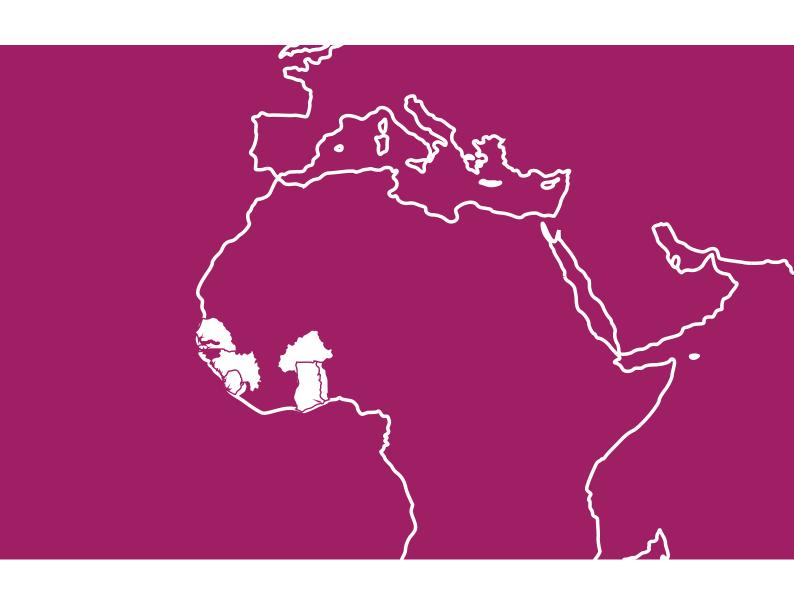# IMPLEMENTATION OF MIGRATION RELATED SUSTAINABLE DEVELOPMENT GOALS IN SELECTED AFRICAN COUNTRIES.

BURKINA FASO, GHANA, GUINEA, SENEGAL, SIERRA LEONE, TOGO

MADE
Migration and Development
Civil Society Network

AFFORD
African\
Foundation\for\
Development\

FORIM

EUROPE
icmc
International Catholic
Migration Commission

UNIVERSITY OF GHANA
CENTRE FOR MIGRATION STUDIES

This study is part of the project "West Africa - Migration and Development, Partnership for Rights-based Governance of Migration and Mobility" or MADE West Africa which is funded by the European Commission.

The "Migration and Development West Africa project, Partnership for a Governance of Migration and Rights- Based Mobility" or MADE West Africa which is funded by the European Commission was launched by AFFORD (African Foundation for Development), the Centre for Migration Studies (University of Ghana), the FORIM (Forum of International Organizations of Migration Issues) and ICMC Europe (International Catholic Migration Commission). MADE West Africa's general objective is to promote good governance of migration and mobility, as well as the pro¬tection of the rights of migrants in the ECOWAS region, in order to increase the benefits of migration and mobility on development. This objective is achieved through an in-depth three-year work (2017-2020) on six pilot countries, namely Burkina Faso, Ghana, Guinea, Senegal, Sierra Leone and Togo, in three pillars:
- The implementation of the ECOWAS Free Movement Protocol;
- Respect for the rights of migrant workers; and
- Maximizing the contribution of diaspora to the development of countries of origin.

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1. EXECUTIVE SUMMARY

This report analyses the implementation of migration-related Sustainable Development Goals (SDGs) in six West African countries. Concretely, it examines progress made with regards to migratory aspects of SDG 8.7 "to take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms" in Guinea and Senegal, SDG 10.7 to "facilitate orderly, safe and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies" in Ghana and Sierra Leone, and SDG 10.c to "reduce to less than 3%, by 2030, the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5%" in Burkina Faso, Ghana, Sierra Leone and Togo.

The research was conducted from September to October 2018 in the framework of the multi-year project "West Africa – Migration and Development, Partnership for a Governance of Migration and Rights-Based Mobility" and consisted of both a review of literature, data and policy reports and the conduction of semi-structured qualitative interviews with civil society organisations, members of the West African diaspora in Europe, government officials and international organisation representatives. The topics covered span from the relevance of the above-mentioned goals in the respective countries, concrete actions taken to achieve them, actors involved in their implementation as well as potential barriers the case countries face in their endeavour to accomplish the migration-related aspects of the global 2030 Agenda.

While the assessment reveals that all case countries are strongly committed to the global development agenda, most visible through the integration of its narrative into local development strategies, the governments seem to clearly prioritize goals with a focus on energy, environment and good governance over those on migration. Nonetheless, the various components of SDG 8.7, 10.7 and 10.c are tackled through the realm of several other policy initiatives, such as the Global Compacts for Migration and on Refugees, or regional policy frameworks as the Rabat Process. Furthermore, the gradual ratification of international conventions and the development of national migration policies in the context of international capacity building programmes in recent years has contributed to an intensified analysis of and dialogue on the topic.

Notwithstanding the fact that all countries under research have taken one step or another to advance on the migration-related SDGs, discrepancies in the extent to which they have engaged are significant. While the Republic of Ghana has set measures on many levels including the development of migration and diaspora policies, the launch of expert working groups, the negotiation with banks and money transfer providers and the participation in SDG-focused projects and could be taken as role model in the ECOWAS region, others such as Burkina Faso and Togo seem to make slower progress due to a lack of resources on the one hand or political crises on the other.

An analysis across countries and SDGs suggests that enhanced capacity building of national migration actors will be particularly important on the way towards the successful achievement of migration-related SDGs. There is a strong need on solid training and structured information exchange among government officials from interior, labour and development ministries on the implementation of migration-related laws and policies. Considering that the 2030 Agenda is a global framework, capacity building on the development of national indicators and evaluation mechanisms adapted to the local context will also be needed. Especially SDG 10.7 is difficult to operationalise given its wide and complex definition.

ABBREVIATIONS AND ACRONYMS

ACP	Africa, Caribbean and Pacific
ACPMD	African Common Position on Migration and Development
AFFORD	African Foundation for Development
AMS	Association des Maires du Sénégal
ANCG	Association nationale des Communes de Guinée
ANSD	Agence nationale de la Statistique et de la Démographie
AU	African Union
CASE	Cadre Harmonisé de Suivi-Evaluation des politiques publiques
CNLTP	Cellule Nationale de Lutte contre la Traite des Personnes
CNLTPPA	Comité National de Lutte contre la Traite des Personnes et Pratiques Assimilées
CSO	Civil Society Organisations
DISE	Dispositif Institutionnel de Suivi et Evaluation
DGSE	Direction Générale des Sénégalais de l'Etranger
ECOWAS	Economic Community of West African States
EU	European Union
FORIM	The Forum of International Solidarity organisations from Migrations
GCM	Global Compact for Migration
GCR	Global Compact for Refugees
GDP	Gross Domestic Product
GFMD	Global Forum on Migration and Development
GPSDD	Global Partnership for Sustainable Development Data
GSS	Ghana Statistical Service
HLPF	High-Level Political Forum
IAEG-SDGs	United Nations Inter-Agency Expert Group on Sustainable Development Goal Indicators
ICMC	International Catholic Migration Commission
ICMPD	International Centre for Migration Policy Development
ID	Identity Document
ILO	International Labour Organization
IOM	International Organization for Migration
IPAR	Initiative Prospective Agricole et Rurale
MADE Network	Migration and Development Civil Society Network

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ABBREVIATIONS AND ACRONYMS

MADE West Africa	**Migration and Development in West Africa**
MDG	**Millennium Development Goal**
MiGOF	**Migration Governance Framework**
MPFA	**Migration Policy Framework for Africa**
NDPC	**National Development Planning Commission**
OECD	**Organisation for Economic Co-operation and Development**
PEF	**Private Enterprise Foundation**
PNDES	**Plan National de Développement Economique et Social**
PSE	**Plan Sénégal Emergent**
SDG	**Sustainable Development Goal**
SA	**Special Advisor**
UN	**United Nations**
UNCT	**United Nations Country Team**
UNDESA	**United Nations Department for Economic and Social Affairs**
UNDP	**United Nations Development Programme**
UNGA	**United Nations General Assembly**
USD	**United States Dollar**
WHO	**World Health Organization**

2. INTRODUCTION

INTRODUCTION

This report was produced in the context of the EU co-funded project "West Africa – Migration and Development, Partnership for a Governance of Migration and Rights-Based Mobility" or MADE West Africa. The project was launched in 2016 by the African Foundation for Development (AFFORD), the Centre for Migration Studies (University of Ghana), the Forum of International Solidarity organisations from Migrations (FORIM) and the ICMC-Europe (International Catholic Migration Commission) for a duration of three years. ICMC Europe is the main coordinator of the project. Its main objectives are to promote good governance of migration and mobility, as well as the protection of the rights of migrants in the region of the Economic Community for West African States (ECOWAS), in order to increase the benefits of migration and mobility on development.

These are achieved through an in-depth three-year work (2016-2019) on six pilot countries, namely Burkina Faso, Ghana, Guinea, Senegal, Sierra Leone and Togo, on three pillars:

- Implementation of the ECOWAS Free Movement Protocol (1979);

- Respect for the rights of migrant workers originating from West Africa; and

- Maximizing the contribution of diaspora to the development of countries of origin.

