

Background paper¹

Roundtable 1: Migration and Development through National Strategies: Enhancing the Effectiveness of Domestic Policies

Roundtable Session 1.2

From Global Agreement to Implementation – National action plans for migration-related Sustainable Development Goals (SDGs)²

Introduction

On 27 September 2015, the UN General Assembly adopted the 2030 Agenda for Sustainable Development, an ambitious global framework applying to all countries over the next 15 years and aiming to end all forms of poverty, fight inequalities and tackle climate change, while ensuring no one is left behind. Migration is a transversal theme in the agenda as a global phenomenon that affects all countries in both the Global North and South, which is in line with the universal approach of the SDGs. It is therefore relevant to all 17 goals of the SDGs, and can be related to most of the 169 targets in the Agenda.

A number of targets specifically mention migration, for instance on the retention of health workers (3.c), international scholarships (4.b), counter-trafficking (5.2/8.7/16.2), labour migrant rights (8.8), remittances (10.c), the creation of legal identity (16.9), and migration data (17.18). Furthermore, SDG target 10.7 – considered as the cornerstone for migration in the 2030 Agenda – refers to safe, regular, orderly and responsible migration through planned and well-managed migration policies, hence serving as an umbrella target for all migration aspects of the SDGs. The overarching goal is to ensure that migration yields its full potential as a catalyst for inclusive growth and sustainable development, to enable migrants as major actors

¹ This paper has been prepared by IOM and UNDP, based on inputs from the RT 1.2 co-chairs Norway and Bangladesh, and other RT Government Team members during and between the Roundtable Preparatory Sessions. The purpose of the paper is to inform and stimulate discussion during the GFMD Summit Roundtable 1.2 in June 2017. It is therefore not exhaustive in its treatment of the theme and does not necessarily reflect the views of the authors, the GFMD organizers or the governments or international organizations involved in the GFMD process.

² While this paper only refers to the 2030 Agenda, and in particular the Sustainable Development Goals, it is equally relevant to other relevant agendas such as the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, the Sendai Framework for Disaster Risk Reduction 2015-2030, the Paris Agreement within the United Nations Framework Convention on Climate Change (UNFCCC), the New Urban Agenda adopted in Habitat III and others.

of sustainable development and in turn, to ensure that sustainable development fosters the wellbeing and safety of migrants and of the communities.

In September 2016, UN Member States have adopted the New York Declaration for Refugees and Migrants, through which its Member States committed to developing a Global Compact for safe, orderly and regular migration (GCM). This compact will serve as a framework for comprehensive international cooperation on human mobility. As outlined in the resolution on modalities for the intergovernmental negotiations of the global compact for safe, orderly and regular migration³, the GCM should be “guided by the 2030 Agenda for Sustainable Development”. However, this raises two main questions: i) what may be lessons learnt from the implementation of migration-related aspects of SDGs, and how can it *guide* the development and implementation of the GCM; and ii) what will be the nature of the relationships between the commitments to be taken in the GCM, and the ones of the 2030 Agenda.

This paper intends to reflect upon the potential synergies and interlinkages between the GCM and the 2030 Agenda. In this regard, this paper will:

- I. Take stock of lessons learned from the implementation of migration-related SDG targets at the global, regional, national and local levels; and how these can inform the GCM process;
- II. Reflect on ways in which the GCM can be guided by the 2030 Agenda, and how the migration aspects of SDGs can further be achieved through the GCM;
- III. Propose ideas for concrete action.

In so doing, the main purpose of this paper is to spark a reflection on the best ways to utilize existing mechanisms and avoid duplication in the context of the SDG implementation and GCM elaboration.

1. Key issues: most important aspects for policy debate

What can be learned from the SDG implementation of migration-related targets?

Two years after the adoption of the 2030 Agenda, many countries have started putting in place solid plans of action to: i. map existing national plans and frameworks against the SDGs; ii. define the institutional architecture to support SDG implementation and monitoring, and promote policy coherence across multiple sectors and at the different levels of government; iii. formulate long-term visions covering the full duration of the 2030 Agenda; and iv. make and track progress on SDGs. Hence, a few lessons can already be learned from the current experience.

