LOCAL INCLUSION OF MIGRANTS AND REFUGEES

A gateway to existing ideas, resources and capacities for cities across the world

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LIST OF ACRONYMS

CMI	Center for Mediterranean Integration
CSO	Civil society organization
GFMD	Global Forum on Migration and Development
GCM	Global Compact for Migration
GCR	Global Compact on Refugees
IDP	Internally displaced person
IMRF	International Migration Review Forum
IOM	International Organization for Migration
LED	Local economic development
MM	Mayors Mechanism
MMC	Mayors Migration Council*
MMD	Marrakech Mayoral Declaration
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal
UCLG	United Cities and Local Governments
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNCTAD	United Nations Conference on Trade and Development
UN-Habitat	United Nations Programme for Human Settlements
UNHCR	United Nations High Commissioner for Refugees
WHO	World Health Organization

* MMC is also the abbreviation for Mixed Migration Center, but in this publication, MMC refers to the Mayors Migration Council

GLOSSARY

The definitions below are taken from the IOM Glossary on Migration*:

Country of destination
In the migration context, a country that is the destination for a person or a group of persons, irrespective of whether they migrate regularly or irregularly.

Country of origin
In the migration context, a country of nationality or of former habitual residence of a person or group of persons who have migrated abroad, irrespective of whether they migrate regularly or irregularly.

Internal migration
The movement of people within a State involving the establishment of a new temporary or permanent residence.

Internally Displaced Persons (IDPs)
Persons or groups of persons who have been forced or (IDPs) obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.

International migration
The movement of persons away from their place of usual residence and across an international border to a country of which they are not nationals.

Migrant
An umbrella term, not defined under international law, reflecting the common lay understanding of a person who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons. The term includes a number of well-defined legal categories of people, such as migrant workers; persons whose particular types of movements are legally-defined, such as smuggled migrants; as well as those whose status or means of movement are not specifically defined under international law, such as international students.

Migration
The movement of persons away from their place of usual residence, either across an international border or within a State.

Refugee (1951 Convention)
A person who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.

Remittances (migrant)
Private international monetary transfers that migrants make, individually or collectively.

* For references, notes and sources kindly refer to the Glossary on Migration ISSN 1813-2278 © 2019 International Organization for Migration (IOM) https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf

Different contributors might have other definitions of those terms. This would then be clarified in the respective texts.

Migrants and refugees often live in the underserviced areas of cities © UN-Habitat

FOREWORD

In 2018, the Global Compact on Safe, Orderly and Regular Migration (GCM) and the Global Compact for Refugees (GCR) were adopted by the vast majority of UN Member States as guidance to address the main drivers and challenges of migration and forced displacement.

During the preparatory processes for both compacts, local authorities, among other stakeholders, were included and actively contributed to the global migration agenda, with the 5th Mayoral Forum on Mobility, Migration and Development taking place in parallel to the Intergovernmental Conference to Adopt the Global Compact for Migration, in Marrakesh, Morocco, in December 2018. Bringing together 70 cities for the endorsement of the Marrakech Mayoral Declaration (MMD), the Mayoral Forum highlighted cities' commitments for implementing both the GCM and the GCR. The Marrakech Mayoral Declaration reaffirmed cities as key actors as they pledged to stand in solidarity and increase inter-city collaboration and play a critical role in shaping a more positive narrative on migration. Both Global Compacts acknowledged the importance of local authorities for shaping and implementation

these international commitments. However, while some local (city level) authorities are successfully implementing innovative systems and approaches, others, who are also at the forefront of reception, basic service delivery, inclusion and rights protection of migrant populations, struggle and lack a comprehensive guidance, resources, and capacity to move their work forward collectively.

After a first meeting at the margins of International Conference to Adopt the Global Compact for Migration, the Center for Mediterranean Integration (CMI), the Organization for Economic Cooperation and development (OECD), the United Nations Human Settlements Programme (UN-Habitat), the United Nations Children's Fund (UNICEF), the United Nations Conference for Trade and Development (UNCTAD), the United Nations Education, Science and Culture Organization (UNESCO), and the World Health Organization (WHO) came together to brainstorm on how to collectively further support local authorities in reaching the goals and objectives set out in the two Global Compacts.

Children, Harran refugee Camp-Turkey © CMI

The contributing organizations believe that partnerships based on mutual goals and interests are key to success. After one year of discussions around our respective work, the contributing organizations developed this guidance document in an attempt to:

1. provide cities with field-tested guidance to proactively shape their local inclusion measures;

2. showcase the contribution cities across the world are providing to the implementation of the SDGs, the GCM and GCR;

3. tap into cutting-edge existing support on the key dimensions contributing to local inclusion.