The focus of this report lies on a critical analysis of the implementation of Sustainable Development Goals (SDGs) 8.7 , 10.7 and 10.c in the West African context as well as the indicators adopted for these at regional and global level. As other recent publications by the MADE Network cover historical and current political aspects with regards to migration trends and, more specifically, the topics covered by the above mentioned SDGs, this paper focuses on the approach of the target countries towards the SDGs in general and their

implementation. Its purpose is to serve the production of short annual progress review documents by partner organisations in the field for the implementation of:

- SDG 8.7 in Senegal and Guinea

- SDG 10.7 in Ghana and Sierra Leone, and

- SDG 10.c in Burkina Faso, Ghana, Sierra Leone and Togo

On 8.7, the report will only focus on international trafficking and not look at transregional and internal trafficking. Actually, the interest of the MADE West Africa programme is not specifically on human trafficking but on illegal practices of recruitment which can be conducive to human trafficking sometimes. This issue impinges on SDG 8 , 8.8 and 10.7. The writers of the report are very aware of this but they had to focus on the most relevant one.

The short annual progress reports will be presented and shared with relevant stakeholders on the occasion of the Global Forum on Migration and Development (GFMD) Civil Society Days in Morocco in December 2018, which role in monitoring the implementation of the migration-related targets of the 2030 Agenda for Sustainable Development is becoming key.

In addition, progress will be presented at the High-Level Dialogue on International Migration and Development to be held in 2019 in New York. At the regional and sub-regional level, progress reviews will be shared with the ECOWAS and at relevant events.

At the national level, progress reviews will be shared with concerned governments and civil society organisations to support them in the strengthening of their advocacy messages in that regard.

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3. METHODOLOGY

METHODOLOGY

This report was produced on the basis of a literature review and semi-structured, qualitative interviews with professionals who work in the field of migration in Burkina Faso, Ghana, Guinea, Senegal, Sierra Leone and Togo and diaspora representatives.

The literature review consisted of a thorough analysis of print and online sources such as legislation, policy documents, surveys, country reports, website articles and expert webinars on the UN Sustainable Development Goals (SDGs), continental and regional policy frameworks on the implementation of migration-related SDGs in Africa and West Africa in particular, and migration trends in the selected case countries from governments, international organisations and civil society organisations.

Interviews were conducted by phone with a total of 16 representatives from government authorities, civil society organisations and diaspora associations in all target countries . A total of 63 persons were contacted, out of which 47 did not reply. On average, two to four interviews took place per country, with an uneven distribution of professional affiliations of respondents. Whereas the majority of interview partners from Sierra Leone were public officials, the persons interviewed for Burkina Faso and Ghana mostly represented the civil society or international organisations. In the case of Senegal, they were representatives of civil society organisation and trade-union. Time constraints did not allow the researcher to pursue more efforts to reach other stakeholders. This has an impact on reliability and objectivity of the information collected, and should be taken into account when reading this report.

Despite this methodological shortcoming, the process of data collection was designed with the aim to enable comparison of the information gathered across countries. Therefore, the interviewers used a set of three pre-developed questionnaires to structure the conversations. All of them covered the same elements even though the SDG being analysed varied. Aspects such as their perceived relevance and feasibility at country level was assessed, followed by a discussion on how and by whom actions are currently taken. The interviews also served to elaborate if progress had been achieved since the adoption of the SDGs in September 2015 and how this is measured.

Daniela Blecha, independent consultant, was in charge of producing this report. From ICMC Europe in Brussels, Agnès Bertrand, Project Manager of the MADE West Africa, and Virginie Aron, Project Assistant MADE West Africa, collaborated with her.

4. POLICY CONTEXT

4.1. THE SUSTAINABLE DEVELOPMENT GOALS, THEIR TARGETS AND INDICATORS

The 2030 Agenda for Sustainable Development was adopted by the UN Member States at the Sustainable Development Summit on 25 September 2015 and became effective on 1 January 2016. Developed by a UN-led group of country representatives and sector specialists, it includes a set of 17 SDGs which range from the elimination of poverty and hunger over the improvement of good health and quality education to the promotion of clean water and sanitation, renewable energy and innovation and infrastructure among others. Succeeding the Millennium Development Goals (MDGs) (2000-2015), the Agenda 2030 provides the global framework for development from 2015 to 2030. Like the MDGs, the SDGs are not binding. However, signatories committed to monitor and report on their achievements towards reaching the goals. Each SDG is complemented by targets, which break the goal down into various sub-aspects. (MADE Network, 2015) The 17 SDGs all together comprise a total of 169 targets. (United Nations Statistics, 2018)

Migration and migrants are treated as cross-cutting topic and reflected in a total of five goals, including Goal 5 on gender equality, Goal 8 on decent work and economic growth, Goal 10 on reduced inequalities, Goal 16 on peace, justice and strong institutions and Goal 17 on partnerships. (MADE Network, 2015)

More concretely, a total of seven targets refer explicitly to mobility and people on the move, including

- target 5.2 to eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation,

- target 8.7 to take immediate and effective measures to eradicate forced labour, end modern slavery, and human trafficking and secure prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms,

- target 8.8 to 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,

- target 10.7 to facilitate orderly, safe, regular, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies,

- target 10.c to reduce by 2030 to less than 3% the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5%, target,

- target 16.2 to end abuse, exploitation, trafficking and all forms of violence against and torture of children and

- target 17.8 to enhance by 2020 capacity building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts. (MADE Network, 2015)

To track progress, the UN General Assembly (UNGA)

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mandated the so-called UN Inter-Agency and Expert Group on SDG indicators (IAEG-SDGs), composed of member States including Ghana and Niger as representatives of West Africa, and observers from regional and international organisations, to develop and implement an indicator framework.

This framework currently encompasses 232 indicators (United Nations Statistics, 2018) and is meant to serve as a voluntary and country-led instrument that includes an initial set of indicators to be refined annually and reviewed comprehensively by the UN Statistical Commission in 2020 and in 2025. Additional indicators at regional and national levels are to be developed by UN Member States. A tier-classification system allows for indicators to be grouped into three different categories.

Indicators which are conceptually clear and have an internationally established methodology and standards and for which data are regularly produced by countries fall under Tier I, whereas indicators which are conceptually clear and have an internationally established methodology and standards but data is not regularly produced by countries fall under Tier II, and indicators for which no conceptually clear and internationally established methodology and standards are available fall under Tier III. Out of the 232 indicators, 12 refer to migration and migrants. The indicators of the targets under research in this report were classified as Tier II (SDG 8.7) and Tier III (SDG 10.7 and SDG 10.c), which suggests that their statistical collection and/or analysis may be difficult. (Tier Classification of SDG Indicators, 2018)

4.2. CONTINENTAL MIGRATION-RELATED POLICIES IN AFRICA

In Africa, development is not only guided by the global SDGs. The most important reference framework at continental level for the way to the future is the so-called Agenda 2063 – The Africa We Want (African Union Commission, 2015) which is inspired by the Pan African vision of "an integrated, prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the international arena". Even though it is not identical to the Agenda 2030, it was evaluated by UNDP (2017) to be overlapping significantly at the level of

goals, targets and indicators. In order to avoid duplication and policy incoherence, the African Union (AU) and the UN agreed that the coherent integration of both agendas into national development plans and other strategic documents is vital.

While Agenda 2063 calls for the free movement of people, goods, capital and services and a migration that fosters development, the position of the AU on mobility and people on the move is further articulated in two policy documents: the non-binding Migration Policy Framework for Africa (MPFA) and the African Common Position of Migration and Development (ACPMD). The MPFA, which was evaluated and updated in 2016, provides guidance on eight migration-related key pillars, including migration governance, labour migration and education, diaspora engagement, border governance, irregular migration, forced displacement, internal migration and migration and trade. It also elaborates on cross-cutting issues such as migration and development, migration data and research or human rights of migrants.

(African Union, 2018) The ACPMD outlines eleven priority areas for policy development in the field of migration including for example migration and development, human resources and brain drain, labour migration, remittances and African diaspora, as well as recommendations for corresponding actions at national, regional and continental level. (African Union, 2006) In support of these continental priorities, the AU Heads of State and Government in 2015 at their regular summit issued the Declaration on Migration and thereby committed to actions such as reinforcing efforts to prevent human trafficking and migrant smuggling, strengthening the implementation of continent-wide visa free regimes and accelerating the operationalisation of an African passport. (African Union, 2018)

4.3. REGIONAL MIGRATION-RELATED POLICIES IN WEST AFRICA

Regional migration-related policies in West Africa are strongly influenced by the Economic Community of West African States, which was established by the Treaty of Lagos in 1975 (United Nations) to promote free movement of goods, capital and people among

its 15 Member States. Free movement of persons is regulated by the 1979 Protocol on Free Movement of Persons, Residence and Establishment. The 2008 ECOWAS Common Approach on Migration boosts the implementation of the Free Movement Protocol and represents the region's benchmark policy document on migration, with a strong focus on migration and development.

In terms of inter-regional fora on migration, the 2006-lauched Euro-African Dialogue on Migration and Development, or Rabat Process, plays a particularly relevant role for the ECOWAS region. It is state-led, informal and non-binding and allows governments from West and Northern Africa and Europe as well as regional stakeholders such as the European Commission (EC) and ECOWAS to engage in a dialogue on technical and political questions related to migration and development. Migration-related issues at the core of the SDGs at stake in this research are also tackled in discussions held within the Rabat Process. All countries analysed in the framework of this report are active members of the process. (IOM and ICMPD, date of publication unknown)

5. CASE COUNTRIES

5.1. BURKINA FASO

5.1.1 SDG RECEPTION IN BURKINA FASO

Burkina Faso was very active during the preparatory process of the development of the SDGs, including the conduction of various consultations at national level with participants from parties as varied as the government, civil society organisations, agricultural cooperatives, youth associations, the private sector and media.

