offices in charge of producing official statistics on international migration, as well as officials from relevant ministries or agencies in charge of compiling and analyzing migration data from administrative sources. Representatives from Burkina Faso, Egypt, Italy, Malta, Morocco, Niger and Tunisia attended the workshop.

As with other UNDESA workshops, the goal was to strengthen the capacity of national governments to produce migration-related data from all relevant sources (census, administrative records, household surveys) and to use migration-related data to inform national migration policies and development planning. The workshop discussed international standards for collecting and disseminating data, as well as the role of migration data in formulating policy, especially within the context of migration-related SDG indicators. Finally, it promoted exchange of migration-related data between African and European countries.

Other Training Events in Africa Targeting Specific Migrant Groups

Training targeting data on specific migrant groups, such as refugees and labour migrants, have also been conducted. For example, in 2010, the Government of Tanzania, with the support of UNHCR and IOM, hosted the Regional Conference on Refugee Protection and International Migration: Mixed Movements and Irregular Migration from the East and Horn of Africa and Great Lakes Region to Southern Africa. As a result of this conference, a number of recommendations were made on how various actors could address the main challenges created by these movements, including issues of measurement and data quality. As part of follow-up activities, the resulting Action Plan included a section on improving data collection and analysis.

ICMPD has also been involved in many recent national capacity-building activities in the West African region, though more focused on the topic of labour migration. For example, in 2017, with ECOWAS and FMM support, it organized several training sessions in Mali on labour market information systems, including topics such as labour market and migration data management, insertion of recent graduates, return migrants, emigration outside of Mali, international and domestic migrants and internally displaced persons in Mali. These workshops included an assessment study on the potential implementation of a labour market information system. These activities were expected to strengthen the capacity of relevant Malian agencies and departments, such as the Ministry of Employment and Professional Training, to better manage labor migration flows and to produce and analyze data to better measure and manage the interaction between the labour market and international migration. Development of a national migration information system would result in better capacity to manage these topics and make more informed and relevant policy decisions, for both Mali and the region as a whole.

In 2018, ICMPD organized a similar training event in Togo, focusing on labour market outcomes and migration statistics, as well as labour migration management, as part of the implementation of a national Labour Migration Strategy and Action Plan. Targeting representatives from relevant government ministries, departments and agencies, work and employer organizations and civil society organizations, this training aimed to build national capacity and promote ownership of the Action Plan. Its objectives were to better understand data management, collection and analysis as part of labour market and migration policymaking. Also in 2018, ICMPD and ECOWAS organized a regional capacity-building workshop in Ghana on labor market and migration statistics, focusing on data collection tools. This workshop targeted

Trainings in Other Regions

While this report has focused on migration-related training in the African regions, many capacity-building events have also been conducted in other parts of the world. These include a number of training events in Asia by international organizations on topics like labour migration, as well as other events in Asia, the CIS-region and Latin America. The following section provides a few examples of these activities.

Since 2015, ILO, in collaboration with Statistics Korea (KOSTAT), has been organizing regular migration workshops on labour migration statistics for 22 countries in the Asia-Pacific region, as part of a joint 5-year project (2015–2019) to improve international labour migration statistics in the region. These annual workshops have been held in Daejeon, Republic of Korea and serve to benefit a variety of users, including government agencies, policy makers and researchers. The fourth Workshop for the Collection of Data on International Labour Migration Statistics in the Asia-Pacific Region was held in November 2018, attended by participants from 19 countries. The ILO-developed guidelines for labour migration statistics, adopted by the 20th ICLS, were presented, as well as training on sampling methodology to measure international labour migration, as well as case studies on analyzing administrative data to measure labour migration flows.

Other migration-related data training in Asia have been held in Bangkok, Thailand. For example, in 2017, UNDESA and the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) held a regional workshop on "Strengthening the Collection and Use of International Migration Data in the Context of the 2030 Agenda for Sustainable Development". Targeting migration data producers and policy makers from South and Southeast Asian countries, this workshop aimed to increase the capacity of participating countries to produce standardized national migration data and to enhance understanding of migration data for policy purposes, particularly within the context of the 2030 Agenda for Sustainable Development. The agenda included sessions on international migration and development, concepts and sources of data, use of censuses, administrative data and household surveys to measure immigration, emigration and the impact of migration, data needed to develop migration-related SDG indicators and regional exchange of migration data. This workshop was followed by a subsequent workshop in 2019 on similar topics, plus discussion of data integration and data innovation on migration.

