

## Civil Society Days 2016, 8-9 December, Dhaka, Bangladesh

### ACTION PAPER FOR WORKING SESSION 4.2<sup>1</sup>:

#### **Theme 4: *Doing* global governance better**

#### **Session 4.2: Implementing and monitoring migration-related aspects of the UN 2030 Agenda for Sustainable Development, including the role of the GFMD**

##### **1. Introduction**

In September 2015, all 193 UN member states signed on to the Declaration on Sustainable Development called '[Transforming our world: the 2030 Agenda for Sustainable Development](#)'. This Agenda sets forth a set of 17 goals and 169 targets for the world to meet—internationally and nationally—to achieve sustainable development over the next 15 years.

The 2030 Agenda moves beyond the first set of 15-year global development goals—the eight Millennium Development Goals (MDGs) that were adopted in 2000. Where the MDGs specifically targeted countries from the so-called 'global south', with a poverty-reduction focused agenda, the Sustainable Development Goals aim more comprehensively at a range of challenges that the whole world faces, including but not limited to ending poverty. So what's "new" is that the 2030 Agenda is universal. It also aims to combat inequality and specifically targets vulnerable groups. Also "new" compared to the MDGs is that the 2030 Agenda explicitly includes migrants, refugees and internally displaced persons within its starting and central principle: to "leave no one behind". In fact, the 2030 Agenda embraces migrants and migration in three ways (also see [this link](#)):

1. Explicitly in the Declaration that accompanies the Sustainable Development Goals, where it says: "*We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons*". (also see par. 23, 25 and 29 of the Declaration)
2. Explicitly referring to migrants or migration in 7 targets under the Agenda's 17 Goals and 169 targets.
3. In goals and targets throughout the rest of the Agenda that are "migration or displacement-relevant", such as access to education, health, decent work and more. This is because all of the goals are explicitly "for all" and also further targeted towards vulnerable people—which the Declaration of the 2030 Agenda clearly says includes migrants, refugees and internally displaced persons.

By including migrants and migration in the 2030 Agenda, the international community endorsed the global consensus that well-governed migration is important for development, with migrants as a driving force. 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 within 15 years as intended.

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<sup>1</sup> This draft Action Paper has been prepared as input for the 2016 GFMD Civil Society Days by the International Catholic Migration Commission (ICMC), in coordination with the African Foundation for Development – AFFORD, and Forum des Organisations de Solidarité Internationale - FORIM

Figure 1: [Migration in the 2030 Agenda, International Organisation for Migration \(IOM\)](#)



### 1.1 What has happened since the adoption of Agenda 2030?

Once the 2030 Agenda was adopted in September 2015, it was time to turn to questions on development of indicators, implementation, and systems of monitoring. 2016 was therefore a crucial year in driving some of the political and practical momentum forward.

**The development of indicators:** Already in March 2015, the UN Statistical Commission had created an [Inter-agency and Expert Group on SDG Indicators](#)<sup>2</sup> (IAEG-SDGs) to draft global indicators. The idea of the global indicator framework was (1) to provide guidance for the development of *national* indicators to be used for measuring progress in every country, and (2) to measure global progress on the SDGs. Currently states are still fine-tuning the indicator framework, among other things grading indicators with respect to data that is available to measure those indicators (the so called ‘Tiers’ system). Most migrant- and migration-related indicators are classified as Tier III, meaning that for these indicators, there are no established methodology or standards in place, so methodologies need to be developed and tested (see for example [this link](#)).

**Implementation:** Since September 2015, many countries have started working on their national SDG plans. The idea was that these plans would avoid working in silos between different sectors, with attention for policy coherence. In practice we see that countries take different approaches to these national strategies; some countries have designated the office of the prime minister to be in charge of coordination. Others have moved towards a more sectorial approach, focussing e.g. on ethical recruitment, access to justice for migrant workers or reducing the costs of remittance transfers.

**Systems of monitoring:** The 2030 Agenda outlines a **monitoring and review framework** to follow the progress made towards achieving the goals and targets. The Declaration clearly states that this framework should be ‘open, inclusive participatory and transparent (...), focussing on the poorest, most vulnerable and look at the whole universal Agenda’<sup>3</sup>. This framework is multi-layered:

<sup>2</sup> The IAEG consists of the national statistical offices of 28 UN member states and UN agencies. In 2015 this body launched worldwide consultations to draft global indicators, completing the second round of consultations early September 2015. From civil society side’s, the [MADE Working Group on Global Governance of Migration and Development](#) has provided inputs into the consultations to promote measurable and meaningful indicators for migrant and migration related goals and targets.

