

Background Paper¹
(Original Version: English)

Roundtable: *Migration as a factor in development*

**Roundtable 2.2 *Migration in the context of the post-2015 Development Agenda –
Implementing a diverse and cross-cutting issue through follow-up and review***

Context

Migration is now recognized as a key enabler of development and is driven by various aspects of globalization. At the same time, it has been widely recognised that migration is not merely an isolated development phenomenon, but includes the movement of millions of individuals within and beyond borders who are entitled to full enjoyment of development and protection of their rights. The Declaration of the High-level Dialogue on International Migration and Developmentⁱ (Oct. 2013) acknowledged the important contribution of migration to realizing the Millennium Development Goals (MDGs), and further recognized that human mobility is a key factor for sustainable development. Building on a growing consensus that the Post-2015 Development Agenda would not be complete without addressing contemporary international migration, e.g. by addressing discrimination, inequality, exclusion and marginalisation of all migrants regardless of their status, enhancing migration's role in reducing poverty, decreasing inequalities, and promoting the rights of migrant workers including women migrant workers, due references have been secured in the Agenda 2030.

Evolution of migration since MDGs (2000 -2015):

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- Number of international migrants have increased by approximately 32% to 232 million (2013) and is projected to surpass 250 million (2015). Within this global total, women comprise just under half (48%).
 - Migrant remittances to developing countries have increased more than fivefold: to an estimated USD 436 billion (2014). Flows to developing countries are projected to reach \$440 billion in 2015.
 - The number of forcibly displaced persons (*internally displaced, refugees and asylum-seekers*) in the wake of crises was 59.5 million in 2014.ⁱⁱ
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This paper attempts to describe how migration is reflected across the Agenda 2030, including in Sustainable Development Goals (SDGs) and related Targets, as also in the Addis Ababa Action Agenda (out of the Third Financing for Development (FfD) Conference, July 2015) . The paper also presents some elements which describe what will be needed for the implementation of the SDGs, its Targets and eventually Indicators (*that are being developed*), and discusses the possible national level planning and consequent actions for full and effective realisation of the migration-related as also migration-relevant targets.

¹ This paper has been elaborated jointly by the IOM, UNDESA, Office of the UN Secretary General's Special Representative for International Migration and Development and coordinated by the World Bank as Chair of the Global Migration Group (GMG). It also benefitted from the inputs of the **RT 2.2 co-chairs** *Bangladesh, Greece, and Mexico* and **RT Government Team members** *Cameroon, Holy See, Honduras, Jamaica, Moldova, Philippines, Senegal, Sweden, Switzerland and Zimbabwe* and **Non-state partners** *ACP EU Migration Action, IFRC, ILO, IOM, KNOMAD, OECD, OHCHR, UNDESA, UNDP, UNFPA, UNHCR and World Bank*. This paper is intended to inform and stimulate discussion of Roundtable session 2.2 during the Turkish GFMD Summit meeting in October 2015. It is not exhaustive in its treatment of the session 2.2 theme and does not necessarily reflect the views of the GFMD organizers or the governments or international organizations involved in the GFMD process.

Migration in the Agenda 2030

The Declarationⁱⁱⁱ sets the context and tone of the Agenda, encompassing all human rights and which will work to ensure that human rights and fundamental freedoms are enjoyed by all. The Declaration explicitly commits all States to ensure the human rights of all migrants and secures commitment to ‘leave no one behind’. It recognizes that international migration is a “*multi-dimensional reality of major relevance for the development of countries of origin, transit and destination*”, that “*coherent and comprehensive responses are required*”, that migrants’ participation should be ensured, and that migrants regardless of migration status, refugees and internally displaced persons are among vulnerable people in need of empowerment and whose needs are reflected across the goals and targets. It clearly recognises the needs of migrants, as a vulnerable group. The Declaration further includes commitments to end human trafficking against women and children and to 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), refugees and displaced persons*”. It affirms that such cooperation should “*strengthen the resilience of communities hosting refugees*” and includes a commitment to “*protect our citizens living abroad and to re-integrate retired migrants workers who return to their countries of origin*”. (Ref. Annex I)