UNECE capacity-building activities in migration statistics train national representatives on global and regional standards for the collection, processing and dissemination of migration statistics. Since 2005, UNECE has been holding annual capacity-building workshops for countries of Eastern Europe, the Caucasus and Central Asia, to support methodological development of migration statistics and facilitate communication between countries, as well as between producers and users of migration statistics. With workshops held in both Geneva, Switzerland, in conjunction with UNECE/Eurostat Work Sessions on migration statistics and in CIS-member countries, a number of topics have been covered over the years. Examples of these topics include the use of household surveys to measure migration and remittances, better use of administrative data to measure migration, data exchange

between countries to measure emigration, labour migration statistics, dissemination of migration statistics and migration and development. These workshops are attended primarily by experts on international migration from CIS NSOs, but also include some participants from agencies responsible for producing and using migration data for policy purposes, as well as experts from international organizations, academia and/or national statistical offices from other regions. The workshops help to establish or strengthen pre-existing networks and encourage the exchange of data and information between countries. They also improve communication, not only between countries, but also within countries, facilitating dialogue between data producers and users, especially those working in the field of policymaking.

In addition to capacity-building activities in West Africa, IOM has conducted similar exercises in other parts of the world, including Latin America and Eastern Europe. Examples include a 2018 regional workshop in Panama, focusing on the importance of migration statistics as part of the SDGs. Similarly, several national level workshops have been conducted in countries like Moldova, the Ukraine and Armenia, focusing on the collection, analysis and dissemination of migration statistics. Many of these activities were in support of developing Migration Profiles in these countries. IOM's GMDAC has also carried out numerous training workshops throughout the world on a number of data-relevant topics. Recent examples include capacity-building events in Namibia, South Africa, Egypt, Azerbaijan and Zambia.

While it is difficult to evaluate the effectiveness of capacity-building training based on documentation provided by workshop organizers, many of these exercises are good examples of training activities in the field of migration data and statistics. Typically, workshop organizers try to evaluate effectiveness of training by administering pre- and post-workshop questionnaires to gauge participants' knowledge and expectations coming into the workshop and to provide some evaluation of the workshop afterwards. These evaluations are used internally to improve and tailor future workshops based on participant needs and feedback, but are rarely, if ever, made available for external evaluation purposes. They also do not gauge the extent to which training material is retained or applied to future work.

Evaluation of capacity-building activities in general will be discussed in a later section. Most training activities attempt to cover pertinent topics and bring in a wide variety of participants, while focusing on internationally accepted standards for data improvement. Duplication of topics are common, but this decreases the burden on training organizers and allows information to spread more easily. "Cascade" training is an interesting development in the capacity-building field, though further evaluation is needed to gauge its effectiveness with regards to improving international migration statistics.

These training activities focus on developing individual and organizational capacity, though have less impact on institutional capacity. The degree of local buy-in to specific agenda topics and sustainability of knowledge transfer, is questionable, as international standards can be perceived as being imposed on countries. However, limitations in producing migration data are usually well acknowledged by individual countries and supported from higher levels of government. Building partnerships within government can be challenging and while most of these training workshops attempt to show how important this is, greater attention could still be devoted to this issue.

Training Centers

The establishment of training centers is another way to build capacity of producers and users of official statistics. Regional training centers can help training and research services be more efficient by delivering services as close as possible to the countries themselves. Many training centers are now associated with e-learning platforms, which increases accessibility and flexibility for the continuous learning of new skills and knowledge. UNDESA has promoted the establishment of regional and sub-regional statistical training centers and observatories as part of the Global Compact on Migration's strategy to increase capacity for countries to develop and use migration data. They propose establishing training centers in Africa, Asian and Latin America and the Caribbean, through affiliations with existing academic institutions (UNDESA, 2018).

Examples of existing regional migration observatories include the African Institute for Remittances, developed by the African Union, the Continuous Reporting System on International Migration in the Americas (SICREMI), developed by OECD and the Organization of American States (OAS) and the African, Caribbean and Pacific (ACP) Observatory on Migration, supported by IOM and funded by the EU. The African Institute of Remittances develops the capacity of EU Member States of the African Union, remittance senders and recipients and other stakeholders, to use remittances as development tools to create poverty reduction strategies. SICREMI monitors international migration movements in the region by compiling up-to-date information on migration flows, while also concerning itself with regional policies towards the migrant population, in countries of the Americas and migration destination countries. SICREMI has released a series of biannual reports, based on OECD methodology, utilizing a variety of data sources, to disseminate information on the magnitude, trends and characteristics of international migration in the region (OAS, 2015).