Furthermore, the government under the leadership of the Ministry of Economy, Finance and Development, in collaboration with the UN, reportedly organised several meetings throughout 2016 and 2017 to take stock of the current developmental situation in the country and to identify priority areas of the SDGs. (Ministère de l'Économie, des Finances et du Développement, Press Release) The information published so far does not suggest that migration-related targets are among them; efforts at national level rather seem to be channelled towards good governance and capacity building, environment, sustainable agriculture and land use, green energy, humanitarian coherence, development and security, development of statistical data and mining.

(Ministère de l'Économie, des Finances et du Développement, Press Release, data of publication unknown) There is no explicit reference to migration, nor to target 10.c or the management of remittances in general. So far, Burkina Faso has not submitted any SDG progress report to the UN. (UN Sustainable Development Knowledge Platform) Notwithstanding, a Special Advisor (SA) on SDGs has been installed within the Presidency, a potential expression of commitment at the highest political level. (Interview, University Professor, Burkina Faso)

5.1.2 RELEVANCE OF SDG 10.C IN BURKINA FASO

All experts consulted for the purpose of this report agreed that the overall amount and size of remittances on the one hand and the number of

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persons who remit would increase if transaction costs were reduced. Considering that the country has an unconfirmed population of six to seven million Burkinabè who live abroad, with almost all of them "being in a position to send money back home" (Interview, Secrétaire Général de la Coordination des Associations Burkinabè en Côte d'Ivoire), SDG 10.c was assessed as very relevant for the national context.

According to interview partners (e.g. Secrétaire Général de la Coordination des Associations Burkinabè en Côte d'Ivoire), the transfer of remittances executed by the Burkinabè Diaspora has grown continuously and currently stands at about 400 million USD per year (FORIM, 2018). As the vast share of this money is addressed towards families and friends for basic needs, its potential impact on the national economy has not yet been exhausted to the fullest (Interview, University Professor, Burkina Faso). Some of the CSO representatives interviewed explained that the creation of wealth through more strategic investments by diaspora representatives would be facilitated by achieving SDG 10.c and could thereby contribute to the broader agenda of sustainable development as set by the SDGs.

The two components of SDG 10.c – namely the reduction to less than 3% of the transaction costs of migrant remittances on the one hand and the elimination of remittance corridors with costs higher than 5% on the other – were not rated as equally important by the consulted professionals.

They unanimously stated that the first element was more essential; if there was only one possibility to transfer migrant remittance for less than 3% transactions costs, migrants could simply avoid corridors with costs higher than 5%. In addition to currently "very high" transaction costs, interview partners said that SDG 10.c was furthermore very relevant to Burkina Faso because of the complicated transaction process. Traditional money transfer services such as Western Union or MoneyGram request the receiving person to present themselves in person at one of their local operators (which may be far away from the place of residence) with ID (which they may not possess) and password, whereas transfers via mobile telephones are double-taxed in the country of residence of both the

sending as well as the receiving person. (Interview, representative of Burkinabè diaspora, France)

5.1.3. IMPLEMENTATION OF SDG 10.C AND ACTORS INVOLVED IN BURKINA FASO

In terms of concrete actions taken to implement SDG 10.c in Burkina Faso, CSO representatives interviewed for this research referred to the National Migration Strategy (2016) as well as the National Diaspora Strategy, which is currently under development. It specifically includes a section on remittances to Burkina Faso and intends to promote investments in addition to financial assistance provided to private households.

(Interview, Secrétaire Général de la Coordination des Associations Burkinabè en Côte d'Ivoire) Also the Forum national de la Diaspora, which recently took place under the auspices of President Roch Marc Christian Kabore in July 2018 and where the need to reduce transaction fees of remittances was heavily discussed, was mentioned as an activity that contributes to the achievement of the target. Separately, the Ministry of African Integration and of Burkinabè Abroad has reportedly declared to establish an inter-ministerial committee for the creation of a one-stop shop for business start-ups by the diaspora in Burkina Faso. (Interview, University Professor, Burkina Faso)

Even though the government has recognised the strategic importance of remittances for the development of the country, one respondent assessed that political will to move towards the implementation of the target with concrete activities was low, including a lack of capacity development programmes, information sharing and awareness raising among the broader public and money transfer operators. Against this background, he also pointed to little public awareness on the SDGs in general and even more so on SDG 10.c in the country. In this context, the work of civil society becomes vital. Especially diaspora associations in countries such as France, Italy, Gabon and Côte d'Ivoire as well as the MADE West Africa programme have an important role to play for achieving SDG 10.c in Burkina Faso through awareness raising on the necessity of reducing to less than 3% transaction

costs of migrant remittances. (Interview, Secrétaire Général de la Coordination des Associations Burkinabè en Côte d'Ivoire)

In relation to indicators used for measuring progress, neither the desk nor the field research revealed the existence of indicators which had been developed at national level in addition to the internally recognised ones.

With regards to monitoring of and reporting on progress, none of the consulted persons was aware of any mechanism established specifically for the purpose of the SDGs. However, one professional indicated that the Ministry of National Politics and Development is generally in charge of conducting surveys, apart from specialised surveys which are carried out by the thematically competent ministries. (Interview, University Professor, Burkina Faso) For SDG 10.c in particular, one of the interview partners proposed to create a platform to verify every three months costs and fees applied at operators' level in the sending country for money transfer and to regularly conduct field work combined with interviews. (Interview, Secrétaire Général de la Coordination des Associations Burkinabè en Côte d'Ivoire)

5.1.4. OUTLOOK – FEASIBILITY OF IMPLEME-NTATION OF SDG 10.C IN BURKINA FASO

All consulted persons agreed that SDG 10.c could be reached in Burkina Faso by 2030. As most important precondition they mentioned the establishment of a public authority, potentially at national, but possibly also at regional or international level, in charge of regularising the operations of money transfer institutions. (Interview, Secrétaire Général de la Coordination des Associations Burkinabè en Côte d'Ivoire) Reducing the number of operators to ease the control of transaction costs was further suggested as a relevant measure.

A diaspora representative said that banks could also play a vital role in achieving the goal, by setting up branch offices nationwide in both the residence and the country of origin of the migrants and offering reduced fees for money transfer (Interview, representative of Burkinabè diaspora, France). With

regards to the two components of SDG 10.c, all interviewees expressed the opinion that it was easier to eliminate remittance corridors with costs higher than 5% than to reduce to less than 3% transaction costs of migrant remittances given that the remittance sector is managed by private companies which operate on a profit-oriented base.

5.2. GHANA

5.2.1 SDG RECEPTION IN GHANA

At the highest level, the Government of Ghana is committed to the implementation of the SDGs. As reported by representatives of the IOM country office (Interview, IOM Ghana), Ghana has been "really good" in following up in international commitments, being one of the few countries worldwide who "really managed to achieve the MDGs, to cut down half of the poverty". Following the active engagement of Ghana in the preparation phase of the SDGs launch, President Nana Akufo-Adda was appointed Co-Chair of the Group of Eminent Advocates for the SDGs by UN Secretary General António Guterres in May 2017. Furthermore, Ghana is currently a member of the Inter-Agency and Expert Group on Sustainable Development Goal indicators.

In terms of thematic foci, development in the fields of job creation and decent work, access to health care services, women empowerment and children's welfare, quality education, population dynamics, improved sanitation, equitable distribution of wealth and persons with disabilities are among the most desired and thus prioritised areas of intervention. (Government of Ghana-2017)

Generally speaking the SDGs are said to be consistent with Ghana's development aspirations. Almost 70% of their targets are reflected in policies and strategies of the recent Medium-Term National Development Policy Framework (2017), and were integrated together with their indicators into the current Medium-Term National Development Policy framework (2018-2021) as well as the associated Results Framework. The government further reported that annual budget statements and economic policies will be aligned with the SDGs.

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(Ghana National Development Planning Commission/Ghana Statistical Service, 2018)

The Ghanaian government has so far not submitted any progress report to the UN. Notwithstanding, it requested to participate in the next voluntary national reviews scheduled for July 2019 in New York. (Permanent Representation of Ghana to the UN New York, 2018)

5.2.2   RELEVANCE OF SDGS 10.7 AND 10.C IN GHANA

SDG 10.7 was declared as key in the Ghanaian context by the interviewees from both international organisations and the civil society. They referred to the role of Ghana as country of both emigration and immigration with large numbers of Ghanaian nationals residing in other countries of the sub-region or trying to reach Europe, which makes the promotion of safe, orderly and regular migration as opposed to irregular migration putting people in danger, threat and even death essential, for example through awareness raising campaigns. Separately, they highlighted the release of the National Migration Policy in 2016 (Government of Ghana, Ministry of the Interior) which requires resources for its implementation at practical level, and for whose mobilisation SDG 10.7 forms a solid leverage.