A- Need for awareness raising and building capacity

Migration is widely mentioned across the 2030 Agenda; it is one of the various cross-cutting aspects that governments will need to consider including in the strategy towards achieving the SDGs. Public awareness campaigns involving a multitude of stakeholders and using technology and social media to engage the public on the SDGs need to mainstream migration more effectively. Training and workshops held for civil servants and technical staff of government agencies, parliamentarians, mayors and other key stakeholders

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to familiarize themselves with the 2030 Agenda should mainstream migration more systematically in materials and presentations.

It is important to raise awareness and build greater understanding on how migration is reflected in the 2030 Agenda, not only in SDG targets that specifically mention migration, but also as one of the cross-cutting themes that is relevant to almost all targets. While some awareness raising campaigns have been launched by IOM, UNITAR and other Global Migration Group (GMG) agencies, more dialogues within and among national, regional and local governments and stakeholders to identify the individual needs of States and provide policy and technical support are crucial. Learning material need to be developed and rolled out in order to make sure migration does not get lost in the myriad of other issues to be dealt with. Training materials and other communication tools prepared by member states and the UN agencies that put forward migration in the implementation of SDGs should be more widely disseminated, to foster peer-learning and build on good practices.

Similarly, once adopted, the GCM should be accompanied by concrete tools to build Member States' capacity to implement concrete policies, programmes and actions geared towards achieving safe, orderly and regular migration. It should also consider broad-based institution and capacity building beyond trainings and workshops with strong emphasis on the intersectionality between the SDGs and the GCM.

B- Need to contextualize the commitments

A prominent feature of the 2030 Agenda is that its global commitments need to be owned and contextualized by national and local governments. Countries are asked to prioritize and adapt the global list of SDGs, targets and indicators to their national and local contexts. Consequently, several countries have included migration in their national and local plans for implementing SDGs. In countries like Morocco, experiences have shown that integrating human mobility into national development strategies requires comprehensive national discussions with diaspora organizations, immigrants, civil society and local governments. Current similar discussions are also taking place in other countries, such as Bangladesh, Ecuador, Jamaica, Kyrgyzstan, Moldova, Serbia and Tunisia.

Likewise, the GCM process will focus on universal commitments that equally apply to countries with differing political, economic, and migration contexts. It is important for states to then translate these commitments into national priorities. To support national efforts, UNDP and IOM have prepared a global guidance note on integrating migration and displacement into the UN Development Assistance Frameworks (UNDAFS) within the framework of the GMG Working Group on Mainstreaming in consultation with its members. This builds on the previous GMG Handbook on Mainstreaming Migration into Development Planning developed in 2010.

This process usually starts with an assessment of national and sub-national development plans against migration-related SDG targets. The assessments provide a gap analysis of the migration-related SDG targets that should be considered but are not prioritized in the current overall and sector-based plans. The inter-linked framework of the SDGs provides the space to enhance the positive effects of migration and minimize the risks and vulnerability associated with it.

C- Need to improve monitoring mechanisms through better data collection and analysis

Progress has been made with regards to migration-related indicators in the past two years; however, compared to some of the other key issues contained in the 2030 Agenda, migration data is still scarce. At the global level, several migration related indicators have been endorsed by the Inter-Agency Expert Group on SDG indicators. Among the indicators that were adopted by the UN Statistical Commission in March 2016, only the indicator related to target 8.8 on the rights of labour migrants, especially women migrants, is deemed to have a fully developed methodology (tier-I). Indicators on recruitment costs, on migration policies, on human trafficking, are all ranked tier-II; i.e., “Indicator conceptually clear, established methodology and standards available but data are not regularly produced by countries” or tier-III; i.e., “Indicator for which there are no established methodology and standards or methodology/standards are being developed/tested”.⁴ The GFMD itself has increasingly come to focus on the review and implementation of migration-related SDGs, in particular by establishing the GFMD ad-hoc Working Group on the 2030 Agenda and the Global Compact on Migration.⁵

Several new initiatives have led to promising results. Related to SDG 3, the Migrant Integration Policy Index (MIPEX) Health strand is a questionnaire designed to supplement the existing seven strands of the MIPEX, which monitors policies affecting migrant integration in 38 different countries in Europe, Asia, North America and Oceania. The Health strand questionnaire is based on a consultation process which involved researchers, IGOs, NGOs and a wide range of specialists in health care for migrants. The questionnaire measures the equitability of policies relating to four issues: i. Migrants’ entitlements to health services; ii. Accessibility of health services for migrants; iii. Responsiveness to migrants’ needs; and iv. Measures to achieve change. The project is a EC funded collaboration of IOM, the Migrant Policy Group and COST Action IS103 ‘Adapting European health services to diversity’.