³Through its efforts, SICREMI aims to help contribute to the harmonization and communication of regional migration data, while also building the capacities of those involved in the process. The ACP Observatory on Migration was designed to produce data and research on South-South migration flows for improving evidence-based policymaking, with activities undertaken in 12 African pilot countries.⁴ To what extent these observatories currently provide training and other capacity-development activities is unclear.

Several other observatories and research centers have recently started or are in development. These include an IOM African Capacity-Building Centre (IOMUN ACBC) in Tanzania, as well as the upcoming African Observatory for Migration and Development (AOMD) in Morocco and the Migration Research Centre in Mali. The IOMUN ACBC was established in 2009, though it currently focuses primarily on migration and border management projects and training courses. Similarly, the AOMD was set up by the African Union to help coordinate policies, harmonize national migration strategies of African states and improve their interaction with partners abroad. These newly created observatories are potential sources of future migration data capacity-building activities.

⁴ Countries include Argentina, Barbados, Belize, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Jamaica, Mexico, Panama, Paraguay, Peru, United States and Uruguay.

⁵ Angola, Cameroon, the Democratic Republic of the Congo, Haiti, Kenya, Lesotho, Nigeria, Papua New Guinea, Senegal, Tanzania, Timor-Leste and Trinidad and Tobago

Knowledge-Sharing Events

As described earlier, knowledge-sharing events are another method to increase capacity, bringing in participants from government agencies, international organizations, academia and other stakeholders and other fields to discuss issues relevant to migration statistics. Various UN agencies hold regular events, such as the Joint UNECE/Eurostat Work Sessions on International Migration Statistics and occasionally migration is featured as a special topic at events like the Conference of European Statisticians (CES), or the United Nations Statistical Commission (UNSC).

A significant migration-related knowledge-sharing event occurred in 2018, the first International Forum on Migration Statistics (IFMS), held in Paris, France. Organized by OECD, IOM and UNDESA, it drew over 500 participants from 90 countries and brought together both data producers and users: policy makers, official statisticians, experts from the private sector, civil societies, academia and funding agencies (OECD, 2018). With 5 plenary sessions and 39 parallel sessions, the forum discussed topics like challenges for improving the production and use of migration data, data needs and gaps for policymaking and SDG measurement, issues and innovative methods to measure migration and ways to foster collaboration among partners. The forum also identified areas for future work, including methodological development and the sharing of good practices for capacity-building.

Capacity-building and international cooperation were topics for a special plenary session and were viewed as necessary for improving migration data. Increased need for timely and disaggregated migration data, particularly for SDG measurement, was seen as a challenge for data producers, particularly across the Global South. Continued international efforts to increase capacity among these countries was highlighted as key to improving the migration evidence base for these countries, in the form of resources, knowledge transfers and international cooperation. The Forum itself provided an opportunity for capacity-building, in the form of mini-workshops held as side-sessions, such as training on how to design and implement migration surveys. Plans are for the IFMS to become an ongoing event.

Joint UNECE/Statistical Office of the European Communities (EUROSTAT) meetings have been held regularly since 1998, convened under the auspices of the CES. Their purpose is to help countries exchange experiences on the methods used for the collection, processing and dissemination of data related to migration statistics, as well as to improve measurement of the size, characteristics and impact of international migration in the UNECE region and beyond. As an example, the most recent meeting was held in 2018, attended by nearly 50 countries, including several from Northern Africa and a number of international organizations. Session topics included the use of longitudinal data for migration statistics, integration of data from censuses, administrative sources and survey for measuring migration, big data, labour migration, asylum seekers and refugees and the global recommendations on migration statistics. Recommendations for future work and methodological task forces were discussed, as well as a list of session topics for the following year.

The International Metropolis Conference and its related Metropolis North America Migration Policy Forum, cater more to a policy than statistical audience, but also include significant data components for some of their sessions. Hosted by the Canadian government, the Metropolis Conference is the largest annual international gathering of experts from academia, government and civil society in the fields of migration, integration and diversity, with over 1,000 delegates attending. With international migration at the top of policy agenda for many countries, this conference provides an opportunity to exchange research and best practices in the policy field. Some topics of discussion include labor mobility, temporary foreign workers, family migration, international students, refugees, settlement, integration and emigration and return migration.

3.2.5

Technical Tools

Development and support of technical tools and new methodologies are another way to improve capacity in countries. For these sorts of activities, financial and technical sustainability can be a challenge, as technology can change rapidly and new software systems can quickly become obsolete. We use the term "technical tools" as a "catch-all" term to cover a broad range of capacity-building activities, from specific technological advancements, to on-line repositories to improve the dissemination and exchange of migration data and even the enhancement of available data sources through the development and implementation of survey modules to measure international migration.