This guidance document is the fruit of a joint effort to align work and compile our knowledge with existing successful local examples to support the work of cities in integrating migrants through a multi-sectorial approach. It emphasizes cities' growing importance for promoting sustainable migration solutions and for not only managing the challenges deriving from migration but also harnessing the positive impact of migrants' social and economic inclusion in cities. This guidance document underlines the need for policy coherence and multi-level coordination for a proactive multidimensional, sustainable and effective response to development challenges. Based on different contributions, this guidance document puts together the specific expertise of each participating organization to guide local authorities and development practitioners in facing current migration challenges, and to offer concrete examples and solutions for effective change at the city level.[1]

In July 2020, the recommendations compiled have been assessed in order to test their relevance. A survey was conducted in four languages (English, French, Spanish and Arabic) and shared with selected local authorities in different regions and cities. 24 local authorities including Baghdad, Lima, Mexico

City, Sao Paulo, Sfax, Toulouse, Vienna, as well as several cities in Ecuador, Jordan, Lebanon, Palestine, Turkey and Uganda replied to the survey.[2] In the survey, local authorities underlined their roles in reception and inclusion of migrants and refugees and expressed their interest in the practicable recommendations presented in the report, while underlining that there is a need to invest in capacity building for the implementation of the recommendations. The participating authorities stated their continuous interest and efforts to foster social and economic inclusion of migrants and enhance the social cohesion in their cities, while stating that they have specific needs for further capacity development activities on multi-sectoral, multi-stakeholder and inclusive processes. Accordingly, the contributing organizations updated this document also in the light of the post COVID-19 realities and the decisions that cities are compelled to make for enhancing inclusion while ensuring social and health priorities.

The knowledge and information included in the different contributions can be adapted and adjusted to meet the needs of local authorities according to their specific priorities, geographical position and local context – and the capacity and resources available. Through this guidance document, national authorities are invited to get inspired by local initiatives and consider scaling up where relevant. In this first effort to compile experiences and recommendations from different yet complementary angles, local solutions showcased in this document are organized according to their main specific sectoral focus but are not limited to tackling one thematic only. The contributing organizations hope that these experiences and recommendations will offer inspiration to city leaders and local stakeholders and guide further support from the international community.

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1 It is being acknowledged that this guidance document is not comprehensive but work in progress.

2 The cities that answered the survey were: Abra, Al-Zulail, Amman, Ankara, Arua, Badawi, Baghdad, Bethlehem, Bramiya, Cuenca, Kadikoy, Koboko, Lima, Mexico City, Nebbi, Quito, Qrayeh, Ramallah, Saida; Sao Paulo, Sfax, Toulouse and Vienna.

By Loren B Landau - University of Oxford and University of the Witwatersrand, Johannesburg

Cities as key players and agents of change

Cities are where new societies are developed. They bring together people of diverse origins and generate novel forms of economic, social, cultural and political exchange. Without movements of people, ideas, information and goods across jurisdictional and political boundaries, cities stagnate. As municipalities position themselves in regional and global economies by concentrating commodities and enhancing varied forms of connectivity, local actors often overlook or side line technical and legal/ethical questions of human mobility. These not only include addressing the needs and entitlements of a growing and diversifying population, but how ongoing mobility shapes the nature of political community, participation, and the bases of inclusion and marginalisation.

Some municipal authorities embrace or even foster mobility while celebrating cosmopolitanism, new markets, and eager labour. Mayors' explicit promises to protect refugees and migrants (including undocumented migrants) living in their cities underline municipalities' will to forge inclusive social formations. Other leaders are more apprehensive, treating the arrival of immigrants, refugees, or even ethnic minorities as burdens. While some politicians capitalise on migrants economic and social contributions, others instrumentalize their presence as the base for xenophobic mobilization.

Municipal leaders who embrace human mobility do so for ethical/legal, political, or even financial reasons. For every mayor or manager speaking for migrants or minorities, others remain silent or work towards closure. Ironically, the more democratic and participatory cities are, the higher the short-term risks of anti-outsider mobilization. The dangers only become more acute when segments of the population of the receiving country feel marginalized, threatened, or economically insecure. As this guidance document highlights, building migrant and refugee inclusive cities means building constituencies and interests that align across nationality, language, ethnicity, and religion.

By illustrating opportunities associated with migration and practical modes of engaging

Syrian Refugees in a street in Jordan
© UN-Habitat

Urban migrants in Ulan Bator
© IOM

mobility, this document helps guide municipalities on a pragmatic path towards the kind of inclusivity envisioned by the Sustainable Development Goals and the New Urban Agenda. It offers concrete reflection points to development actors, helps identify primary constraints local authorities face, and points to where technical and financial support is needed. These are precisely the forms of intervention needed to align incentives in favour of inclusion.