It would be worth noting that the migration-related target 10.7 [SDG 10] i.e. within the wider context on addressing inequalities. Within the all-encompassing and ambitious engagement of addressing inequalities, this target commits to facilitating orderly and safe migration through “*planned and well managed migration policies*”; and thus encourages all Member States to improve the migration governance. The Goal-specific means of implementation (10.c) secures commitment to reduce costs of migrant remittances to lower than 3 per cent of the amount remitted and also eliminate the remittance corridors with costs higher than 5 per cent.

Recognizing the complexity of migration challenges, the Declaration places emphasis on labour market considerations and equality of treatment of migrant workers with nationals of host /destination countries . The specific target, “*Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment*”, (8.8) focuses on promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

In an effort to be fully inclusive, the Declaration calls for enhanced capacity to disaggregate data by, *inter alia*, migration status - to ensure that migrants are effectively included. This will promote inter-linkages across various targets and indicators.^{iv}

A full list of migration-related targets are in Table 1:

<i>Economic growth and decent work</i>	<u>Target 8.8</u> on labour rights and safe and secure working environments of all workers, including migrant workers, particularly women migrants
<i>Lowering inequalities:</i>	<u>Target 10.7</u> on safe, orderly and regular migration, including through well-managed migration policies <u>Target 10c.</u> reducing cost of migrant remittances
<i>Means of implementation:</i>	<u>Target 17.18</u> on data disaggregation in relation to migratory status

The Agenda 2030 also recognises the importance of building and harnessing the inter-linkages between policies and actions outlined in the Addis Ababa Action Agenda.

Migration in the Addis Ababa Action Agenda

For the first time, the outcome of the Financing for Development i.e. the Addis Ababa Action Agenda (AAAA) recognized the contribution of migration to sustainable development. AAAA contains a number of

commitments to realize the potential that migration and remittances hold for development. Like Agenda 2030, AAAAA also expresses commitment to cooperate internationally to ensure safe, orderly, and regular migration with full respect for human rights. AAAAA additionally secures commitment on access to and portability of benefits; education for migrant and refugee children; recognition of qualifications, education and skills; and lowering the costs of recruitment (including by combatting unscrupulous recruiters); and to take action to combat xenophobia and facilitate social integration and to end human trafficking.

AAAAA pronounces on ensuring that migrants can send money back home by reducing transaction costs to less than 3 per cent, addressing the obstacles to flows of remittances, including banks withdrawing services, and mitigating the impacts of money laundering and combating financing of terrorism. AAAAA also gets the global community commit to promote competition, transparency, use of new technology as well as financial inclusion, services and literacy in sending and receiving countries.^v AAAAA made much progress in terms of concrete commitments on human mobility and remittances to achieve the Agenda 2030. (*Ref Annex II*)

Implementation at the country level: role for national and sub-national actions

Together, the Agenda 2030 and AAAAA create a strong basis for action on migration and development. In order to make progress towards the ambitious, transformative and universal commitments, all countries will need to consider mainstreaming migration into respective planning processes and instruments²e.g. national development plans, sustainable development strategies, relevant sectoral policies (.^{vi}

In order to fully realise the migration-related targets in the SDGs, it will also be important to mobilise and work with actors and stakeholders at sub-national level e.g. urban and local governments (municipalities), provincial or state level entities. The ambitious and cross-cutting nature of the developmental challenges and potential issues require that those who are at the forefront of migration issues in providing services, regulate local labour markets and reap the direct and indirect benefits of labour transfers – act together and coordinate with each other. Within that frame, (national and provincial) legislature i.e. Parliaments would also have play a critical role by way of providing national leadership.. Similarly, wider civil society, trade unions, employers' organizations, national human rights institutions, private sector will also have important roles to play in realising the migration-aspects contained across the Agenda 2030, including the SDGs.