Migration statistics are also a special topic at high-level meetings, such as the Conference of European Statisticians (CES). For example, at the 2014 CES, attended by over 50 countries, there were plenary sessions on the "challenges and opportunities facing the measurement of recent and changing migration patterns" and "methods to improve the measurement of migration." A number of issues were discussed, including the use of new data or integrating existing data sources to improve the quality of migration statistics, data harmonization across data sources and countries, data exchange and mirror statistics to improve emigration statistics and the importance of measuring the social and economic impact of migration.

Finally, some high-level bodies, such as the United Nations Statistical Commission (UNSC), while not instrumental in building capacity themselves, are important for supporting the capacity-building mechanisms of international organizations. Established in 1947, the UNSC is the highest body of the global statistical system, bringing together Chief Statisticians from Member States around the world. As the highest decision-making body for international statistical activities, it sets statistical standards and develops concepts and methods to be implemented at the national and international level. It often includes migration-related statistics as part of the agenda of its meetings and events, such as in 2014, when in response to the High-level Dialogue on International Migration and Development, it called for improvement of the statistical capacity of countries to collect, disseminate and analyze international migration data. The Secretary-General stressed the need for a dedicated capacity-building initiative to assist countries improve the collection of migration data through population censuses, administrative data sources and surveys.

Also, in 2015, 2016 and 2018 refugee statistics were on the Statistical Commission's agenda, which for the first time treated them as an independent discussion item. The Commission supported a proposal to develop a set of international recommendations to improve refugee statistics, including the need for a handbook on statistics on refugees and internally displaced persons. It also encouraged international organizations to provide technical assistance and exchange national experiences, in an effort to increase the capacity of countries to collect, analyze and disseminate statistics on refugees and internally displaced persons.

While knowledge-sharing events can attract a large number of participants and provide an excellent forum for the exchange of ideas, for the most part they are less effective as capacity-building events, being by nature less interactive and less focused on national or regional needs, than training events. Agendas tend to be organized and driven by international organizations, though they do often seek input from member countries. However, these events do serve as excellent venues for building high-level support for capacity-building activities, thus remain an effective tool for capacity-development in general.

Integrated Migration Data Management Framework

There are ongoing efforts to integrate migration data management frameworks in many countries, which are sometimes incorporated into national migration data strategies. Collaboration between different government agencies involved with the production of migration statistics is critical for these endeavors to succeed, as well as development of an appropriate and sustainable technical infrastructure. Several issues need to be addressed, including operational definitions and measures for variables of interest, standardized data collection protocols involved with electronic data processing, quality control checks, data sensitivity requirements, merging of datasets and technical capacity to host data and protocols for data recovery in the event of a data disaster (loss).

A good example of this sort of data integration system is being implemented by the Republic of Georgia (Ministry of Justice, 2017), who developed a Unified Migration Analytical System (UMAS). Started in 2014 and still currently under development, this system links migration-related administrative data collected by different state agencies involved in migration management, using big data technology and advanced analytical software. Coordination between agencies remains critical, while a number of challenges with data cleaning, person identification and data protection have been faced, but the end result will provide new data and a better understanding of migration flows to and from Georgia, as well as the potential for better informed policy discussion.

Increasing the technical ability of a country to measure migration flows to and from the country is another form of capacity-building. An example of a technical tool to improve the capacity of countries to manage and measure international migration flows is IOM's Migration Information and Data Analysis System (MIDAS), which serves as a border management information system, currently operating in almost 20 African countries, particularly in West and Central Africa.⁵ First implemented in 2009, this system collects, processes, stores and analyzes traveler information across borders in "real time," providing statistical evidence for policy-related planning. Using document readers, webcams and fingerprint readers, MIDAS collects biographic data, biometric data, travel documents (examined by different light spectrums), entry and exit data, visa data and vehicle/flight/vessel data. IOM provides installation and training on the use of the system, as well as post-project support to ensure MIDAS's sustainability. Having an electronic border system in place increases the country's capacity to both collect and eventually disseminate, migration data and statistics.