The Sutherland Report also mentions the key role that can be played by IOM’s Global Migration Data Analysis Center in Berlin, in giving policy advice through independent research. More specifically the work realized by IOM and the Economist Intelligence Unit on a Migration Governance Index can help governments assess their migration policies, in light of achieving SDG target 10.7. While avoiding unnecessary comparison between states, this tool can be used on a voluntary basis by states who wish to assess their migration policy architecture in the context of the GCM.

Hopefully, the GCM process can benefit from and further expand on some of the promising new initiatives that stemmed from the push towards a solid follow-up and review mechanism for the SDGs, and further accelerate the work dedicated to improve the quality, availability, and timeliness of migration data, to enable policy makers to make evidencebased decisions.

D- Need to mainstream migration across sectors and levels of governance

Mainstreaming migration into development planning is a key component of well-managed migration policy. Mainstreaming migration into sectoral policies in Sri Lanka and Thailand regarding health policies and

⁴ See https://unstats.un.org/sdgs/files/meetings/iaeg-sdgs-meeting-04/Tier%20Classification%20of%20SDG%20Indicators_21%20Dec%20for%20website.pdf

⁵ Established as “Ad-Hoc Working Group on the 2030 Agenda” in 2016.

adopting an inter-sectoral approach to address the health of migrants are pertinent examples. Sri Lanka has adopted the Inter-Ministerial and Inter-Agency Coordination Framework for the development and support of the National Migration Health policy, which coordinates many sectors involved in promoting the health of migrants and families left-behind. Thailand successfully raised the migrant issue within health policies as a national agenda and as one of the regional priorities in the ASEAN Post-2015 Health Development Agenda.

In Zambia, a national action plan on addressing mixed and irregular migration was developed. Prioritized actions include support to relevant communities and panels for coordination on thematic areas at multiple levels; implementation of protection tools, training on addressing mixed and irregular migration; improved collection and management of data; and developing mechanisms for facilitating alternatives to detention. Israel has made substantial efforts on integration with the elaboration of their *Ulpan Program* which consists of an intensive Hebrew Language Programs for new immigrants which are usually housed within [Absorption Centres](#), all along the country.

Funded by Switzerland, the Global Joint IOM-UNDP Programme on Mainstreaming Migration into National Strategies (2011-18) also works with governments to include migration into national development planning, and establishes coherent UN country team approaches to migration and development. The programme is currently implemented in eight countries: Bangladesh, Ecuador, Jamaica, Kyrgyzstan, Moldova, Morocco, Serbia and Tunisia.

In order to accelerate the implementation of SDGs at the national level, some 11 Mainstreaming, Acceleration and Policy Support (MAPS) missions were conducted in 2016 and an additional 40 missions are planned for 2017. The outcomes of these missions have been roadmaps for government to nationalise and localise the SDGs. These roadmaps include: convergence through rapid integrated assessments (RIA), institutional arrangements to promote coherence and coordination, advocacy, financing, data collection and reporting, and acceleration opportunities for greater impact. Stakeholders recognise the importance of looking at migration during these processes. For example, migration issues have emerged in the Jamaica MAPS mission related to the role of diaspora bonds in financing the SDG implementation. In Mauritius, the issue evolved around increasing access to skilled labour to ensure economic growth. This being said, more can be done to systematically include migration in this SDG acceleration process.

At the local level, the Joint Migration and Development initiative (JMIDI) provides technical and financial support to up-scale existing locally-led migration and development initiatives across 16 projects in eight target countries building on the lessons learnt from this, and encourages the mainstreaming of migration into local and national development planning for enhanced migration governance for development.

