International Dialogue on Migration (IDM) 2016
Assessing progress in the implementation of the migration-related SDGs

Intersessional Workshop, 11 - 12 October 2016

Background paper

Following up on the 2030 Agenda for Sustainable Development's commitments towards migration:
Challenges and opportunities

The International Organization for Migration (IOM) held the first session of the International Dialogue on Migration (IDM) 2016 on 29 February and 1 March at the United Nations in New York under the theme "Follow-up and review of migration in the SDGs".[1] Attendees discussed the migration dimensions of the Sustainable Development Goals and the mechanisms available for their implementation.

On 11 and 12 October at the Palais des Nations in Geneva, IOM will hold its second IDM workshop on "Assessing progress in the implementation process of migration-related SDGs". The workshop will analyse and discuss good practices, progress and lessons learned a year after the adoption of the United Nations 2030 Agenda for Sustainable Development (2030 Agenda); a year during which States, international organizations and other relevant stakeholders have been confronted with the first concrete implementation challenges. This paper examines the implementation process of the migration-related Sustainable Development Goals and addresses the main challenges left open by the recommendations of the first workshop.

Background

By including migration in the Sustainable Development Goals, the international community endorsed the consensus that, when well governed, migration can be a vehicle for development, with migrants as a driving force. The 2030 Agenda includes important references to human mobility across the breadth of its 17 Goals, most importantly urging States in a stand-alone target (target 10.7) to "Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies". A number of other specific targets also relate to migration's relationship to health (target 3.8), labour rights (target 8.8), trafficking (targets 5.2, 8.7 and 16.2), remittances (target 10.c), disaster risk reduction, resilience and the environment (Goals 1, 11 and 13), as well as cities (Goal 11) and disaggregated data including by migration status (Goal 17), to name but a few.

While the historic inclusion of migration in mainstream development policy is an achievement in itself, the real challenge will be to ensure that all stakeholders implement and reach the Goals and targets set in the 2030 Agenda by the time of the High-level Political Forum in 2030.[2] For this, attention and resources need to be mobilized, new partnerships need to be created, and mechanisms for collecting and reviewing data on migration and the progress

---

[1] To learn about the first IDM workshop "Follow-up and review of migration in the SDGs", see www.iom.int/international-dialogue-migration-2016-follow-and-review-migration-sdgs.
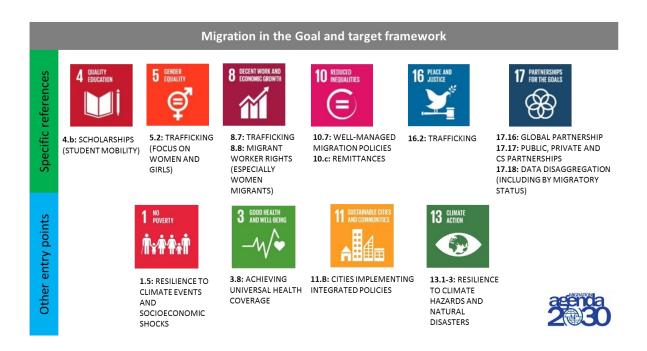
[2] The High-level Political Forum on Sustainable Development is the United Nations central platform for review and follow-up to keep track of the progress of implementing the 2030 Agenda.

achieved in implementing the migration-related Goals and targets need to be greatly improved. This background paper will consider some of these challenges and discuss solutions that can be envisaged.

Challenge 1: The need for institutional synergy for follow-up and review of migration in the Sustainable Development Goals

The 2030 Agenda describes a four-layered architecture for follow-up and review at the global, regional, national and thematic levels. It will be important in coming years to make the best of this complex structure to ensure thorough follow-up and review of migration aspects of the Sustainable Development Goals, while avoiding confusion and duplication among various actors and forums.

The following figure gives an overview of the references to migration and migrants in the Goal and target framework of the 2030 Agenda.

At the global level, the Inter-agency and Expert Group on Sustainable Development Goal Indicators has developed a list of 230 indicators that were adopted by the Statistical Commission in March 2016 and that are meant to monitor progress, inform policy and ensure accountability of all stakeholders involved in the follow-up and review process. The Inter-agency and Expert Group, composed of 27 member States and including regional and international agencies as observers, is continuing its work to strengthen the methodologies of tier-III indicators (that is, those with methodologies that are in the process of being developed). This is the case for indicator 10.7.2 on the "Number of countries that have implemented well-managed migration policies". Other indicators relevant to migration – including those on human trafficking (indicator 16.2.2) and recruitment costs (indicator 10.7.1) – have established methodologies, and relevant data are regularly collected and analysed by national statistical agencies and other entities. For each indicator, a number of custodian agencies are tasked to assist member States in gathering the necessary information to report progress achieved.

At the regional level, the United Nations General Assembly resolution 70/299 on "Follow-up and review of the 2030 Agenda for Sustainable Development at the global level" "Encourage*s* Member States to identify the most suitable regional or subregional forums and formats, where appropriate, as a further means to contribute to the

follow-up and review at the high-level political forum, recognizing the need to avoid duplication, and welcomes the steps taken in this regard" (paragraph 10).[3] The multi-stakeholder forums, such as the Regional Consultative Processes on Migration, which serve as platforms for dialogue and information exchange on migration-related issues, could serve a useful role in discussing and sharing successes, impediments and challenges within the context of Sustainable Development Goal follow-up and review.