Countries are in the process of gearing up respective national processes, mechanisms and institutions on implementation of Agenda 2030. In such a context, the countries may wish to consider the following :

- Draw policy(ies) and implementation financing plan at the country level, outlining how they will collect, analyze and utilize data to inform policy and monitor the migration-related indicators, which institutions will assist in collecting relevant data, and how they will mobilize resources to achieve the SDGs.
- A strategy as to which actor is to do what, on what time frame and with what outcome.
- Within the wider national statistical system and network of institutions, assess the needs, capacities and technology *inter alia* for collecting disaggregated data by migratory status, and also training needs for analyzing the indicators.

Follow-up and Review

Implementation is the key challenge to deliver on the commitments contained in Agenda 2030. However, it is also about establishing an appropriate review mechanism geared towards robust assessment of the progress that has been made, identification of major gaps and means to address those gaps, as well as sharing of knowledge and good practices to support countries in making informed policy choices and promoting coordination of the international development system (see Annex III).

² For instance, employment, education, health and or other policies and programmes - as also suggested in the UN Secretary-General's eight-point Agenda for Action on making migration work for development. That was presented at the 2013 High-level Dialogue on International Migration and Development,² and in recommendations from the GFMD.

Migration related SDG indicators

While the SDGs comprise Goals, Targets and Indicators, the important work on development of Indicators is continuing³. It is expected that by mid-2016 a limited set of indicative global Indicators will come through the UN General Assembly. What would be important to note is the fact that, beginning 2016, the wider set of Indicators would be left for each country to develop through wider consultation, taking into account national realities, circumstances, priorities. As every country determines its approach, certain degree of comparability would need to be ensured and existing reporting mechanisms should be used as much as possible to avoid increasing the reporting burden. As the focus will eventually be on the Indicators, it would be crucial for all relevant stakeholders to see how the migration-specific Indicators are appropriately developed at the level of respective countries. There, as much as the governments and international organizations, civil society, civil society including migrants' associations, trade unions, employers' organizations, research institutions, the private sector would need to work together.

Without pre-judging the final outcome, the possible Indicators⁴, could include [*target 10.7*]: an International Migration Policy Index (*currently being developed*); recruitment cost borne by employee as percentage of yearly income earned in country of destination^{vii}; identify the number of migrants killed, injured or victims of crime while attempting to cross maritime, land, air borders. In case of measuring progress on target 10.c, one suggested indicator is: remittance costs as a percentage of the amount remitted..

Dedicated efforts and resources will be needed to promote capacities for the collection, disaggregation (including by, *inter alia*, national origin and migratory status) and use of data with respect to migration and its impacts on individuals, communities and societies.

Institutional architecture: follow-up and review

Besides the process to develop a set of indicators, establishing a functional architecture in which progress can be discussed and assessed is also under discussions.

At the regional level, it is proposed that Member States identify existing mechanisms and multi-stakeholder processes to engage in peer learning, sharing of good practices, cooperation on trans-boundary issues and discussion on shared targets^{viii}. Each region can shape its own review process and the role of its various regional organizations, taking into account regional contexts. UN Regional Commissions, in collaboration with GMG agencies, for example, could provide support to such efforts. Existing mechanisms could also be used instead of creating new ones (e.g., Regional Economic Commissions (RECs) in Africa, Regional Consultative Processes on Migration or other regional fora).

At the global level, the High-level Political Forum (HLPF) on Sustainable Development will lead follow-up and review of SDGs by facilitating sharing of experiences including successes, challenges and lessons learned, and by promoting system-wide coherence and coordination of sustainable policies.