Migration-Related Survey Questions

Migration survey modules, which can be replicated by countries with slight adaptations, are seen as a type of technical tool to advance national capacity to collect information on migration. Adding migration questions to pre-existing household surveys is often promoted as a relatively easy way for countries to increase their capacity to collect migration information. There are a number of advantages to adding migration questions to pre-existing household sample surveys, particularly in countries that lack alternative data sources. In addition to providing detailed information about migration, pre-existing surveys tend to be conducted at a national level, thus increase the representativeness of the data, while additional costs are reduced since questions are simply added to a pre-existing survey. However, using household surveys to measure migration have their own limitations, such as a need for large sample sizes to measure flows, difficulty finding migrants using regular sampling frames (coverage and non-response), question sensitivity (particularly money-related, e.g. remittances),

⁶ Burkina Faso, Chad, Congo, Djibouti, DRC, Guinea, Liberia, Madagascar, Malawi, Mali, Niger, Nigeria, Paraguay, Somalia, South Sudan, Tanzania, Uganda.

respondent recall and respondent burden and other data quality concerns exacerbated by use of proxy respondents.

ILO was an early proponent of adding migration modules to pre-existing labour force surveys. ILO first developed a Labour Migration Module in 2005, consisting of a series of migration-related questions to be added to existing labour force surveys. The module is a tool for improving the collection of data on labour migration, including the socio-demographic characteristics of labour migrants, such as their educational attainment and areas of training before departure, as well as their economic activities, working conditions and their frequency and duration of travel. While module questions cover a wide range of migration topics, special attention is given to the employment situation of current and former migrants and to international remittances. Sections of the module were initially tested in Armenia, Egypt, Ecuador and Thailand in 2006-2007, while it was more recently conducted in the Ukraine and Moldova (2011-2012). In Africa, it was recently added to Zimbabwe and Namibia's labour force surveys and has been recommended for inclusion in other South African Development Community (SADC) countries as well. With ILO support, Zimbabwe has also developed an emigration module to measure the impact of emigration, in terms of skill loss and on households remaining in Zimbabwe.

Similarly, the European Commission has worked with eight Mediterranean countries⁶ to collect data through specialized surveys on migration. MED-HIMS (Households International Migration Surveys in the Mediterranean countries) is a regional program of coordinated international migration surveys providing analysts, policy makers and other stakeholders with detailed information on the determinants and consequences of migration, to better develop migration policy and target development assistance. MED-HIMS consists of several survey modules collecting data on out-migration, return migration, forced migration, intention to migrate, circular migration, migration of highly-skilled persons, irregular migration, type and use of remittances and attitudes and cultural values of people with regard to international migration, as well as relevant information on individuals, households and local communities involved. The first MED-HIMS surveys were carried out in 2013 in Egypt and in 2014 in Jordan, with further surveys to be conducted in Morocco, Tunisia, Algeria and Lebanon in 2018-2020, depending on the availability of international funding.

There have been many other surveys conducted to improve the collection of information on migration, however, many of them are specialized migration surveys and not a means of gaining new information from a pre-existing data source. An example of an internationally supported specialized migration survey was implemented in Armenia in 2014 (IOM, 2014). Conducted by the Armenian National Statistics Service and the Russian-Armenian Slavonic University (RAU), in partnership with IOM, this survey was the most comprehensive specialized migration survey in Armenia. With a representative sample of nearly 8,000 households, it collected information on internal and external movements, immigration, emigration and return migration, migrants' savings and remittances and migration's developmental impact on population and households. Anonymized data from this survey are available from Armenia's NSS and can be used by the public for further research on migration in Armenia, thus builds capacity through dissemination of its data.

3.2.5.3

Data Exchange Platforms/Table Templates

The facilitation of data exchange between countries is an area where international organizations can help coordinate activities. This can take many forms, such as online databases, to which countries can

⁷ Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestine and Tunisia.

contribute information, table templates to report international migration statistics, or other ways to promote the exchange of information. Public accessibility, timeliness of data release, comprehensiveness and user-friendly interfaces should all be attributes to strive for with these products.

Established in 2008, UNECE's Clearing House on Migration Statistics is an online data repository that includes basic migration data provided by eleven countries in Eastern Europe, Caucasus and Central Asia.⁷ Stemming from an international effort to increase data exchange to help with the measurement of emigration (UNECE 2010), it was intended to improve the availability and comparability of regional data by providing a tool for the collection, dissemination and sharing of basic migration data between countries. Providing tables in a centralized location to store and disseminate migration data improves the accessibility of data to outside users, much of which was not publicly available in the past. Not only does it increase the ability to compare data, but it also provides a way to improve emigration estimates by using immigration data from other countries in the region.

The International Labour Migration Statistics (ILMS) Database in the Association of Southeast Asian Nations (ASEAN) is another recent source of regional information on migration statistics (ILO 2018). Developed and launched by ILO in 2014 and funded by the Canadian and Australian governments, it provides a tool for policy makers and others to profile and monitor the international migrant labour force in the region. The ILMS Database collects information from a range of statistical sources relating to international migrants and international migrant workers in the ten ASEAN Member States (FN),⁸ including data on countries' stocks of international migrants and international migrant workers; annual inflows of these groups; and countries' stocks and outflows of nationals abroad.