One of the document's clearest messages is that countering migrant and refugee exclusion requires more than universal appeals to egalitarian, cosmopolitan principles. When launched by outsiders or elites, rights campaigns for the inclusion of refugees and migrants (documented or undocumented) can provoke exactly the kind of xenophobia they hope to counter. While inclusive legal frameworks and global compacts are important, countering institutional discrimination of vulnerable populations requires public leadership and quiet, institutional, hard work to translate abstract principles and norms into concrete action. It means collaborating with mid-level officials and bureaucrats and developing their knowledge and skills to expand urban opportunities for marginalized populations whatever their origins in ways that avoid political point scoring and contestation. Sometimes this means explicit migrant-oriented programs. More often it demands initiatives intended to strengthen sectors or areas, not sub-populations, while

ensuring that interventions go beyond averages and take on board migrants' specific needs and challenges.

Realising inclusivity for migrants and refugees means developing key performance management targets and practical guidance that encourage local administrations to regard human mobility as part of their responsibility and to fulfil their role in that respect. Municipalities must carefully consider where and how to intervene. Doing so demands data collection and management systems that include accurate information on mobility and multi-locality. Ultimately, effectiveness requires budgeting systems responsive to demographic change and human mobility. As the vast majority of migration and displacement occurs within countries — not across international borders — this means working across jurisdictions to incorporate the implications of trans-local livelihoods. Beyond many of the city-based initiatives the guidance document describes, this might include novel forms of multi-sited budgeting and multi-local collaboration. By engaging in a 'whole-of-government' approach, international agencies can support these reforms.

Perhaps most fundamentally, this document raises the need to reconsider the kind of communities' that authorities and their partners hope to achieve. Durable forms of place-based solidarity remain a strong normative guide for urban planners and policy makers. City

Participatory planning of public spaces at Kalobeyei, Turkana Kenya 2019
© UN-Habitat/Bernard Heng

government decisions around upgrading slums, investing in housing, education and culture, and expanding urban services assume a quid pro quo relationship with urban dwellers. Scholars and practitioners often presume that if cities invest in (public) spaces, people will expand their businesses, participate in political processes, build their communities, generate wealth, and in the end obtain greater social cohesion and peace. Yet this social contract is often absent in cities – or neighbourhoods within them – where sentiments of xenophobia, often driven by political interests, insecurity and fear - can lead to discrimination and exclusion and make immigration a dominant issue. As the nature of work changes and people find possibilities of long-term employment increasingly elusive, mobility and translocality will increasingly become the norm. Such conditions demand that we rethink the ethical and practical basis of political representation, membership and inclusion.

This guidance document is an important step in building the inclusive, equitable communities envisioned by the Sustainable Development Goals and the Global Compacts for Migration and on Refugees. It highlights the importance of innovation. It does not limit itself to principles but calls for a holistic approach dedicated to identifying creative approaches. It recognises that politically palatable and economically

viable solutions will draw on markets, norms, bureaucratic mechanisms, and the interests and energy of migrants and hosts. Only together will cities achieve inclusive prosperity. As with all innovations, some – like those described in the following pages – are successful. We must also study those that have had little or negative effects. Indeed, cities should experiment, adapt, and find initiatives that scale. They must select interventions suited to their particular circumstances and reject those likely to be economically, institutionally or politically unviable.

If this guidance document offers a best practice, it is to recognize that city leaders face the realism of everyday politics – getting (re)elected, finding financing and getting programs off the ground. Inclusivity means aligning incentives and offer pathways to favour those who are easily scapegoated and marginalised. Shifting incentives towards inclusion demands unglamorous, behind-the-scenes work with administrators, bureaucrats and the private sector. It means building alliances between business leaders, unions, community associations and academia. This cannot be done based on humanitarian principles alone. It will require data, technical skills, and political leadership that is both bold and nuanced. Only when migrants, hosts, and leaders see their interests and futures as intertwined will progressive inclusion become possible.

Kakuma refugee camp: providing public space for those most in need
© UN-Habitat

INTRODUCTION

UCLG
United Cities and Local Governments

MMC
Mayors Migration Council

IOM UN MIGRATION

Global trends of rapid urbanization are reshaping the world. Today, 55% of the world's population lives in urban areas, a proportion that is expected to increase to 68% by 2050.[1] 95% of global urban expansion will take place in developing countries, mostly in Africa and Asia.