The final draft outcome document for the Post-2015 Development Agenda also provides for thematic reviews at the global level, which could feed into the deliberations of the HLPF. It is proposed that such reviews be supported by the ECOSOC functional commissions (such as the Commission on Population and Development) and other inter-governmental fora. These reviews would be informed by the work of existing coordination and review "platforms" such as UN or other multilateral specialised agencies or functional commissions, etc. dealing with each thematic area. Existing partnerships could also be linked to such platforms. Under this, the GFMD could play an important role in providing a forum for States and all other relevant stakeholders to report on migration and development issues to the HLPF.

³ The Inter-Agency Expert Group on SDG Indicators (IAEG SDG), as mandated by the UN Statistical Commission, is working on development of a global indicator framework for the 17 SDGs and 169 targets. The UN Statistical Commission will consider a proposal at its forty-seventh session (*March 2016*). In moving forward, the UN Statistics Division has compiled a first list of priority indicators that summarizes the current state of discussions on indicators on individual targets,³ for consideration by the IAEG-SDGs.

⁴ Some of these have come from the Global Migration Group (GMG) Technical Working Group on Data and Research, with support from the SRSG on International Migration.⁴ The GMG Data and Research Working Group is developing criteria for carrying out disaggregated reporting on a number of key Agenda 2030 targets and indicators, based on the principle of "*leaving no one behind*."

The potential role of the GFMD in follow-up and review

As suggested in the background paper for the GFMD Thematic Meeting on Migration in the Post-2015 UN Development Agenda,^{ix} the proposal for inter-governmental fora to engage in thematic follow-up and review could create entry points for the GFMD to play a role in migration-related follow-up and review of the SDGs.^x Building on the Forum's previous deliberations on how to enhance its links with the UN, GFMD Participating Member States could therefore give further consideration to the ways in which the Forum could contribute to Post-2015 follow-up and review, what would be needed in order to contribute to that process, and how it will engage with the SRSG and GMG as well as a range of other relevant stakeholders, including civil society, social partners and the private sector, in that respect.

For example, the GFMD could serve as a platform through which to share experiences and lessons learned on implementing migration-related post-2015 commitments, including on means of implementation, to consider the level of progress that has been made and to make recommendations on how to further progress the migration-related aspects of the agenda. Such exchange could include the migration-specific targets, the contribution of migration and migrants to other SDGs and targets, as well as monitoring the development outcomes for migrants including those in particularly vulnerable situations. This would allow countries to make informed policy choices as they seek to deliver on the Post-2015 Development Agenda. The Forum could also serve as a platform for willing actors to form strategic multi-stakeholder alliances for promoting solutions to common challenges and to deliver on the commitments of the Post-2015 Development Agenda.

Drawing on the areas prioritised for collaboration and cooperation between the GFMD, SRSG and the GMG,^{xi} participating States could also consider the Forum's modes of collaboration with various actors on the post-2015 development agenda. For example, as the primary link between the United Nations and the GFMD, the SRSG could mobilize a commitment to deliver on the migration-dimensions of the post-2015 agenda. The GMG agencies meanwhile, could be invited to bring the necessary expertise and evidence to the GFMD at the global level and support measurement at the national level.

However, it has to be kept in mind that the GFMD was deliberately set up outside the UN System with the primary link being through the SRSG and the yearly reporting conveyed by the GFMD Chair-in-Office to the UN Secretary-General. The current institutional set-up therefore lacks a clear pathway for the GFMD to transmit any larger amount of periodic and processed analysis to the UN system, particularly the HLPF. The nature of the GFMD's links to the UN – and specifically to the bodies most likely to play a role within the system on follow-up and review – would therefore require further consideration. Further, the GFMD operating modalities currently would not allow for an effective multi-stakeholder and participatory review of the kind envisaged in the outcome document and this would also require further consideration. Finally, in terms of looking at all possible options, the possibility could also be considered of the setting up of a broader multi-stakeholder platform for follow up and review of the migration-related targets that includes the GFMD as an important element but which is not centred solely on the GFMD.