The UN Statistics Division (UNSD) has recently developed a migration statistics portal, which stores and shares methodologies, data, metadata and technical material related to best practices in collecting, analyzing and disseminating migration data.⁹ Having a centralized location for this information provides another tool for building capacity in member countries. The portal currently contains information on how population censuses collect information on international migration from the 2010 and 2020 collection rounds. UNSD is also developing standardized migration questions to be used on population censuses, which will also be included in this portal. This serves as a companion to UNDESA's long-standing United Nations Global Migration Database (UNGMD), a collection of data on migrant stock by country of birth and citizenship, sex and age.¹⁰

Launched in 2016, IOM's Migration Data Portal is another example of a repository of international migration statistics.¹¹ The goal of the Portal is to provide timely and comprehensive migration statistics and information about migration data globally. Designed to be easily accessible, it serves as a central point of access for policy makers, NSOs, the media, or anyone interested in migration. The Portal includes migration statistics on stocks and flows by various characteristics and migrant types, as well as information on trafficking, integration and well-being, forced migration, remittances, migration policies and public opinion including through data from the Gallup World Poll. It also includes additional resources organized under various topics, guidance materials on migration data, the SDGs and the GCM, as well as blogs and video links.

⁸ Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Republic of Moldova, the Russian Federation, Tajikistan, Ukraine and Uzbekistan. See: https://w3.unece.org/PXWeb2015/pxweb/en/STAT/STAT__30-GE__99-MCH_1

⁹ Indonesia, Thailand, Malaysia, Singapore, Philippines, Vietnam, Cambodia, Myanmar (Burma), Brunei and Laos. See: <http://apmigration.iilo.org/asean-labour-migration-statistics>

⁹ See: <https://unstats.un.org/unsd/demographic-social/sconcerns/migration/#statistics>

¹⁰ See: https://esa.un.org/unmigration/logon_sql.aspx?ReturnUrl=%2funmigration%2flogon.aspx

¹¹ See: https://migrationdataportal.org/?i=stock_abs_&t=2017

Finally, the FMM West Africa project has been collaborating with UNDESA and IOM's GMDAC to develop a template to tabulate migration-related census data and regional migration data management guidelines. The table templates collect basic stock information by sex, country of birth, country of citizenship, age and educational status, as well as immigration and emigration flows by entry type. The template has solicited input from West African NSOs and future workshops will assess the effectiveness of reporting data using these templates.

As can be seen, there are a wide variety of technical tools which can be used to build capacity in countries. These range from electronic monitoring systems, combined with survey questions, standard migration modules to harmonize collection of migration data across many countries, on-line data collection and dissemination systems to improve access to migration information and the development of standardized templates to report migration statistics. For these sorts of endeavors, it is important for countries to receive long-term support, since technological advancements can quickly outpace infrastructure capacity in many countries.

3.3 | EVALUATION OF CAPACITY-BUILDING ACTIVITIES

What does a good practice on data capacity-building look like? This is not an easy question to answer and it differs by the type of activity carried out. In general, the end result of these activities should be an improvement in the ability (for both data producers and users) to collect, release and use quality migration statistics. Data quality and availability should become better, along with increased usage, demand and funding for such work. As part of this growth in capacity, accessibility and communication about migration data and statistics should improve, along with users' confidence in their accuracy and their use in policy-making decisions.