In the same vein, SDG 10.c was assessed as "extremely relevant to Ghana" because remittances make up for a large amount of the capital inflows to the country. According to the World Bank (2017), a total of two billion USD was transferred to Ghana by nationals abroad in 2016, making up for 4.8% of the gross domestic product (GDP). The elimination of remittance corridors with costs higher than 5% is seen as particularly crucial as this part of the goal has multi-level implications because of the factors which affect the cost of remittances across corridors, such as the number of money transfers, the integration of financial systems across regions and the innovations involved in mobile financial technology: "Therefore the achievement of the goal will affect other critical sectors that will strengthen innovation and financial inclusion". (Interview, Executive Director, Returnees-Diasporas Integrated Development Organization, Ghana)

5.2.3   IMPLEMENTATION OF SDGS 10.7 AND 10.C AND ACTORS INVOLVED IN GHANA

In order to advance towards SDG 10, a lot of efforts have been made by the government to incorporate all SDG targets into the national development plans (Government of Ghana), with IOM monitoring how migration-related targets have been embedded. (Interview, IOM Ghana) In the context of the International Forum on Migration Statistics 2018 at the Headquarters of the Organisation for Economic Co-operation and Development (OECD), for example, representatives of the NDPC and GSS presented national experiences from Ghana with regards to measuring migration in the context of the 2030 Agenda. While the production of relevant migration data seems challenging in general, both SDG targets 10.7 and 10.c appear to be aligned with selected strategies of Ghana's medium-term development policy (2018-2021).

Concretely, SDG target 10.7 is represented in the Ghanaian National Migration Policy (Ministry of the Interior, 2016), which encompasses strategies to "mainstream migration in national development", to "ensure the effective management of irregular migration", to "create an enabling environment to enhance the return of Ghanaian migrants and their reintegration", "develop policy and legal framework for labour migration", "adopt gender-sensitive labour migration policies" and "develop a database of Ghanaian diaspora". SDG target 10.c is partially reflected in the national strategy to "leverage remittances for national development" (Bediako, 2018, Government of Ghana, 2017) At present, implementation is about to kick off, but concrete actions are yet to be seen. (Interview, IOM Ghana) In the framework of the two-year, UNDESA-funded project "Integrating Migration into National Development Plans: Towards Policy Coherence and Achievement of the SDGs at the National and Global Level", IOM in Ghana works on several lines of intervention.

This includes the development of a country report regarding SDG objectives on migration management, including relevant data as well as capacity building trainings for migration professionals and awareness-raising activities. (IOM, 2018)

The government has reportedly also launched an active engagement with the Private Enterprise Foundation (PEF), an umbrella organisation for private sector institutions in Ghana, to mobilise SDG-relevant funds from them. While it strives towards "a Ghana beyond aid – from aid to trade", the collaboration with technical partners such as IOM or UNDP continues to be foreseen as needed. Beyond the activities of the government, a civil-society platform has been created, working hand in hand with public institutions to ensure a smooth implementation of the SDGs. (Interview, IOM Ghana)

The contribution of the diaspora to national development has been selected as priority area by the current government. (Interview, IOM Ghana) Notably, the first diaspora home-coming summit (Government of Ghana, Committee for the Diaspora Home-Coming Summit, 2017) took place last year under the auspices of the President. Concrete actions to reduce fees for transferring money include the passage of several regulations within the financial sector to enhance financial inclusion, and the reduction of transfer risks that affect transaction time through the current framework for biometric identification of all citizens. Also the implementation of the mobile money portability which allows customers to integrate mobile payment systems with the traditional banking system and enables transfers across networks, an initiative launched in collaboration between the government and the private sector is meant to support the achievement of SDG 10.c. Furthermore, the opening and deregulation of the banking sector attracted sub-regional and continental banks to open branches in Ghana and subsequently affected the ability to remit within the same bank in the ECOWAS region and across Africa and led to enhanced convenience and improvement of transaction time.

Particularly with regards to the elimination of corridors with costs higher than 5%, the African Free Trade Agreement, of which Ghana is a key proponent and one of the first countries to ratify it in parliament, was assessed as major contributing factor. (Interview, Executive Director, Returnees-Diaspora Integrated Development Organization) On a more regional level, the ACP-EU dialogue proposed recommendations "on

channelling remittances at several levels focusing on promoting innovation, increasing competition, improving remittance monitoring and governance and channelling remittance away from consumption to development" which foster the accomplishment of SDG 10.c in Ghana. (Interview, Executive Director, Returnees-Diaspora Integrated Development Organization)

The global indicators for targets 10.7 and 10.c were not commented on intensely by the interviewees. For 10.7, IOM Ghana (Interview) mentioned that they are useful in general to assess orderly, safe and responsible migration and mobility of people to and from the country, but that some national indicators for which data is already available should be added, which is at the focus of current discussions at the National Statistical Office. With regards to SDG 10.c, it was suggested by an interviewee to also measure the cost of remittance per channel of transfer, the cost of remittance per amount transferred and the cost of remittance by origin and destination. (Interview, Executive Director, Returnees-Diaspora Integrated Development Organization)

To capture the concrete evolvement of the implementation of migration-related targets including SDG 10.7 and SDG 10.c, the Ministry of Planning launched a baseline indicator report in September 2018, which will serve as benchmark for monitoring and tracking progress. (Business Ghana & UNDP, September 2018) However, in the framework of SDG 10, only targets 10.1 and 10.2 related to income growth and social, political and economic inclusion, respectively, are examined. Neither target 10.7 nor target 10.c is mentioned. (NDPC/GSS, 2018) Also with the aim to track progress on migration-related SDGs, IOM in the context of the SDG project promotes an inter-agency technical working group co-chaired by the migration unit of the Ministry of the Interior including the determination of priorities, the mapping of existing gaps and the development of action plans (IOM, 2018). For measuring progress on SDG 10.7, the Migration Governance Framework (MiGOF) launched by IOM in 2016 (The Economist, Intelligence Unit, 2016) represents a key tool to assess migration governance, not just in Ghana but globally. (Interview, IOM Ghana) Advancements on target 10.c regarding the reduction of transaction

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costs of remittances can be assessed partially on the basis of administrative data which is generated by the Bank of Ghana across all banks. However, national statistics report on the volume and direction of flows, whereas the cost of money transfers should also be covered. The Executive Director of the Returnees-Diaspora Integrated Development Organization (Interview, 2018) also suggested to involve banks, financial technology companies and money transfer organisations in the data generation process, by requesting them to publish the cost of transfers in their annual reports to the public and regulators.

5.2.4 OUTLOOK – FEASIBILITY OF IMPLEMENTATION OF SDG 10.7 AND 10.C IN GHANA

Overall, the respondents shared a very positive perspective for the implementation of the SDGs in Ghana. IOM Ghana highlighted the strong commitment of the country and solid partnerships with other stakeholders to contribute meaningfully to reaching the goals. Also the fact that the Republic of Ghana performed very well on the MDGs was seen as promising indication. However, the interviewees pointed out that the process was state-led, and that political changes may affect thematic priorities in the country in the future. The successful achievement of SDG 10.c was evaluated positively by a CSO representative who participated in this research. He specified that technology and innovation will support a reduction in transaction costs, in addition to expressing hope that banks and other relevant private sector institutions will cooperate.

5.3. GUINEA

5.3.1 SDGS RECEPTION IN GUINEA

The Guinean government established a plan for the development of the country called Vision 2040 and a Plan National de Développement Economique et Social 2016-2020 (National Economic and Social Development Plan) which is the single framework for all development interventions and is aligned with the SDGs (PNDES, République de Guinée, 2017). The government created a Dispositif Institutionnel de Suivi et Evaluation (DISE) (Institutional Monitoring and Evaluation System), as a follow-up and review mechanism for the PNDES and SDGs implementation.

In June 2017, UNDP organised a regional workshop on SDGs for civil society from Lower and Middle Guinea in which authorities participated like the Governor of the Kindia region and the National Deputy Director of Cooperation. The goal was to raise awareness on the challenges related to the implementation of the SDGs among regional and prefectural administrators, civil society and the private sector. (Programme des Nations Unies pour le Développement, 14 Juin 2017)

October 2017 marked the official launch of the SDGs approval session by Members of Parliament and officials through a workshop to enable the appropriation of the SDGs and the Agenda 2030. (BCMedia.org, 19 Octobre 2017).

In November of the same year, the Association nationale des Communes de Guinée (ANCG) (National Association of Municipalities of Guinea) organised a workshop on "localizing the SDGs". The ANCG is also part of an advocacy working group on the thematic "localizing the SDGs" in which 6 countries participate (Benin, Burkina Faso, Cameroun, Côte d'Ivoire, Guinea and Senegal). This workshop gathered members of national authorities like the Ministry of Planning, Economy and Finance as well as civil society representatives.

Two years after the implementation of the PNDES, Guinea chose to submit a voluntary national progress review for SDGs in June 2018. (République de Guinée, 2018). SDGs are being reviewed but the priorities seem to be rather on environmental issues, energy, clean water and urbanization rather than migration. SDG 8 on decent work and economic growth in the report revolves around fighting unemployment and poverty instead of migration and development. The review report states that the lack of work opportunity triggers migration towards the sub-region and Europe but does not mention migrant workers or illegal recruitment practices.

5.3.2 RELEVANCE OF SDG 8.7 FOR GUINEA

SDG 8.7 is of high importance for Guinea. Figures speak for themselves. According to recent data on migration (Institut National d'Études Démographiques, 2013), Guinea has a net negative migration rate estimated at -0.2 ‰ -meaning there is more emigration of Guinean nationals than immigration to Guinea. This net migration is negatively fuelled by the irregular emigration of young Guineans to Europe, which has increased over the past ten years. The PNDES states that in comparison with the number of candidates for irregular emigration, Guinea went from 8th place in 2004 to 3rd place in 2014 among African countries - with all the risks that such emigration encompasses. It also states that the proportion of Guineans among irregular immigrants enumerated in Morocco increased from 4% in 2004 to 7.3% in 2008, then to 12% in 2014. According to a study by IOM, about 56.2% of irregular migrants in transit in Gao in the Republic of Mali are Guineans.