At the national level, countries are asked to translate the list of global indicators into national ones. Several countries have already achieved the indicator on remittance costs (10.c.1, "Remittance costs as a proportion of the amount remitted") and have used the indicator as an opportunity to go further in their commitments. These countries could, for instance, endeavour to improve financial literacy by using national-level indicators such as assessing whether provisions made for increasing financial literacy of individuals receiving remittances are integrated in the national migration strategy.

At the thematic level, the annual themes of the High-level Political Forums allow for review of cross-cutting issues (General Assembly resolution 70/1, paragraph 85),[4] as well as new and emerging issues (draft resolution 70/L.60, paragraph 2).[5] Each year, a set consisting of five to six Goals will be reviewed in depth under a given theme. The themes of the next three years are as follows:

Year	Theme	Goals
2017	Eradicating poverty and promoting prosperity in a changing world	1, 2, 3, 5, 9 and 14
2018	Transformation towards sustainable and resilient societies	6, 7, 11, 12 and 15
2019	Empowering people and ensuring inclusiveness and equality	4, 8, 10, 13 and 16

On 19 September, the United Nations Summit for Refugees and Migrants addressing large movements of refugees and migrants adopted a political declaration – the New York Declaration for Refugees and Migrants – and two annexes: Annex I endorsing a Comprehensive Refugee Response Framework and setting a path towards a global compact on refugees, and Annex II – Towards a Global Compact for Safe, Orderly and Regular Migration. The Global Compact for Safe, Orderly and Regular Migration will likely be a range of principles, commitments and understandings on international migration in all its dimensions – humanitarian, developmental, human rights related, and the like – within a framework for comprehensive international cooperation on migrants and human mobility, guided by the 2030 Agenda and the Addis Ababa Action Agenda, to be adopted at an international conference in 2018. As outlined in Annex II, the United Nations Secretariat and IOM will jointly service the negotiations, the former providing capacity and support and the latter extending the technical and policy expertise required.

---

[3] Available from www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/70/299.
[4] United Nations General Assembly resolution 70/1 of 25 September 2015, Transforming our world: The 2030 Agenda for Sustainable Development, available from https://documents-dds-ny.un.org/doc/UNDOC/GEN/N15/291/89/PDF/N1529189.pdf?OpenElement.
[5] Draft resolution submitted by the President of the General Assembly, 26 July 2016, Follow-up and review of the 2030 Agenda for Sustainable Development at the global level, available from https://documents-dds-ny.un.org/doc/UNDOC/LTD/N16/237/30/pdf/N1623730.pdf?OpenElement.

Challenge 2: The need for institutional capacity-building

To implement the right measures and strategies that will help countries achieve migration aspects of the Sustainable Development Goals, more must be done to enhance Member States' awareness and understanding of relevant migration-related targets. For instance, the IOM Migration Governance Framework can be a departure point to train countries on what it means to have well-managed migration policies. The Framework is the first and so far only internationally agreed document outlining how migration is best governed in a coherent and comprehensive way. IOM Member States welcomed the Migration Governance Framework through Council Resolution No. 1310, approved on 24 November 2015,[6] and encouraged States to use the Framework to enhance their own governance of migration and mobility, with support from IOM. This tool enables countries to identify weaknesses or gaps in policies affecting migrants and migration governance, and to take decisions on policy priorities and establish the sequencing of initiatives that would produce sustainable results in line with the specific migration trends in the country.

In addition to enhancing countries' understanding of the issues in the Goals, States need to enhance their capacity to collect, analyse and disseminate migration data to be able to properly identify gaps, take adequate measures to implement migration aspects of the Goals and review progress of those Goals that are migration related. Timely data on migration and displacement are often scarce, making it difficult for decision makers to develop effective and evidence-based migration policies. Even when migration statistics do exist, policymakers may not make full use of them, because data are often scattered between different stakeholders and countries or may be unreliable.

It is also important to develop or improve tools and methodologies that will help Member States to identify gaps and track progress on implementing migration aspects of the Sustainable Development Goals. IOM and the Economist Intelligence Unit have developed a Migration Governance Index that will be a reference point for countries in assessing their migration governance policies and institutions in relation to target 10.7. The Migration Governance Index uses 73 qualitative questions to measure performance across five domains, drawn from the Migration Governance Framework. It is a gap analysis tool that functions as a policy-benchmarking framework; it is not meant for ranking countries on their migration policies, but rather aims to offer insights on policy levers that countries can action to strengthen their migration governance, as well as identify best practices of future programming.

Challenge 3: Creating new partnerships

> "We need to build bridges between all UN entities because that is what the 17 Goals of the new Agenda are all about." – Dr David Nabarro, United Nations Secretary General's Special Adviser on the 2030 Development Agenda

While it is evident that each country should translate the Sustainable Development Goals into nationally owned commitments, no single State will be able to successfully implement all the Goals on its own. Similarly, the Goals cannot be approached by international organizations and other relevant actors in a territorial fashion. With such a complex set of targets and Goals, it is no longer adequate for stakeholders to function in an insular fashion.