<sup>3</sup> Quote from: <https://concordeurope.org/2016/06/28/agenda-2030-national-analyses-ahead-hlpf/>

- At the **global level**, the annual UN High Level Political Forum (HLPF) has been established for the follow up and review all aspects of the 2030 Agenda. In July 2016, the first HLPF took place in New York.
- At the **thematic level**, the annual themes of the HLPFs allow for review of crosscutting issues. Each year, five to six SDGs will be reviewed in depth under a given theme. The 2030 Agenda specifies that thematic reviews by the HLPF will be supported by reviews of the ECOSOC functional commissions *and other inter-governmental bodies and forums*. In that context, the 8<sup>th</sup> GFMD in Istanbul called for an important **role of the GFMD** in the implementation of the Agenda, and endorsed the proposal to create an **Ad Hoc Working Group**, which met 3 times in 2016 and has come up with key recommendations to participating states in Dhaka.
- At the **regional level**: the 2030 Agenda encourages Member States to identify the most suitable (sub) regional forums to ensure follow-up of the 2030 Agenda. This means that processes such as the Regional Consultative Processes on Migration, and Regional Economic Forums could play an important role in ensuring implementation and monitoring of the migrant-related goals and targets, especially considering the cross-border nature of migration.
- At the **national level**: states are required to implement the universal 2030 Agenda through a national SDG strategy, using the global indicator framework as a guideline. Countries can share their progress on this implementation in National Voluntary Reviews at the yearly HLPF. This year 22 countries submitted reports. For support at the national level, both the International Organisation for Migration (IOM) and the Organisation for Economic Co-operation and Development (OECD) have developed tools to assess national migration policies vis-à-vis the SDG targets. For more information:
  - the IOM [Migration Governance Index](#)
  - the [OECD dashboard of indicators for measuring policy and institutional coherence](#)

## 1.2 The role of civil society

Several articles in the Declaration refer to the need for a **multi-stakeholder approach** to the implementation and monitoring of the 2030 Agenda. After 14 months however, it remains largely unclear how civil society will be involved in implementation and monitoring. Civil society organisations have expressed several concerns, notably:

- **The HLPF at the UN in July was a missed opportunity** for constructive dialogue with civil society, both in preparation for, and during the HLPF. The accreditation process for civil society participation was limited to ECOSOC status organisations, and invitations were sent out only a few days in advance. There was limited time for civil society interventions from the floor, and only three countries invited a civil society delegate in their country review debrief (Finland, Germany and Sierra Leone).
- **National voluntary reviews**: there seems to be a tendency towards *a la carte* (i.e., pick-and-choose) reporting on progress on SDGs, lacking a comprehensive analysis of the implementation of the universal 2030 Agenda.
- Governments have **refused to commit to a fixed number of voluntary reviews by each Member State**. Some have advocated against participation of civil society organizations and other stakeholders in these reviews.
- Indicator process: there is **lack of transparency on rationale behind inclusion or renegotiation of certain indicators**<sup>4</sup>.

## 1.3 Linking the SDGs and the 19 UNGA Summit: bridging the process of the Global Compact on Migration to the approach of the 2030 Agenda

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<sup>4</sup> Notes from webinar briefing by UN Statistics division on IAEG – SDGs, TAP network

On 19 September 2016, world leaders gathered in New York for the UN Summit on Addressing Large Movements of Refugees and Migrants. The landmark [New York Declaration for Refugees and Migrants](#), which 193 UN Member States adopted unanimously at the Summit:

- Includes a commitment to “strengthening global governance of migration”
- Supports and welcomes IOM in joining the UN system as a related organization, regarded by its Member States as the global lead agency on migration.
- Launches a process of intergovernmental negotiations leading to the adoption of a Global Compact for Safe, Orderly and Regular Migration. The New York Declaration and in particular its Annex II, call for this global compact to set out a range of principles, commitments and understandings among Member States regarding international migration in all its dimensions, as an important contribution to the global governance of international migration. Annex II goes on to present a fairly comprehensive—but not exclusive list—of twenty-four “elements” that UN Member States agreed the Global Compact “could include”, ranging from addressing root causes to regularization, return and readmission.