5.3.3 IMPLEMENTATION OF SDG 8.7 AND ACTORS INVOLVED IN GUINEA

Issues related to illegal practices of recruitment and human and migrants trafficking are tackled outside of the framework of the SDGs. The Guinean penal code was reformed in 2016 to insert among others the criminalization of trafficking in human beings and the smuggling of migrants. In February 2017, the Guinean government created the Comité National de Lutte contre la Traite des Personnes et Pratiques Assimilées (CNLTPPA) (National Committee to Combat Trafficking in Persons and Similar Practices) (Ecolex.org, 2017) which is the main institutional body to tackle issues of human and migrants trafficking. In the coming four years, the CNLTPPA plans on strengthening its legal and institutional work, fostering the collaboration and support to civil society organizations working on this theme and promoting the bilateral cooperation between Guinea and host countries with the signature of conventions on migrant workers (interview director of CNLTPPA). The pressure of the international community is not without incidence to the setting in place of this dispositive (Diallo A.A, 2018).

For the time being, the legal arsenal is present and there is a beginning of stakeholder engagement and networking around the issue. Relevant actors are beginning to learn to work together. However, two years after the adoption of this law, problems concerning its implementation can already be reported (interview director of CNLTPPA and president of RAJGUI):

● Lack of knowledge of this law by the authorities who are supposed to apply it. Therefore, it is essential to strengthen the capacity and knowledge of law enforcement officials.

● Challenge in building the capacity of relevant institutions. There is a serious lack of monitoring and information exchange equipment. There is little cooperation between police and customs and a mismatch of information. The police may have the information while the customs have none. There should be an immediate information system.

● Problem of exchange and communication with civil society organisations.

Guinean civil society representatives consider this issue as a priority but there are not many specialized organisations on this subject and it is difficult to create networks between them as they all severely lack capacity. They also question whether this is really a priority for the government, as Guinean authorities seem more concerned with improving growth at all costs through excessive mining extraction activities, among other things, than with the economic and social rights of citizens (interview president of RAJGUI).

Public awareness campaigns on trafficking and smuggling are irregular but never thought in the long-term. The communication strategy must be

maintained. When an event is reported by the press, everyone talks about it and then it is forgotten (interview president of RAJGUI).

Finally, it is important to note that Guinea -like Senegal is part of the ECOWAS which adopted a Plan d'action initial contre la traite des personnes (Initial Action Plan to Combat Trafficking in Persons) (2002-2003). After the review of the one for 2008-2011, a new one is being elaborated for 2016-2020 with the assistance of ICMPD, ECOWAS and the European Union. The objective is to establish, by the end of 2022, a framework for the prevention of trafficking in persons for forced labor outside the region, in Gambia, Guinea Bissau, Guinea Conakry, Mali, Mauritania and in Senegal. An agreement between those six countries has been signed and a regional strategy for the implementation of this agreement has been developed.

5.3.4   OUTLOOK- FEASIBILITY OF IMPLEMENTATION OF SDG 8.7 IN GUINEA

None of the interviewees imagine that by 2030, the phenomena of trafficking and smuggling will be completely eradicated, but they hope that people will become more aware of their rights. A possible indicator for the implementation of SDG 8.7 would be that by 2030, the UN conventions on trafficking and smuggling would be translated into national legislation with all of them having developed implementation tests with implementation tools and instruments being operational (interview president of RAJGUI).

5.4. SENEGAL

5.4.1   SDG RECEPTION IN SENEGAL

The Senegalese government undertook actions to implement the SDGs by aligning them strategically with its national policy priorities, especially the Plan Sénégal Emergent (PSE) (Emerging Senegal Plan) elaborated in 2012-2013, in an international context aiming at defining a post-2015 agenda. Prior to this, Senegal had been a pilot country for the conduct of national consultations of MDGs' assessment, hence Senegal's development aspirations and the different axes of the PSE being consistent with the SDGs.

By 2015 Senegal increased its implication in the SDGs implementation when it became one of the first African countries to be involved in the Global Partnership for Sustainable Development Data (GPSDD). (Ipar.sn, 2016) The main objective of this network of more than 150 stakeholders (private sector, civil society, government representatives and international organisations) is to support countries exploiting the "data revolution" to create and implement a roadmap for the SDGs.

A Cadre harmonisé de suivi-évaluation des politiques publiques (CASE) (Harmonized framework for monitoring and evaluating public policies) has been created in May 2015 to ensure the follow-up of both public policies and their alignment to the SDGs as well as the establishment of the platform of Civil Society Organisations of the SDGs (Posco Agenda 2030) and a Civil Society Working Group. (République du Sénégal, 2018).

In order to define a roadmap consistent with the national priorities and the national development policies, the Agence nationale de la Statistique et de la Démographie (ANSD) (National Agency for Statistics and Demography) in collaboration with the Initiative Prospective Agricole et Rurale (IPAR) (Agricultural and Rural Prospective Initiative) and the Direction Générale de la Planification et des Politiques Economiques (Directorate General for Economic Planning and Policy) organised in October 2016 an international workshop gathering government experts, sub regional and international

organizations, civil society organisations, researchers and the private sector.

At local level, in December 2017 the Association des Maires du Sénégal (AMS) (Association of Mayors of Senegal) conducted studies on SDG-related themes to engage in capacity building activities for local authorities. Through this initiative, the goal is the appropriation of the SDGs by local authorities, creating a synergy that benefits local development. (Localizingthesdgs.org, 22 January 2018)

Finally, the Senegalese government has submitted a voluntary national progress review in June 2018. (République du Sénégal, 2018). However, in terms of thematic priorities, migration-related SDGs appear not to be identified as the most relevant one for the Senegalese authorities. Target 8.7 is present in the voluntary national progress review but do not include any specific detail on migration-related policy.

5.4.2   RELEVANCE OF SDG 8.7 FOR SENEGAL

However, the relevance of SDG 8.7 for Senegal is evident. In a context of reduced opportunities for legal migration, increasing poverty and lack of economic perspective, irregular migration appears to many Senegalese as an alternative to a successful life and as a solution to support the needs of their family. Most migration channels are run by smugglers and traffickers who succeed in attracting people who may be obsessed by the desire to leave at any cost, fall into the trap and risk finding themselves in situations of risk or exploitation in their country of destination or in transit. The release of the video footages by CNN in November 2017 which showed young sub-Saharan African migrants being sold as slaves and which has created lots of emotion in Senegal (Africanews.fr, 24 November 2017) has also put the issue of irregular migration much higher on the political agenda and has shed some light on the inhumane conditions of many migrants in Libya. Cases of trafficking of Senegalese migrants are also found in Europe and in the Middle-East and the Gulf. On the latter case, victims do not travel irregularly. They are most of the time women who have been deceived with the promise of

a decent employment and end up in working and living conditions that involve forced labour (NDiaye B, 2018). They are recruited through networks which consist of established tour operators, health facility workers to issue medical certificates, employees of embassies concerned, recruiters and facilitators who are in direct contact with recruitment agencies located in countries of destination. (Coulibaly-Tandian, 2017)

5.4.3   IMPLEMENTATION OF SDGS 8.7 AND ACTORS INVOLVED IN SENEGAL

Like in the case of Guinea, policy and legislative actions on the protection of migrants and migrants and human trafficking are existent but being formulated and implemented outside of the realm and framework of the SDGs.

In 2003, the Senegalese government ratified the Protocol to the United Nations Convention on Transnational Organised Crime and a Cellule Nationale de Lutte contre la Traite des Personnes (CNLTP) (National Unit to Combat Trafficking in Persons) was created in 2010. The CNLTP has various strategical axes: prevention, protection and prospection, capacity building, follow-up and evaluation. Following the ratification of the Protocol, Senegal adopted in May 2005 a law on combatting trafficking in persons, similar practices and victims' protection. (NDiaye B, 2018). The main institutional actors when it comes to issues related to CNLTP are the DGSE and the Ministry of Interior but as in the case of any migration related issues, there is still a deficit of coordination between them.

As of 2018, the Senegalese government is elaborating a National Migratory Strategy to tackle migration and development challenges in a holistic manner. The strategy plans strengthening mechanisms to combat the smuggling of migrants and trafficking in persons through cross-border cooperation, establishing a framework for action including an early warning system to address the development of transnational criminal trafficking and strengthening the legal framework for migrant trafficking.

According to research and the interviews conducted,

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it is difficult to establish whether the issue of illegal practices of recruitment is indeed a political priority despite its importance. As one of the interviewees put it: "in a country where everything is a priority it is difficult to establish what is really a priority" (interview with director of DIADEM). Fight against human and migrants trafficking has precedence in the political discourse but one must look into the capacities of the relevant actors to assess if it is a real political priority. On top of that the fact that the role and influence of certain international actors like the European Union is not without consequences on setting the national agenda on migratory issues and can influence the importance attributed to the issue by the decision-makers.

The fact that there is quite a comprehensive legislative arsenal does not erase the problem. The efforts set in place are hardly noticeable because of the porosity of the borders. The psychological assistance to the victims and their security vis-à-vis the traffickers need to be reinforced (interview with UNSAS representative).

At present civil society organisations are very much engaged on migration issues in general and issues relate to migrants' rights. However, there is still little synergy and harmonization among their actions and interventions" (interview with director of DIADEM).

There is still a lot to be done in terms of public awareness concerning the risks of irregular immigration, human and migrants' trafficking despite the fact that there is a recent surge of activities in relation to this. Those activities would gain in efficiency if they would be more coordinated and implemented in collaboration with local authorities and conveyed in national languages reinforced (interview with UNSAS representative).