2. Main controversies: conflicting interests and views

Linking the Global Compact, SDGs and other development frameworks

With these lessons in mind, a critical task for governments as they develop the GCM will be to define its relationship and interlinkages with the 2030 Agenda and other major frameworks. This is an important

question not only from an operational perspective – in terms of ensuring consistent and complementary action at the country level – but also from an institutional perspective vis-a-vis the international system. For instance, the nature of the relationship could have implications for, amongst other things, how follow-up and review discussions will be conducted, and how to weave such follow-up and reviews in existing mechanisms in order not to overburden the States. Crucially, the GCM is also likely to play a central role in defining how the substantive aspects of migration are addressed from a conceptual perspective.

With regards to implementation, the GCM can be used as a means to untangle and present concrete steps to achieve the SDGs. All actions that will be taken towards achieving the GCM agenda will contribute to furthering countries' implementation of migration-related SDG targets. Conversely, all actions taken towards realizing migration aspects of the SDGs are contributing to achieve safe, orderly and regular migration, a concept at the core of all migration aspects of the 2030 Agenda.

Given this natural link between the two processes, it will be important for the follow-up and review architecture of the GCM to build upon, and complement the one created for the SDGs. The recurring call to strengthen the capacity to collect and analyse migration data will be central to this question. By pursuing innovative sources, and uses of migration data, the GCM may create new opportunities for states to assess their progress on migration aspects of the SDGs.

New, emerging, or steadily evolving issues, such as migrants in vulnerable situations, or the links between migration, environment and climate change, could also be given a political boost and dedicated attention. In that respect, the GCM could potentially provide an opportunity to discuss issues not yet addressed in the SDGs and other frameworks, in order to contribute to a more holistic and complete reflection of migration across all of its dimensions.

The framework produced by the GCM negotiations may contribute to report on a yearly (on relevant SDG targets) or quadrennial (on target 10.7) basis to the High Level Political Forum (HLPF), on how the international community progresses towards safer, more orderly and more regular migration that benefits migrants and societies. Creating a follow-up and review mechanisms to report the progress made on migration-related commitments on a regular basis could ensure that the Global Compact and the SDGs can reinforce each other's implementation.

3. Ideas for action

Based on this brief review, the following actions can be recommended:

- a. GFMD Members to hold dialogues within and among national, regional and local governments and stakeholders to identify the individual needs and gaps to develop national action plans and policies on migration;
- b. GFMD Members to participate in the development of learning material on the SDGs and its dissemination, ensuring the links with GCM;
- c. More work needs to be done on improving migration data collection, analysis, and use to help policymakers make evidencebased decisions and guide the discussions on SDGs and GCM. For instance countries could elaborate “migration data plans”;

- d. More systematic approaches to include migration in national and local SDG plans of action, UNDAFs and National Development Plans, including in the context of MAPS missions should be identified and where they exist disseminated as best practices;
- e. Thematic reviews of migration-related SDGs could be directly linked with the follow-up and review mechanism of the GCM commitments;
- f. The GCM follow-up and review mechanism could be used to report to the HLPF on the state of migration governance on a yearly or quadrennial basis.

4. Guiding questions for the GFMD Summit Roundtable

- Given the already ongoing SDG implementation processes, what are best practices of GFMD member states in mainstreaming migration in the implementation of goals and targets?
- Which good practices of efficient and effective inter-ministerial and central-local government coordination mechanisms regarding the implementation of the SDGs can be shared? How effective is the establishment of migration-specific coordination mechanism for SDG implementation?
- Which specific actions have they taken at the national level to achieve targets 10.7, 10.c, 3.8, 3.c, 4.b, 8.8, 16.9 and 17.18 and which of these addressed in the framework of migration partnerships (North-South / South-South) could be replicated? Which overall actions have been taken to mainstream migration policies and to protect especially vulnerable migrant groups particularly women and girls?
- Which recommendations can be made to the HLPF on the implementation of migration-related SDGs?
- How should the GCM be linked to the 2030 Agenda and other relevant frameworks?
- How can the implementation of policies facilitating “orderly, safe, regular and responsible migration”, including planned and well-managed migration, be monitored and measured?
- How to ensure GCM mechanisms feed directly into the 2030 Agenda monitoring and reporting mechanisms?