It is important to recognize that the New York Declaration’s use of the words “safe, orderly and regular” migration is identical with the wording of target 10.7 of the 2030 Agenda for Sustainable Development. The 2030 Agenda and the Addis Ababa Action Agenda (AAAA) on Financing for Development (FFD) are expected to guide the development of the new Compact; in turn, the new Compact will further define target 10.7. However, it is not yet clear how the 2030 Agenda and Global Compact processes will feed into each other. Notably, one suggestion that has emerged for organizing around the new Compact would be for it to take an “SDG-approach” to achieving safe, orderly and regular migration. That is, setting goals, targets and indicators on a clear timeline, but with different goals and targets possibly graduated for achievement, e.g., over 2 years, 5 years and 15 years.

## 2. Recommendations from Civil Society from the GFMD 2015

### To governments:

- Civil society calls upon governments to **act on their commitments to ensure that “no-one is left behind”** as soon as possible, **including migrants, regardless of status**; and to create a real choice to migrate or not to migrate. Civil society needs to be included in the global process to develop indicators and monitoring frameworks; this process should include critically evaluating the role the GFMD could play on global thematic review of migration relevant targets, and considering the firmer anchoring of migration and development within the UN-system.
- Civil society urges governments to **translate the global 2030 Agenda into national development plans and policies**, including dedicating adequate resources; **and to implement** these policies, define indicators and baseline situations and monitor progress closely. Data and impact should be disaggregated by age, gender and migratory status, as the implementation of virtually all goals will have an impact on migrants.
- Civil society underscored the need to **create multi-stakeholder initiatives from the start at national and local level**, in which all relevant actors (e.g. civil society, the private sector, executive branch, parliament) come together to define indicators and monitor the implementation of the UN 2030 Agenda.

### To Civil Society:

- To **formulate a global civil society position on the global thematic review process of migration** related goals, targets and indicators, that is anchored with the UN and involves civil society, and to advocate for a time-bound joint civil society-government MADE/GFMD working group to work on this global thematic review process.

- For MADE to **create an advocacy toolbox and advocacy training on migration and the UN 2030 Agenda** for national civil society organizations and networks to (1) influence the process of setting global indicators; and (2) provide guidance to advocate for national policy formulation, implementation, budgeting and indicator development, in order to achieve the migrant and migrant-related goals and targets at national levels.
- To globally and nationally **build alliances with other social justice movements** to ensure effective implementation of the universal and interconnected goals and targets
- To **conduct baselines studies, and write shadow reports** on progress, and stagnation

**Benchmarks to measure progress:**

- National (development plans and policies to implement the Sustainable Development Goals include explicit reference to actions on migrants and migration, and dedicate adequate resources.
- Global and national indicators to monitor progress explicitly include migrants and migration, and the data collected to measure progress is disaggregated by age, gender and migratory status.
- Civil society's role in implementation and monitoring progress is institutionalized at global and national levels; specifically civil society's role in the global thematic review of migrant and migration-related targets."

### **3. GFMD 2016: Next steps, challenges and recommendations to consider this year**

The organisers of this session set out the following possible challenges and recommendations to states and to civil society, to be discussed and added to during the session:

***Challenge 1: Civil society involvement in the implementation, follow-up and monitoring of the Agenda remains ad-hoc and is left to the free will of states***

**Possible recommendation to states:**

- Civil society calls on all states to incorporate a multi-stakeholder approach in the design, implementation and monitoring of their national SDG strategies and asks states to invite civil society organisations in their national delegation to the National Voluntary Reviews at the annual HLPFs.

**Possible recommendation to civil society:**

- Explore the possibility of establishing a small **civil society Observatory** to monitor, report on and drive implementation of the migrant-and migration-related goals of the 2030 Agenda, with statistical and qualitative rigor, using existing indicators and developing further indicators e.g., corresponding to elements of the Global Compact for Safe, Orderly and Regular Migration.

Other possible recommendations could relate to UN HLPF or IOM on its Migration Governance Index.