Finally, CSOs testify of a major problem of communication and exchange of information with the government (i.e. data and signature of relevant conventions with third countries). The importance of CSOs in doing outreach work should not be underestimated. For instance, they should be in a capacity to identify cases of traffic and use proper channels to inform the authorities. Interviewees also agreed on the importance to associate traditional communicators especially in awareness campaigns

given their intimate knowledge and proximity towards the Senegalese population (interview with director of DIADEM and UNSAS representative).

5.4.4 OUTLOOK-FEASIBILITY OF SDG IMPLEMENTATION IN SENEGAL

All interviewees were not able to provide information about the possible existence of national indicators. They do not see any prospects for the eradication of human and migrants trafficking unless all the problems mentioned above are not tackled and sorted one. Above all, they both considered that acting on the prevention and repression side of things is not enough. This problem needs to be tackled and encompassed in a holistic manner through the setting in place of a comprehensive labour migratory policy which involves the ministry of labour as well as all the other relevant actors. This is to be done through the regulation of international recruitment agencies which must be inspired among others from the relevant international conventions- as for instance C181 - ILO Convention (No. 181) concerning private employment agencies from 1997, the ECOWAS Convention on Mutual Assistance in Criminal Matters (A / P.1 / 7/92) and the ECOWAS protocols on free movement of people, the right of residence and establishment.

5.5 SIERRA LEONE

5.5.1 SDG RECEPTION IN SIERRA LEONE

One particular point to highlight in the context of Sierra Leone is that the current government was elected in spring 2018 only. Therefore, concrete results of its work and accomplishments of electoral promises are yet to be observed, as stated by all interviewees. However, all persons consulted for this report did point out that the President together with the relevant ministries expressed strong commitment to moving forward with the SDGs, including the ones reflecting on migration issues. (Interview, Ministry of Labour and Social Security, Sierra Leone) Also the previous government engaged in the SDG process. In response to the UN's request to all Member States wishing to participate in the first High Level Political Forum (HLPF) review of progress on the SDGs in 2016 in New York, Sierra Leone submitted a voluntary report (Sierra Leone, Ministry of Finance and Economic Development , 2015) on the implementation at country level by December 2015. This report also specifies how the global framework of the SDGs aligns with national development processes and how Sierra Leone has adapted it to its national context.

The Sierra Leonean Ministry of Finance and Economic Development specifies that SDG-related work in Sierra Leone was kicked off with the publication of a simplified version of the Goals. SDG Goal 10 to "Reduce inequality within and among countries", under which category falls the implementation of both targets 10.7 and 10.c, was regrouped together with Goals 1 ("End poverty in all its forms everywhere") and 2 ("End hunger, achieve food security and improved nutrition, and promote sustainable agriculture") to "Reducing general poverty prevalence".

Separately, the Goals have reportedly been integrated into the national budget and aligned to the eight pillars of Sierra Leone's Agenda for Prosperity (Sierra Leone, Ministry of Finance and Economic Development , 2015). SDG 10, together with SDGs 1 and 2, was subsumed under Pillar 6 on

"Social Protection". The government additionally defined 1 ("Diversified Economic Growth"), 2 ("Accelerating Human Development") and 5 ("Labour and Employment") as relevant lead pillars for the achievement of SDG 10. Overall, the report makes no specific reference to migration-related SDG targets. Its focus rather suggests that the non-migration related targets of Goal 10 are more relevant for Sierra Leone, and that the implementation of other SDGs is generally prioritised over Goal 10.

Looking ahead, the government of Sierra Leone has requested to participate again in the next HLPF, scheduled for July 2019.

5.5.2 RELEVANCE OF SDGS 10.7 AND 10.C IN SIERRA LEONE

SDG 10.7 appears very relevant in the context of Sierra Leone, especially from the perspective of a country of origin for migration. All interview partners from the government confirmed that regular, orderly and safe migration was a clear priority for national policy-makers, particularly with regards to safeguarding human rights and securing the wellbeing of Sierra Leoneans on the move, who were said to often fall into the traps of human trafficking and smuggling.

SDG 10.c seems to be equally important. A member of the Sierra Leonean diaspora in the United Kingdom stated that a lot of citizens abroad wish to remit money, particularly for personal use of family members and friends, but due to "very high fees" of regular pathways such as Western Union or MoneyGram resort to irregular channels such as "sending money home with a travelling person". The objective to reduce to less than 3% transaction costs for migrants' remittances was thus perceived as particularly critical by him. According to a representative of the Ministry of Labour and Social Security, the potential developmental impact of migration remains underutilised, and the government has an interest to reduce costs of remittances to facilitate investment through the Sierra Leonean diaspora.

5.5.3 IMPLEMENTATION OF SDGS 10.7 AND 10.C AND ACTORS INVOLVED IN SIERRA LEONE

Several actions have been taken in Sierra Leone which are perceived to feed into the accomplishment of SDG 10.7 by 2030 or earlier. The government representatives consulted for the purpose of this study all referred to the National Migration Policy which is currently being drafted by the Immigration Department of the Ministry of Internal Affairs in collaboration with ICMPD. They also highlighted the newly developed Labour Migration Policy, which is geared towards good migration governance, the protection of the rights of migrants as well as the empowerment of both immigrants and emigrants and the impact of migration on development.

It also looks into the creation of labour migration data with the aim to develop and match up skills in a more targeted manner which feeds into an orderly way of migration governance. With the help of international organisations such as IOM, the International Labour Organisation (ILO) as well as ICMPD, various migration-related departments have been set up within the government. In terms of concrete actions, the Labour Migration Policy encourages the creation of migration information centres with the purpose of informing migrants and potential migrants on the aims of regular movement of people. Civil society organisations such as Civil Society Movement Sierra Leone, an umbrella body of various non-governmental organisations, Human Rights Defenders or World Hope International carry out awareness raising campaigns to spread knowledge about migration-related SDGs among the population. (Interview, Ministry of Labour and Social Security, Sierra Leone)

While the above-mentioned measures are intended to contribute to the achievement of SDG 10.7, the interviewees also mentioned that the mobilisation of means for their proper implementation is challenging. A professional indicated that budget allocations from the government are too low for putting into practice the recommendations from the policies, and that sustainability of activities depends heavily on funding from third parties such as international organisations or through development aid. (Interview, Ministry of Labour and Social Security, Sierra Leone) Separately, a representative of the Sierra Leonean diaspora in the United Kingdom drew attention to the fact that the Labour Migration Policy covers labour aspects only, whereas SDG 10.7 refers to a much broader spectrum of migration issues.

Learning from the past, government interviewees said that attempts to cut down on illegal recruitment agencies in the context of human trafficking and smuggling and thereby fostering orderly and safe mobility of people have not been successful to this point, and that such strategies need further improvement. "They are the people who are responsible for trafficking, smuggling people out of the country. More has to be done in this direction to be able to identify such agencies and address some of these issues. We cannot track down people who are carrying out illegal activities". (Interview, Ministry of Labour and Social Security, Sierra Leone)

With regards to concrete steps towards SDG 10.c regarding the facilitation of remittances, a representative of the Sierra Leonean diaspora explained that AFFORD organised a workshop in Freetown in May 2018 involving representatives of the Central Bank of Sierra Leone and other government officials as well as private sector organisations involved in remittances and Sierra Leonean migrants to elaborate the need to reduce remittance costs. The interviewee also mentioned the creation of regular working groups and fora to continue exchanging on the topic and was overall positive about current dynamics: "What's good about it is the conversation, to see that things have started, things could be done for the country".

(Interview, representative of Sierra Leonean diaspora, United Kingdom). However, he also stated that he was not aware of any progress since the discussions, and that it could be assessed in about one year time whether the intention to generate less expensive pathways for transferring money to Sierra Leone had been translated into tangible actions. He also explained that the remittance agencies, especially smaller ones, expressed scepticism as to whether they could offer better rates, given that they have to cover salaries and running costs for their offices.

To track progress on SDG implementation, the Ministry of Finance and Economic Development produced a draft set of 91 SDGs indicators specific to Sierra Leone. With regards to Goal 10, two additional indicators were developed. However, none of them is related to Target 10.7 nor Target 10.c; they instead focus on food expenditure and income, respectively. Furthermore, a draft national integrated results framework was developed in the context of a workshop with national authorities, civil society organisations and donor agencies to harmonise the SDGs with the monitoring and evaluation matrix of the country's Agenda for Prosperity. (Government of Sierra Leone, 2015)

5.5.4 OUTLOOK – FEASIBILITY OF SDG IMPLEMENTATION IN SIERRA LEONE

The implementation of SDG 10.7 has been assessed as feasible in the next five years by the interview partners from the government, under the precondition that financial means for the implementation of the Labour Migration Policy as well as the corresponding work plan are available. Opposing this view, a diaspora representative pronounced serious doubts that Sierra Leone will be able to accomplish the goal in the near future, on the one hand because of the complexity of the notion of safe and orderly migration, and on the other hand because of a poor access to data and information: "A country cannot implement any policy if the policy itself, or information about strategies for implementation, monitoring and evaluation of the policy and so on is not available for the country itself to access". (Interview, representative of Sierra Leonean diaspora, United Kingdom)

With regards to SDG 10.c, a representative from the Sierra Leonean diaspora in the United Kingdom expressed optimisms regarding its fulfilment in the given timeframe: "I think it's achievable by 2030, again I would think because of political and financial will. The fact that people in the financial and fiscal sector are coming together, having working groups including on this, there is a desire to make it happen, because they see what the benefits are, there is a desire across the board. Everybody wants to make it happen". (Interview, representative of Sierra Leonean diaspora, United Kingdom) The same respondent pointed out that the relatively small size of Sierra Leonean's population of around 7,5 million people is also conducive to reaching the goal. Reflecting on the sub-components of SDG 10.c, he assesses the reduction of transaction costs to be easier than the complete elimination of corridors with fees higher than 5%, arguing that new technologies may play in favour of decreasing labour demand for remittance operations in the future.