(Possible) Draft Recommendations – for consideration of the Roundtable:

1. Deepen partnership and collaboration amongst actors and stakeholders e.g. governments, civil society, academia, research community, trade unions, private sector, etc. for securing migration within overall and sector-specific national planning and development processes and mechanisms.
2. That all the national development related institutions build on the Declaration and Goals-Targets-Indicators of the Agenda 2030 and also AAAA and bring result orientation to the agreement that migration is an enabler of sustainable development.
3. Ensure due implementation of the migration-specific targets at the national level.

4. Use the GFMD as a platform for sharing experiences and lessons learned on: the progress made towards migration-related SDG targets; how migrants have been included in the attainment of SDGs (not left behind); and how migrants and migration have contributed to the attainment of SDGs.
5. Invite presentations by participating states to voluntarily share their implementation efforts, including what they are doing to adjust their national strategies and policies for implementing the migration related aspects of the SDGs.
6. Involve all relevant actors and stakeholders, e.g. research community/institutions, civil society including migrants' associations, national human rights institutions, trade unions, employers' organizations and the private sector, to assist the GFMD in identifying and bringing forward relevant country experiences, inter-linkages with other SDGs, lessons learned on the implementation SDGs-migration targets as well as in the identification of data gaps, capacity building areas and possible technology(ies).

Indicative guiding questions:

- What role should the GFMD play in SDG follow-up and review?
 - How can the GFMD, as a global platform, contribute to exchange of experiences on the realisation of the migration-related Targets (SDGs) and references in the Agenda 2030?
 - What would be required to ensure the GFMD's relevance and compatibility with the SDG follow-up and review framework?
 - How could the migration community interface with wider development community – at sub-national, national, regional and global levels – for further advancement of migration agenda contained in Agenda 2030 and AAAA?
 - In what ways can GFMD enhance its linkages with other processes and fora in order to contribute to realisation of the SDGs ?
 - How could the GFMD facilitate the implementation of the migration-related commitments and relevant means of implementation of the Post-2015 Development Agenda at the country-level?
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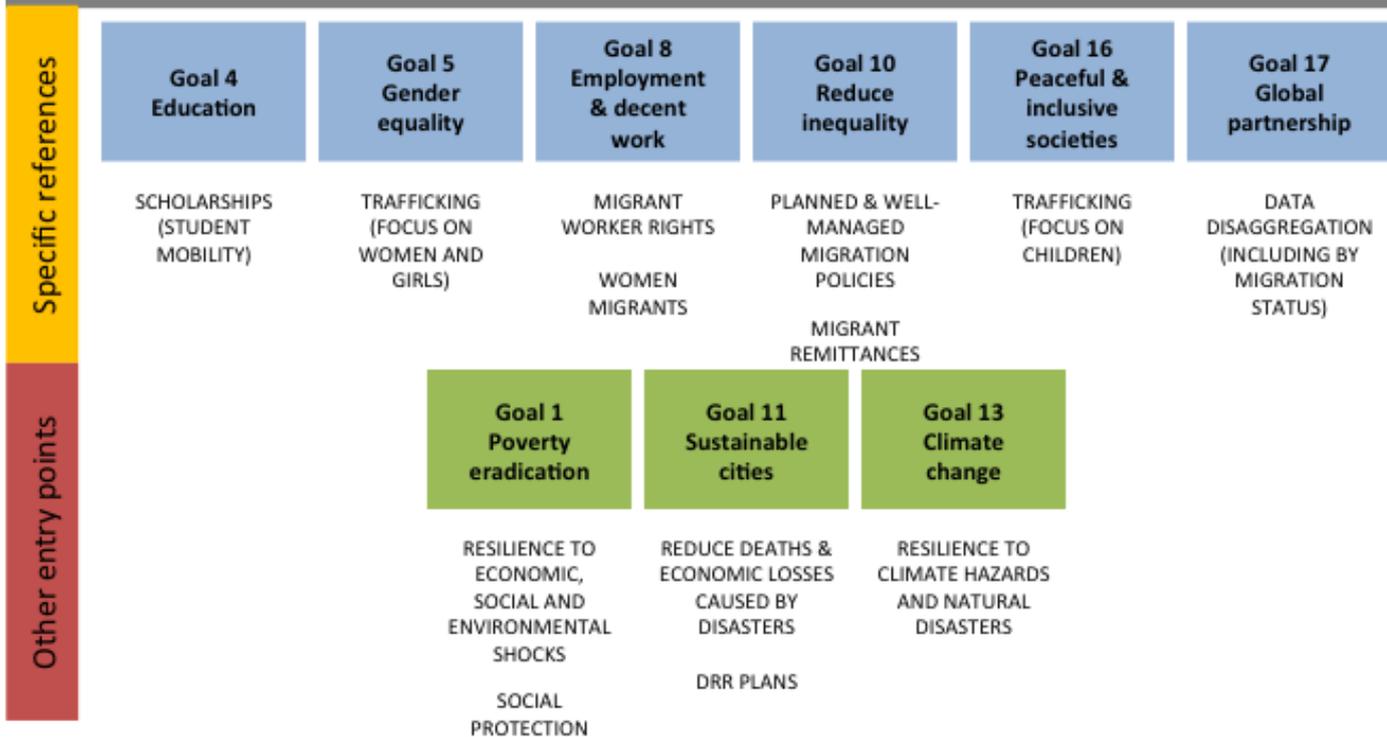
ANNEX I: Migration-related commitments in the Agenda 2030 (3 August, 2015)