***Challenge 2: The lack of clear mechanisms in the 2030 Agenda for monitoring, risks hollowing out the spirit of the Agenda. At the same time the UNGA Summit 19 September, the new GFMD Ad Hoc Working Group and other recent international developments in the field of migration -have added political momentum to implement migrant-related targets.***

**Possible recommendations to states:**

- To identify one UN custodian agency which will take charge of monitoring the migration-targets and indicators and to give the **GFMD Ad Hoc Working Group** a clear mandate to provide annual inputs into the migration-related thematic review at the HLPF, ensuring that they institutionalize engagement with civil society and other stakeholders in this process. The GFMD Ad Hoc Working Group should engage with civil society ahead and during the Civil Society Days prior to submitting this formal input. IOM should take on a clear mandate in providing assistance to the monitoring UN agency and GFMD Ad Hoc Working Group.
- Recognizing the link between the process of the **Global Compact on Migration for Safe, Regular and Orderly Migration** and the implementation of **target 10.7 of the 2030 Agenda**:
  - For the two co-facilitators of the process to develop the Global Compact to adopt the rights-based, multi-stakeholder approach used to develop the 2030 Agenda
  - For the global, regional and other consultations on the Global Compact to consider incorporating in the compact an “SDG-approach” for achieving safe, orderly and regular migration. That is, setting goals, targets and indicators on a clear timeline, but with different goals and targets possibly *graduated* for achievement
  - to take into account the life-and-death **urgency, suffering and chaos in current migration**, and to use post-Summit momentum to launch an international plan NOW to protect and uphold the safety and dignity of refugees, migrants and displaced people on the move and upon arrival.

**Possible recommendations to civil society:**

- To make sure that **civil society fully participates in and actively bridges the 2030 Agenda and Global Compact processes**
- To **draft a civil society vision of a Global Compact on Safe Orderly and Regular Migration**, explicitly grounded on existing human and labour rights frameworks and other international law, and connecting with the 2030 Agenda as a reference framework.

**4. Key existing policy practices and tools**

As of 2017, most of the actions will need to happen at national level, but there is scope for regional work to the extent that national policies are discussed, coordinated or even formulated at regional level. Furthermore advocacy needs to continue at a global level. These are a few interesting civil society initiatives that work on the international level:

- [Transparency, Accountability and Participation \(TAP\) Network](#) is a broad network of CSOs that focuses on target 16 of Agenda 2030. It works to ensure that open, inclusive, accountable and effective governance is at the heart of 2030 Agenda and that civil society are recognized and mobilized as indispensable partners at all levels. They offer an array of advocacy tools and capacity building activities.
- [Together 2030](#) is a civil society initiative that promotes national implementation and track progress of 2030 Agenda. It brings together actors to discuss the way to formulate and implement roadmaps at national level and hold governments to account at all levels.
- [The MADE Working Group on Global Governance and Post 2015](#) has gathered relevant advocacy tools relevant to the migration-related targets and indicators.

Relevant portals and websites:

- [Sustainable Development Knowledge platform](#): the UN website dedicated to updates on the 2030 Agenda, including links to all official documents and the Declaration.
- The [New York Declaration for Refugees and Migrants](#), outcome document of the UN high-level summit to address large movements of refugees and migrants of September 2016. For an overview of civil society advocacy around this Summit, please click [here](#).

## **5. Guiding questions for discussion during this Session 4.2**

After the coffee break of this working session, participants will break into smaller discussion tables to look at the below questions from a specific SDG target (e.g. 8.8, 10.7). Each table will be requested to report back on the discussions to the plenary of the working session.

Guiding questions:

### **1. Practices and partnerships**

What progress has been made by civil society at the national, regional or global level with regards to implementing the migration-related targets of the SDG that can serve as a good practice?

### **2. Recommendations for changes in policies and practices**

Based on this good practice, what recommendations do we make to governments to (better) implement the migration-related targets of the SDGs?

### **3. Civil society action**

How should civil society be active in advocating for and then monitoring the achievement of the migration-related targets? Please elaborate at what level (global, regional, or national) and what actions do civil society organizations need to take to assume that role.

### **4. The Global Compact for safe, orderly and regular migration**

How can the Global Compact on Migration help to move forward and better implement the migration-related targets on the SDG? What recommendations do we put forward related to the Global Compact?