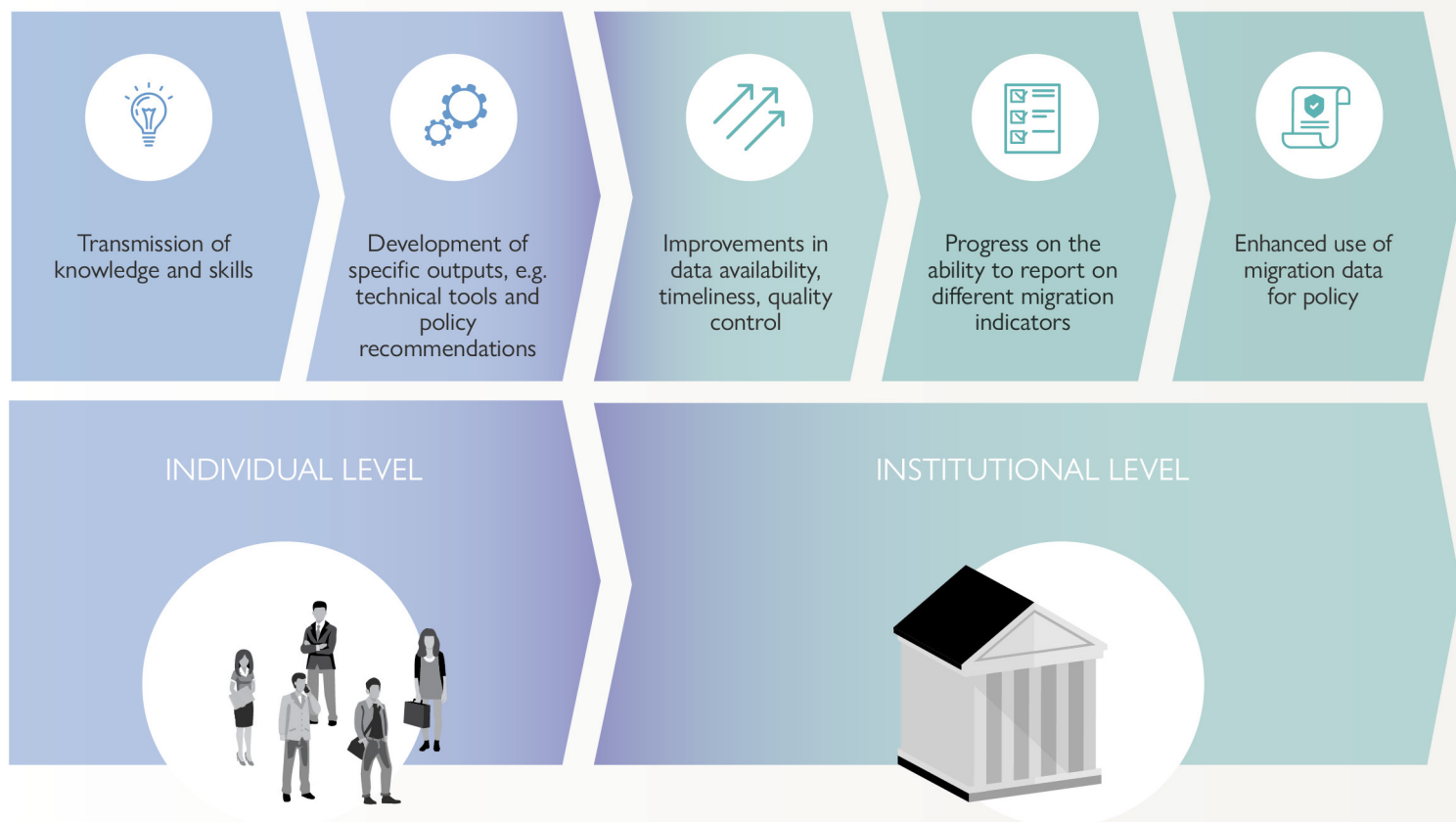
Though strengthening legal frameworks and building human capacity are two dimensions with documented positive achievement for improving statistical capacity (World Bank, 2017), it is difficult to assess the effectiveness (or "success") of specific migration-related capacity-building activities carried out by various organizations. Given the limited documentation about various activities and the lack of external evaluations, one is left with the task of listing activities carried out, with no ability to evaluate their effectiveness, especially from a long-term perspective. One of the keys to successful capacity-building is sustainability, in terms of both financial and human resources, though these are often outside the control of the development partner. Long-term commitment to the capacity-building process from all parties is an important factor in its long-term sustainability. As also discussed previously, early and frequent engagement with stakeholders is important to increase local buy-in and political will to improve and use international migration data for policy decisions.

A detailed discussion of how to conduct the evaluation process is beyond the scope of this paper, but the benefits of capacity-building can impact individuals, other workers in an organization, as well as the organization as a whole. The main benefits to trainees include increased knowledge on topics, confidence, competence and potentially future promotion. At the organization level, organization efficiency can be enhanced through new practices and potential innovations conducted by trainees. Pre- and post-evaluation are the most common methods to assess the effectiveness of training. Examples of post-evaluation questions include: skills learned from training regularly applied to their job; what aspects of training were passed on to others; the main personal benefits of the training; what factors (if any) have hindered use of skills/knowledge learned in training; and what technical output or policy recommendations have developed as a result of the training (World Bank, 2008).