HOW MIGRATION IS REFLECTED IN THE DRAFT OUTCOME DOCUMENT

Outcome document draft narrative

- Ensuring that human rights are enjoyed by all, including migrants (par. 20); migrants among people who's participation should be promoted (preamble); migrants regardless of migration status, refugees and internally displaced people among vulnerable populations to be empowered (par. 24); Inclusive and equitable quality education at all levels – for all people, irrespective of , inter alia, migration status. (par 26); and eradicate trafficking (par. 28)
- Health threats, natural disasters, spiraling conflict, violent extremism, humanitarian crises and *forced displacement of persons* threat to development progress (par. 15)
- Recognizing that international migration is a multi-dimensional reality of major relevance for the development / Ensuring safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants, refugees and displaced persons. Need to strengthen resilience of communities hosting refugees as well as protect citizens living abroad and to re-integrate retired migrant workers who return to their countries of origin (par.35)
- Disaggregating reporting by inter alia migratory status (par. 70.g)

Goal and target framework



ANNEX II: Migration-related paragraphs in the Addis Ababa Action Agenda (July 2015) the Third International Conference on Financing for Development

The outcome document of the Third International Conference on Financing for Development - the *Addis Ababa Action Agenda* – contains the following related to migration and remittances:

Migration (paragraph 111)

- *“We recognize that international migration is a multidimensional reality of major relevance for the development of origin, transit and destination countries that must be addressed in a coherent, comprehensive and balanced manner. We will cooperate internationally to ensure safe, orderly and regular migration, with full respect for human rights. We endeavour to increase cooperation on access to and portability of earned benefits, enhance the recognition of foreign qualifications, education and skills, lower the costs of recruitment for migrants, and combat unscrupulous recruiters, in accordance with national circumstances and legislation. We further endeavour to implement effective social communication strategies on the contribution of migrants to sustainable development in all its dimensions, in particular in countries of destination, in order to combat xenophobia, facilitate social integration, and protect migrants’ human rights through national frameworks. We reaffirm the need to promote and protect effectively the human rights and fundamental freedoms of all migrants, especially those of women and children, regardless of their migration status.”*

Remittances (paragraph 40)