This also means a broader inclusion of civil society organizations and the private sector. In migration forums such as the IOM Council, the IDM or the Global Forum on Migration and Development, there has been stronger interest and involvement of non-governmental actors in recent years. This was also the case in the consultations surrounding the Migrants in Countries in Crisis Initiative, for which IOM serves as the secretariat, which organized special consultations for civil society organizations and the private sector.

---

[6] Available from https://governingbodies.iom.int/system/files/en/council/106/C-106-RES-1310%20MIGOF.pdf.

Collaboration must also be strengthened among all levels of governance, especially with local authorities that are at the forefront of managing the opportunities and challenges stemming from migration. As the Mayor of Montreal, Mr Denis Coderre, stated during the first IDM workshop in New York: "Migration is first of all a local and urban reality. It is foremost the fact of leaving one locale with the hope of putting down roots in some other place. And thus it is at the local level that the migration succeeds or fails. It is in our cities that diversity becomes a fertile resource to build a brighter future. And it can also become in our cities a source of tension." The New Urban Agenda will further strengthen the role of local actors in the implementation of the Goals. Moreover, it proposes to offer cities a policy framework through which to support national implementation efforts, thus enhancing the effectiveness of the Goals.

Challenge 4: Channelling new resources to finance migration and development projects

Panellists expressed the view during the first IDM workshop in New York that target 10.b on encouraging financial flows, including foreign direct investment, and target 10.c on reducing transaction costs of migrant remittances both open avenues for diversified funding. Yet it is important to understand the limitations of remittances and to take into consideration the conditions under which they are earned and used. Ethical recruitment and full respect of migrant rights are essential if remittances are to positively contribute, and not hinder, sustainable development. To this end, the promotion of the elimination or minimization of recruitment costs for workers will increase their net gains and could increase remittance transfers.[7] For instance, according to the International Labour Organization, if recruitment fees were eliminated entirely, in line with the Organization's standards, the savings for migrants could be as much as eight times the amount of the recruitment fees paid.[8]

Remittances are multidirectional, voluntary and private international monetary transfers that migrants make, individually or collectively, to people with whom they maintain close links. Remittances can be a significant resource for achieving sustainable development. Nevertheless, remittance senders and recipients are free to decide on the use of these private funds, including whether they should be involved in development initiatives. Thus, unless expressly desired by senders and recipients, remittances should not be used to fund Sustainable Development Goal-related projects and cannot be a direct substitute for official development assistance.

Encouraging diaspora investment is a way to increase funds and incorporate migrants into development schemes. Migrant-sending countries can engage in programmes that have been enhanced through diaspora outreach, thereby funnelling funding into the implementation of the Sustainable Development Goals when possible. Diasporas have long supported sustainable development through the transfer of resources, knowledge and ideas back to the home countries, and by promoting the integration of countries of origin into the global economy. Beyond remittances, diasporas hold substantial financial assets in savings and retirement accounts, in property, debt and equity, for example. Mobilizing these finances by encouraging diaspora investment is a critical, non-traditional method by which funding can be raised to further migration-related Goals and other Goal targets more broadly.

Conclusions: The way forward

At the first IDM workshop, speakers reiterated the importance of migrants and migration as key development actors and acknowledged that the 2030 Agenda has created momentum to collaborate on a human rights-based approach to migration and to ensure that migrants are fully taken into account in national development plans and frameworks. It furthermore emerged from discussions that not all migration aspects have been fully captured in the 2030 Agenda and therefore, to achieve the Sustainable Development Goals, a holistic and coordinated

---

[7] D. Ratha, 2014, Reducing migration costs, available from http://blogs.worldbank.org/peoplemove/reducing-migration-costs.
[8] International Labour Organization, 2015, Promoting decent work for migrant workers, available from www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_344703.pdf.

approach to migration is needed, based on the 2030 Agenda and other major frameworks Finally, the first IDM workshop highlighted the need for better data collection, including of disaggregated data, as well as for a robust monitoring framework for migration-related Goals and the need for building strong partnerships to achieve the 2030 Agenda.[9]

The second IDM workshop proposes to address the implementation of the migration-related Goals from a holistic perspective, taking into account the role of government at all levels, and the role of the private sector, civil society and international organizations – which should be included in State-led Regional Consultative Processes on Migration and international processes.

Lastly, the second workshop provides an opportunity for States to explore non-traditional avenues both for partnerships and also for financing the implementation of the migration targets. Doing so can provide a greater variety of options to address the array of difficulties and issues that need to be tackled, whether related directly or indirectly to migration. Against this background, comprehensive partnerships and planning are needed, and this round table provides one such avenue to achieve this end.

---

[9] See "Summary of conclusions", available from
www.iom.int/sites/default/files/our_work/ICP/IDM/2016_IDM/Summary%20of%20conclusions.pdf.