5.6 TOGO

5.6.1 SDG RECEPTION IN TOGO

Like Ghana, the Republic of Togo became actively involved in the SDGs in early 2013, way before their official launch in 2015, as one of 19 African countries which had been invited by the UN to conduct consultations at local, regional and national level. Over 50 groups of stakeholders, allegedly including public authorities, civil society organisations, media representatives as well as associations of elderly people, youth and children, disabled persons and traditional chiefs among others, contributed to discussions around the development and formulation of the SDGs and their targets and indicators as well as development perspectives and visions in more general. (Together 2030 Blog, 2016)

This relatively prominent role in the context of the elaboration of the SDGs continued after their launch. The UN Department of Economic and Social Affairs (DESA) chose Togo, together with eight other member States as pilot country for the provision of direct capacity development assistance to streamline the SDGs into national development processes. (UN Sustainable Development Knowledge Platform, 2013) In line with this rather strong engagement, the Togolese Republic agreed to voluntarily present their progress at the HLPF review in 2016 and 2017, having submitted reports to the UN every year since 2015.

Following the adoption of the SDGs at national level and a training for actors at national and sub-national levels, the government launched a process to develop its Plan National du Développement (National Development Plan) (2018-2022) which replaced previous development strategies and serves as a basis for harmonising country-level development endeavours with the SDGs. Other efforts to integrate the vision of the SDGs into Togolese policy planning included the dissemination of SDG-related information to the wider public and awareness-raising for the appropriation of the SDGs, the participation of Togolese representatives in international and regional meetings on the implementation of SDGs and the incorporation of SDGs into planning documents. (République togolaise – Togolese Republic, 2016, 2017 and 2018)

In terms of thematic priorities, the Togolese Republic identified development in the areas of energy use and the introduction of renewable energies, climate change and the fight against coastal erosion, youth employment and capacity building for human, institutional and organisational development as particularly pressing issues. (République Togolaise, 2016, 2017 and 2018)

Migration-related targets of the SDGs are not mentioned as such; however, the first progress report (Togolese Republic, 2016) specifies that funding for the implementation of the SDGs shall inter alia be mobilised through diaspora contributions, and the second progress report (Togolese Republic, 2017) suggested that discussions on how to better channel resources from the diaspora for development projects are well advanced. Notably, also the most recent progress report (Togolese Republic, 2018) refers to the role of the Togolese diaspora in the context of SDG 17 ("Revitalise the global partnership for sustainable development and strengthen the means of implementation of this partnership"), and more specifically with regards to the mobilisation of foreign and national resources for development. According to the government, their financial contribution and their investment in innovative projects for harmonious development has intensified in recent years; in 2017, for example, nationals abroad transferred a sum of about 483,251,000 USD to Togo.

5.6.2 RELEVANCE OF SDG 10.C IN TOGO

In 2017, remittances amounted to almost 10% of the Togolese GDP. (The Forum of International Solidarity organisations from Migrations, 2018). This number suggests that a reduction in money transfer costs would greatly improve growth in Togo. (Interview, The Forum of International Solidarity organisations from Migrations, 2018) According to recent media articles, Togo ranks seventh within Sub-Sahara African countries which benefit the most economically from their respective diaspora. (Togo First, Entreprendre au Togo, 2018)

5.6.3 ACTIVITIES FOR IMPLEMENTATION OF SDG 10.C IN ACTORS INVOLVED IN TOGO

Even though public discussions on diaspora-related issues frequently take place, most recently in the course of the declaration of the "diaspora month" (Afree Press, 2018), the professional interviewed for the purpose of this report was not aware of any action specifically taken to reach SDG 8.7 (Interview, Forum of International Solidarity Organisations from Migrations, 2018). In view of the latest political crisis which started in summer 2017 and has since led to large anti-government rallies on a frequent basis (Al Jazeera, 2017 and 2018), as well as upcoming local and legislative elections and a planned referendum on constitutional reform scheduled for December 2018 (Al Jazeera, 2018), the interviewee pointed out that the current discourse mainly focuses on the question whether Togolese expatriates will vote. "Diaspora engagement is not the topic of the moment, this has very much stalled. […] The opposition and some diaspora organisations are planning to boycott the elections".

(Interview, Forum of International Solidarity Organisations from Migrations, 2018) He also said that any attempt to launch formal consultations with diaspora organisations or develop a roadmap for their engagement in Togo would be perceived as a political manoeuvre from the regime to gain influence over the Togolese diaspora. (Interview, Forum of International Solidarity Organisations from Migrations, 2018)

Beyond the realm of the SDGs, the government has been treating the mobilisation of the diaspora as a national priority through the creation of a diaspora platform and the launch of several programmes. "Réussite diaspora", designed to mobilise the competences of the Togolese diaspora and to intensify the visibility of Togo abroad as a preferred destination for foreign investors under the leadership of the Ministry of Foreign Affairs, Cooperation and African Integration, has been defined by the government as a particularly successful initiative. The Ministry of Planning and Development, with the support of ICMPD through the global capacity building initiative "Migration-EU Expertise", additionally elaborated a Plan Stratégique de Migration et Développement (Strategic Plan on Migration and Development) (UNDESA, 2015). Also with the support of ICMPD, the government announced in 2018 its plan to elaborate a strategy for professional migration. (République Togolaise, 2018) With regards to non-policy related actions, diplomatic representations and international partners along with civil society organisations and diaspora associations contributed strongly to the promotion of the diaspora's involvement in the economic life of the country, the creation of investment opportunities and the development of partnerships (ICMPD, 2016). While these are undoubtedly important actions, none of them makes particular reference to remittance costs and does thus not address specifically the achievement of SDG 10.c.

For tracking progress on SDG implementation, the government reportedly defined indicators adapted to the national context in addition to using the officially recognised ones. (Togolese Republic, 2016) A total number of 552 were developed, but it is unclear if any of these addresses SDG 10.c, or any other of the migration-related targets. (INSEED Togo, 2017)

5.6.4 OUTLOOK – FEASIBILITY OF SDG IMPLEMENTATION IN TOGO

Given the current political situation in the country and its uncertain impact on diaspora discussions, the interviewees wished not to make any statements on the likelihood of SDG 10.c being reached successfully by 2030. A member of the MADE West Africa network pointed out that the frequent reference to the expected contribution of diaspora members to SDG targets in the government-led SDG progress reports and the parallel lack of solid engagement strategies may cause frustration rather than motivation among Togolese abroad and push them away from strategic contributions to the country's development.

SUMMARY AND CONCLUSION

All six case countries under research in this report have taken one step or another to work towards the achievement of the SDGs at national level. While Ghana had been active in the preparatory phase of the SDG development already, the others started engaging after their launch in 2016. Some of the most common activities include the organisation of awareness raising and capacity building events, often in collaboration with UNDP, and the integration of SDGs into national development strategies. A few countries such as Ghana and Sierra Leone, adapted the internationally approved indicators to their particular context and elaborated evaluation plans for progress tracking. Additionally, Ghana, Guinea, Sierra Leone and Togo drafted, albeit with varying frequency, voluntary progress reports and presented the results at some of the yearly High-Level Political Forum in New York.

A commonality across all countries – with the exception of Ghana whose President declared the mobilisation of the diaspora for national development as one of the government's most pursued objectives – is the fact that migration-related SDGs do not feature among the prioritised areas of engagement. In fact, goals with a focus on environmental issues, the creation of jobs and youth employment and good governance and capacity building receive much more attention in strategic government documents and evaluation mechanisms. Notwithstanding, the governments of all case countries have taken actions within the field of migration, such as through the development and adoption of strategies and the creation of working groups. These, however, are not necessarily to be seen as result of the SDGs. They are rather a consequence of current global policy discussions on migration, including the Global Compact for Migration and the Global Forum for Migration and Development. The fact that several of the laws and policies regulating migration-related issues in West Africa were developed before the launch of the Agenda 2030 underlines the assumption that efforts are not directly related to the SDGs, even though they clearly contribute to their realisation.

In general, the importance of migration-related SDGs for the overall development of the region is recognised, but more by professionals and expert organisations than the broader public. In all six case countries, public awareness on the SDGs in general is low, and even more so in the case of migration-related goals. There is also a discrepancy between the capital level and more rural areas in the countries regarding knowledge on SDGs and commitment to their implementation. In some countries, such as Sierra Leone, the fact that some regions are hard to reach imposes obstacles to the government in the dissemination of relevant information. Across all countries under research, the role of civil society organisations seems crucial with regards to the country-wide appropriation of SDGs, also among the population living in rural areas.