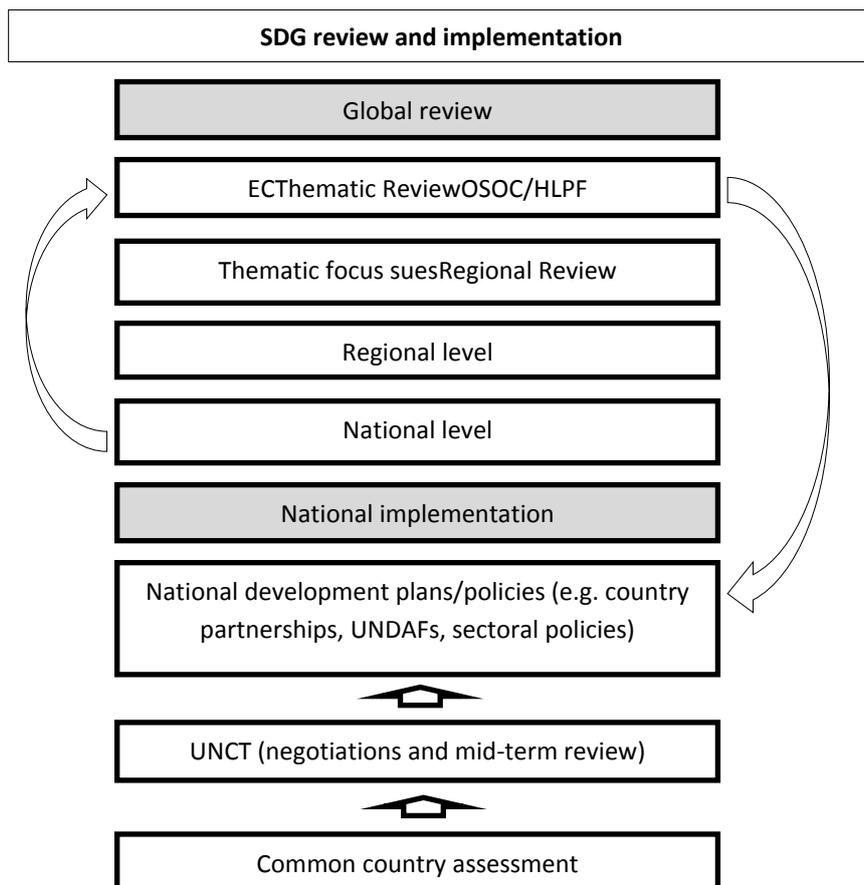
- *“We recognize the positive contribution of migrants for inclusive growth and sustainable development in countries of origin, and transit and destination countries. Remittances from migrant workers, half of whom are women, are typically wages transferred to families, primarily to meet part of the needs of the recipient households. They cannot be equated to other international financial flows, such as foreign direct investment, ODA or other public sources of financing for development. We will work to ensure that adequate and affordable financial services are available to migrants and their families in both home and host countries. We will work towards reducing the average transaction cost of migrant remittances by 2030 to less than 3 per cent of the amount transferred. We are particularly concerned with the cost of remittances in certain low volume and high cost corridors. We will work to ensure that no remittance corridor requires charges higher than 5 per cent by 2030, mindful of the need to maintain adequate service coverage, especially for those most in need. We will support national authorities to address the most significant obstacles to the continued flow of remittances⁵, such as the trend of banks withdrawing services, to work towards access to remittance transfer services across borders. We will increase coordination among national regulatory authorities to remove obstacles to non-bank remittance service providers accessing payment system infrastructure, and promote conditions for cheaper, faster and safer transfer of remittances in both source and recipient countries, including by promoting competitive and transparent market conditions. We will exploit new technologies, promote financial literacy and inclusion, and improve data collection.”*

In addition, there is reference to migrant and refugee children among target populations for quality education (paragraph 78), to end human trafficking (paragraph 112), to increase number of scholarships available to students in developing countries (paragraph 119) and to disaggregate by, inter alia, migratory status (paragraph 126).