In general more attention has been paid to assessing training outcomes on individuals than on organization or institutional capacity. From a migration statistics perspective, improvements in the availability of data, data reliability and validity, timeliness and quality control could all be measurable outcomes of success. The World Bank's Statistical Capacity Indicator (SCI) is one method to measure statistical capacity, as it assigns a composite score to assess the capacity of a country's statistical system, based on publicly available information on methodology, data sources, periodicity and timeliness of statistics (World Bank, 2018). In absence of this indicator, progress on the ability to report on various migration indicators or provide data for specific table shells, is another measure of progress. For example, UNSD regularly reports on the number of countries which include basic migration questions, such as on country of birth, nationality and year/period of arrival in the country, in their population censuses. Progress on the ability of countries to report basic migration indicators, as outlined by ECOWAS' guidelines, could be another measure of successful capacity-development.

Figure 3: Evaluating capacity-building activities: measures of progress

EVALUATING CAPACITY-BUILDING ACTIVITIES: MEASURES OF PROGRESS



CONCLUSIONS AND RECOMMENDATIONS

Enhancing the capacity of countries to improve international migration data is a common goal for many international organizations, data producers and data users, in that it improves the ability to make sound policy decisions and inform the public debate about migration. This report analyzes good practices in migration data capacity-building, providing examples of activities conducted in countries to improve the collection, management, analysis and dissemination of migration information. A number of activity types were identified, including the production of technical documentation (e.g. handbooks), training workshops, knowledge-sharing events and a variety of technical tools. While not an exhaustive list, it is hoped that these can serve as examples of good practices in the capacity-building field, particularly in West Africa.

Capacity-building needs to be a long-term, continuous process, which includes buy-in from all stakeholders and long-term commitment from sponsors. This will increase the potential of sustaining any progress made during the capacity-building process, eventually becoming an endogenous process. While training is a critical component, capacity-building activities also need to focus on human resource development, organization development and institutional development. In countries without a legal framework for statistical activities, supporting development of laws and regulations to guide these activities is important and for those with existing legal frameworks, ensuring NSOs are provided with more professional and technical independence is important (World Bank, 2017). As such, migration data capacity-building work needs to be further aligned and integrated in national statistical data plans, or through the development and monitoring of national SDGs, as applicable.

At the individual level, providing individuals with skills, knowledge and training to perform more effectively is important, while increasing the ability of data producers to effectively analyze migration data is an area for future development. Focus on training of policy makers and other data users on the applied use of migration statistics should be a greater part of international capacity-building efforts, as highlighted in a recent World Bank evaluation report (World Bank, 2018). It is also imperative to stress the potential use of data for policy making, effectively disseminate statistics and teach users how to use the data. This would increase support from various high-level stakeholders and help advocate for the sustainable use of these statistics.

At the organizational level, long-term commitment is necessary, as is customization of training for local conditions. This can be problematic when promoting internationally standardized and harmonized methods to define, collect and disseminate migration statistics, as local conditions (e.g. data structure) can be difficult to adapt to. Additional emphasis on building partnerships between statistical organizations, policy makers and other stakeholders, at both the national and regional level, is needed. This could improve communication and collaboration between different national agencies and is an area where international organizations could exert more effort. For example, training that only targets the statistical office will be ineffective, if other agencies or ministries produce and control the data (e.g. administrative sources). Further, concrete examples for best practices for establishing coordination and collaboration mechanisms between migration data users and providers would be useful. At the regional level, it is important to understand that the capabilities of all countries are not the same and that a single strategy might not work for all countries.

At the institutional level, it is necessary to have high-level endorsement from decision makers and to make sure country priorities are integrated into national policies. High-level meetings, like those of the UNSC or the Global Forum on Migration and Development, can provide a justification for incorporating migration statistics into national policies and for international organizations to continue to support capacity-building activities. Development of national data strategies targets institutional capacity, thus enabling the capacities of organizations, institutions and agencies via regulatory changes. Data assessment activities, like those conducted as part of Migration Profile exercises, can help support these efforts.

In addition to providing capacity-building activities, there should be some assessment of the effectiveness of these activities for building sustained capacity in these countries. An assessment of specific capacity-building activities was beyond the scope of this report, but could be an area for future work. Furthermore, improving the transparency of capacity-building activities from various actors should be encouraged, via release of more public information about specific activities, thereby enhancing knowledge-exchange, synergies and collaborations between various international organizations. In addition, it would also be useful to assess the extent to which data are used for policy purposes, particularly across African countries. These actions would also provide some measure of the effectiveness of these capacity-building activities. As such, enhancing the capacity of countries to improve the production of international migration statistics remains a critical goal, as it remains key for monitoring, managing and developing migration policies throughout the world. This is particularly pertinent with both the recent adoption of the GCM and the inclusion of migration indicators on the 2030 SDG Agenda. The role of international organizations in these endeavors is crucial, though efforts should continue to be made to deliver the most effective capacity-building activities possible.

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