Overall, Ghana ranks first from the perspective of a regional comparison with regards to migration-related SDG actions. Besides its exceptionally strong involvement in the development phase of the SDGs, it continues to play a prominent role in high-level political fora such as the IAEG-SDGs and the UNSG-led group of eminent SDG advocates. Furthermore, the number of laws and policies with specific focus on migration-related topics as well as their coverage and thematic width is much higher in Ghana than in any other of the countries of analysis. Notably, all major sub-topics to migration are covered, while other countries, for example Sierra Leone, focus on one or two sub-elements such as labour migration only. Even though international actors such as intergovernmental organisations, first and foremost the UN system, or regional stakeholders such as the European and the African Union appear to be strong and often necessary partners for the achievement of the SDGs, their engagement may also present the risk of exercising control or influence over the political developments in the countries of action. However, the research conducted for this report did not reveal any such authority. To the contrary, the role of

foreign organisations was praised as vital source of support, while the governments were described as sufficiently independent to proclaim and follow their own political priorities.

The localisation and contextualisation of SDGs has been fairly weak so far in West Africa. With the exception of Ghana and Sierra Leone, none of the case countries has developed national indicators or evaluation frameworks for progress assessment. However, a common feature across the six case countries and three SDGs under research alike is the optimism of interviewees that the goals can be reached by 2030. Especially with regards to SDG 10.c to reduce remittance costs of financial transactions, it was assessed that its achievement will be fairly easy if the governments set up respective regulations for transaction companies and banks.

To booster further progress on the implementation of the selected SDGs with a positive impact on migration dynamics in the region and beyond, the following recommendations are to be noted:
In the case of Burkina Faso, it is important to ensure that migration-related SDGs gain broader recognition at the political level and to continue raising awareness on the significance of migration for development. Given the size of the Burkinabè population living outside of their country of origin, the potential impact of remittances on national development can be substantial, if strategic investments are encouraged. With particular regards to SDG 10.c, close attention needs to be paid to the finalisation of the national diaspora strategy, and the continued commitment of the government to the National Diaspora Forum. It will also be essential to advance on progress tracking and evaluation.

Ghana builds on a remarkably solid groundwork. The framework for the successful implementation of both SDG 10.7 and SDG 10.c is available and strongly supported by the government, international actors and the civil society alike. The remaining challenge will be the translation of the legal and political framework into concrete actions. In this regard, it is recommended to support all implementing partners, including intergovernmental and non-governmental organisations to operationalise the National Migration Policy. Furthermore, it would be favourable if Ghana takes advantage of its advanced position and acts as role model for the entire ECOWAS region, promoting their knowledge and experience on migration-related SDG implementation among other countries.

For Guinea, it will be essential that knowledge on the human and migrant trafficking references in the 2016 revised national penal code is built among relevant authorities, especially law enforcement officials. Furthermore, it is strongly recommended to invest in monitoring and information exchange equipment and take actions against information mismatches. In this context, it is crucial to strengthen the cooperation between police and customs as well as with civil society organisations. Even though commitment on the fight against forced labour and human trafficking has been expressed by the government, even before the adoption of the SDGs, limited financial means may hinder proper implementation. It is thus necessary to closely monitor the government's continued engagement and the mobilisation of sufficient resources for the sustained engagement on SDG 8.7.

The government of Senegal should reinforce its consular protection in addition to already existing measures for the prevention and repression of human trafficking. It should also sign a network of agreements with countries of destination concerning social protection and the portability of social rights. This could be accompanied by a system of information and preparation to departure for potential migrants. Finally and above all, as legal opportunities and migration routes have been considerably reduced by the stringent border protection policies that most destination countries have put in place, notably in Europe, the Senegalese government should advocate for the development of bilateral and multilateral labor migration partnerships with host countries to ensure better social and legal protection for migrants, particularly with regard to circular or seasonal migration. Such policies should be formulated in consultation with

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civil society and diaspora organisations.

For Sierra Leone, it is advisable to broaden the repertoire of instruments to advance on migration-related SDGs. While the development and launch of the National Labour Migration Strategy has certainly marked an important milestone in the country's strategic work on migration in general and the migration-related SDGs more concretely, the need to embed migration management and the various aspects it entails in a broader framework remains to be met. Against this background, the further development and finalisation of the National Migration Policy should be monitored closely. In view of the challenges experienced at national level to transform policies into practice, it will be crucial to mobilise sufficient funding for the implementation of concrete activities which will support SDGs 10.7 and 10.c.

The example of Togo shows that the accomplishment of migration-related goals, and particularly those with a link to diaspora engagement, depend heavily on the political context of the respective country. Despite the very active engagement of Togo in regular progress reporting and its thorough work on SDG alignment to national parameters on the one hand, and the particularly strong orientation towards remittances for national development on the other, concrete activities to advance on the migration-related SDGs seem to be missing. Among other reasons, this is related to what various media call a political crisis accompanied by frequent mass demonstrations. Regardless of the outcome of the December 2018 elections and the constitutional referendum, it is strongly recommended that the government immediately restarts negotiations with diaspora associations and directs respective discussions towards the content of SDG 10.c rather than just tackling it from a pure "investment for local development perspective". The establishment of a fruitful dialogue with Togolese abroad is also essential for the latter's willingness to maintain formal links with the country and to contribute to the implementation of its political goals.

In terms of recommendations for the revision of the SDGs and their indicators, respectively, the following can be drawn from this research:

On SDG 8.7 and its migration component, it is advisable to look at the inter-connections between irregular migration, illegal practices of recruitment, migrants' rights and trafficking in the West African context. In this respect, achievements for 8.7 must be looked at together with the ones for SDG 8.8 and 10.7. Therefore, the measurements of progress by Senegal and Guinea in achieving this objective must be two-fold: on the repressive aspects of things and on setting in place a labour migration policy. On the first aspect, indicators could encompass the translation into national legislation of all relevant international conventions on trafficking and smuggling and the setting in place of coordination mechanisms between the various stakeholders. On the second aspect, indicators could include the regulation of international recruitment agencies and the signature of bilateral labour migration convention for the protection of migrants 'workers.

The main difficulty with SDG 10.7 is its width. Both the literature review and the interviews revealed that the goal's complexity allows for a variety of interpretations, as shown by the different definitions used by different stakeholders. While in the case of Ghana, orderly and safe migration is understood from a multi-faceted approach with several pillars, Sierra Leone views it strongly in the context of labour migration. Another point of critique as expressed by academics consulted for this report is that SDG 10.7 refers much more to international migration as opposed to continental or regional migration, and thus pays less attention to what from a statistical point of view represents much more significant movements of people. Given the strong historical exposure of West Africa to intra-regional migration and the persisting gaps around the implementation of the ECOWAS Free Movement Protocol, SDG 10.7 has a particular relevance for the region but needs to be adapted in order to respond to the key issues. This is particularly true for the indicators, which are way too narrow to properly capture orderly, safe and responsible migration and movement of people. While indicator 10.7.1 focuses on people who migrate for profes-

sional purposes, indicator 10.7.2 on "well managed migration policies" is very vague. It is advisable to link progress measurement to the Migration Governance Index by IOM, which represents a much more holistic framework.

The achievement of SDG 10.c in the target countries of this study will depend heavily on the development of a strong collaboration between the respective national governments and the various money transfer companies. Policy makers will have to unanimously commit to the capitalisation of remittances for local development and improved living conditions and take a stronger role in the management of this sector. This should include the negotiation of more favourable conditions for remittances with banks and other relevant service providers, the development of new laws and the diversification of suppliers. Whenever possible, the governments should also invest in innovative technology to support the development of new solutions with cost reduction as ultimate result. With regards to progress tracking, the research conducted for the purpose of this study indicates that the official indicator to measure change through "remittance costs as a proportion of the amount remitted" is adequate in the West African context. However, better data collection and evaluation systems are needed in the majority of case countries, except Ghana.

Even though the road to the accomplishment of migration-related SDGs remains bumpy across all case countries, this analysis also proves a strong commitment to the topic. Beyond the actions outlined in the respective chapters, the engagement of West Africa to the SDGs in general and migration-related agendas more in particular is clearly visible from a policy perspective. The participation of many governments of the ECOWAS region in the pan-African Kampala Forum on orderly migration in May 2017, as well as their contribution to the Global Compacts for Migration (GCM) and on Refugees (GCR) is a clear expression of interest to improve migration-related aspects of human development. Considering that many of the GCM's objectives, such as for example objectives number 2, 3, 6, 7, 9, 10, 16, 19, 20 and 21 , are almost identical to the migration-related components of the SDGs, work along different global policy frameworks will boost progress towards objectives defined in other frameworks, notably the SDGs and the Africa 2063 agenda, as well.

6. LIST OF PERSONS INTERVIEWED

BURKINA FASO

• Interview, University Professor, Burkina Faso
• Interview, Secrétaire Général de la Coordination des Associations Burkinabè en Côte d'Ivoire
• Interview, representative of Burkinabè diaspora, France

GHANA

• Interview, IOM Ghana
• Interview, Executive Director, Returnees-Diaspora Integrated Development Organization
• Interview, Professors of Center for Migration Studies

GUINEA

• President of the National Committee to Combat Trafficking in Persons and Similar Practices (CNLTPPA)
• President of RAJGUI (Réseau Action Jeunesse Guinée)

SENEGAL

• Head of the social protection department, UNSAS (Union Nationale des Syndicats Autonomes du Sénégal)
• Director of DIADEM (Diaspora Développement Education Migration)

SIERRA LEONE

• Interview, Ministry of Labour and Social Security, Sierra Leone
• Interview, Ministry of Labour and Social Security, Sierra Leone
• Interview, Ministry of Labour and Social Security, Sierra Leone
• Interview, representative of Sierra Leonean diaspora, United Kingdom
• Interview, representative of Sierra Leonean diaspora, United Kingdom

TOGO

• Interview, Forum of International Solidarity Organisations from Migrations

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