⁵ In addition, para 24 of AAAA encourages mitigating the potential impact of the anti-money-laundering and combatting financing of terrorism standards on reducing access to financial services.

ANNEX III: Migration in SDG follow-up and implementation

<i>migration-related targets</i>			
Target 8.8 Migrant worker's rights	Target 10.7 Well managed migration policies	Target 10.c Reduce remittance costs	Target 17.18 Data disaggregation



ⁱ A/RES/68/4

ⁱⁱ World at War UNHCR Global Trends: Forced displacement in 2014.

ⁱⁱⁱ https://sustainabledevelopment.un.org/content/documents/7849Cover%20Letter%20and%20Outcome%20document%20for%20the%20UN%20Summit%20to%20adopt%20the%20Post-2015%20Development%20Agenda_26072015.pdf

^{iv} In the case of migrants, it would e.g. be important to measure their enjoyment of the rights to social protection (1.3), food (2.1), health (3.8), education (4.1-5), gender equality (5.1), water and sanitation (6.1-2), employment (8.3, 8.6, 8.8), and access to justice (16.3; 16.9), in a non-discriminatory and participatory way (10.2-3).

^v Towards achieving the SDGs, it will be important to make migration a ‘choice’ rather than ‘necessity’. Given prevailing rural poverty and food insecurity, the developmental potential of remittances could, for instance, be leveraged through increased agricultural productivity and creating economic opportunities within a more diversified local economy.

^{vi} Ref. e.g. recommendations and possible follow-up actions out of GFMD Roundtable 1.1 “Operationalizing mainstreaming and coherence in migration and development”, contained in the *Report of the Swedish Chairmanship of the Global Forum on Migration and Development (2013-2014)* http://www.gfmd.org/files/documents/gfmd_sweden2013-2014_report_of_proceedings.pdf

^{vii} The IAEG preliminary list includes a third proposed indicator for Target 10.7: number of detected and non-detected victims of human trafficking per 100,000 people; by sex, age and form of exploitation

^{viii} Noting that international migration is a trans-boundary issue, bilateral and regional cooperation, including in the context of regional economic communities (RECs) and regional consultative processes (RCPs), can play an important role in facilitating cooperation between countries of origin and destination (e.g. bilateral and regional arrangements on labour migration) and to strengthen linkages between migration and development planning.

^{ix} http://www.gfmd.org/files/documents/gfmd_turkey2014-2015_tm1_background_note.pdf

^x Whilst no criteria have been laid down for existing platforms to engage in thematic follow-up, there was a suggestion at the GFMD side-event, *Migration and Human Mobility in the Context of the Post-2015 Development Agenda: Perspectives from the Global Forum on Migration and Development (held on the margins of the Third HLPF, New York, 1 July 2015)* that they should be intergovernmental in nature; meet with certain frequency (e.g. annually); be inclusive and reach out to all relevant stakeholders, including non-governmental organizations and international organizations; and promote a rigorous, evidence-based approach to monitoring, including through ties to the scientific community and academia. Whilst the GFMD meets most of these criteria, attention may need to be given to how to ensure that the timing of review-related meetings to be aligned with the HLPF and to improve the evidence-base of the dialogue and exchanges of experience.

^{xi} See concept note *Enhancing Coordination between the United Nations System and the Global Forum on Migration and Development: Regular Meetings between the SRSG on International Migration and the leadership of the GFMD and the GMG*, which was adopted at the GFMD Forum meeting (*Stockholm, 2014*). The document suggests further cooperation in *identification of shared priorities; provision and sharing of expertise; identification of relevant migration and development experience and evidence; providing the necessary analysis to distil lessons learned and to generate the evidence from experiences and good practices; and collaboration in voluntary follow-up and implementation of GFMD outcomes and recommendations.*

http://www.gfmd.org/files/documents/gfmd_sweden2013-2014_special_session_srsrg_gfmd_gmg_coord_discussion_note.pdf