Migration is a natural phenomenon that has shaped our world throughout history and acts as a key factor behind urban expansion. For centuries, human mobility has converged to cities, which are in turn shaped culturally, socially and politically by human mobility. Today, nearly all migrants and displaced persons, whether international or internal, are destined for cities. According to the UNHCR, 60% and 80% of all refugees and IDPs – respectively – live in urban areas.[2] They move to cities in the hope of finding a sense of community, safety, and economic opportunities.

Cities and local governments have long played a central role as first receivers of migrants and refugees, and are playing an increasing role as duty-bearers in promoting the full realization of their human rights and ensuring their inclusion, in partnership with civil society and national governments. In this regard, whereas regulation of migration, as a state prerogative, deals first and foremost with national borders, local priorities essentially address inclusion, participation, and social cohesion. Border-centered approaches fail to grasp how cities understanding of citizenship and neighborhood contribute to tackle many of the complexities of global migration from

to bring innovative solutions to challenges and harness opportunities associated with the governance of migration. Local authorities are acknowledged as key actors in fulfilling the broader "leave no one behind" pledge of the 2030 Agenda for Sustainable Development (notably SDG 11). At the same time, they are portrayed as indispensable partners specifically in advancing the inclusion of migrants and refugees by the New Urban Agenda, the Global Compact for Safe, Orderly and Regular Migration (GCM), and the Global Compact on Refugees (GCR).

The GCM calls, in particular, for a whole-of-government approach to ensure "horizontal and vertical policy coherence across all sectors and levels of government," as well as a whole-of-society approach that includes local communities in migration governance. These approaches are to be pursued in conjunction with respect for human rights, gender equality, accessibility, and child rights, regardless of migration status and across all stages of the migration cycle.

City networks that have historically prioritized inclusion more broadly, such as United Cities and Local Governments (UCLG), Metropolis, Eurocities, Intercultural Cities, the UNESCO International Coalition of Inclusive and Sustainable Cities (ICCAR), and the UN-Habitat network, have begun to engage on the issues of welcoming refugees and inclusion. City networks dealing specifically with migration and refugees have increased, especially in Europe, where localities have been grappling with the

Cities' mobilization on migration

Since 2013, local and regional leaders, with support from UN agencies, national governments and international organizations, have gathered annually for the Global Mayoral Forum on Human Mobility, Migration and Development[3] ("Mayoral Forum") to engage in policy dialogue, exchange of knowledge, and strategize on how to govern migration while promoting social inclusion and equitable local development. The Mayoral Forum has also served as one of the mechanisms that connect municipal leaders to global processes such as the Global Forum on Migration and Development (GFMD) and the Global Compacts on Migration (GCM) and Refugees (GCR).

The creation of the GFMD Mayors Mechanism (MM) in 2018 is an important milestone that provides local and regional governments with an opportunity to strengthen dialogue between national and local levels of government, as well as with other stakeholders, on a continuous basis. The MM, steered jointly by UCLG, the MMC, and IOM, intends to bring the voice and experience of local and regional authorities to global migration governance processes.

Cities actively contributed to both the GCM[4] and the GCR[5] processes. Their priorities and inputs are included in almost all of the GCM's 23 objectives, as well as provisions for the implementation, follow-up, and review of the Compact.[6] Their advocacy helped to safeguard the fundamental issue of non-discriminatory access to services regardless of immigration status — now a critical issue in light of the COVID-19 pandemic — within the final GCM language. Similarly, the final GCR highlights the impacts of displacement at the local level, the need for local financing and capacity development, and the role of local authorities in facilitating the implementation of durable solutions.

3 The Mayoral Fora were sponsored by and organized in partnership with UN agencies, city networks and philanthropic organizations, including: Cities Alliance, IOM, Open Society Foundations, Swiss Agency for Development and Cooperation, UCLG, UNICEF, UNITAR, UN-Habitat, UNHCR and World Bank-KNOMAD.

4 In late 2017, the Metropolis network, joined by a group of US cities, submitted a joint position paper endorsed by 149 cities to the GCM co-facilitators, in which they committed to a number of practical steps through which the network could support the GCM. In May 2018, a delegation of 41 cities – led by New York – sent detailed recommendations on the wording and content of the GCM.

5 In December 2017, 19 mayors and cities sent a joint letter to the High Commissioner for Refugees encouraging UNHCR to take four steps to include local authorities in decision making for improve global responses for refugees.

6 Under Objective 23 on international cooperation, Member States have vowed to "involve and support local authorities in the identification of needs and opportunities for international cooperation for the effective implementation of the Global Compact and integrate their perspectives and priorities into development strategies, programmes and planning on migration." The GCM also foresees that the follow-up and review process review progress made at the local level with relevant stakeholders, including local authorities.
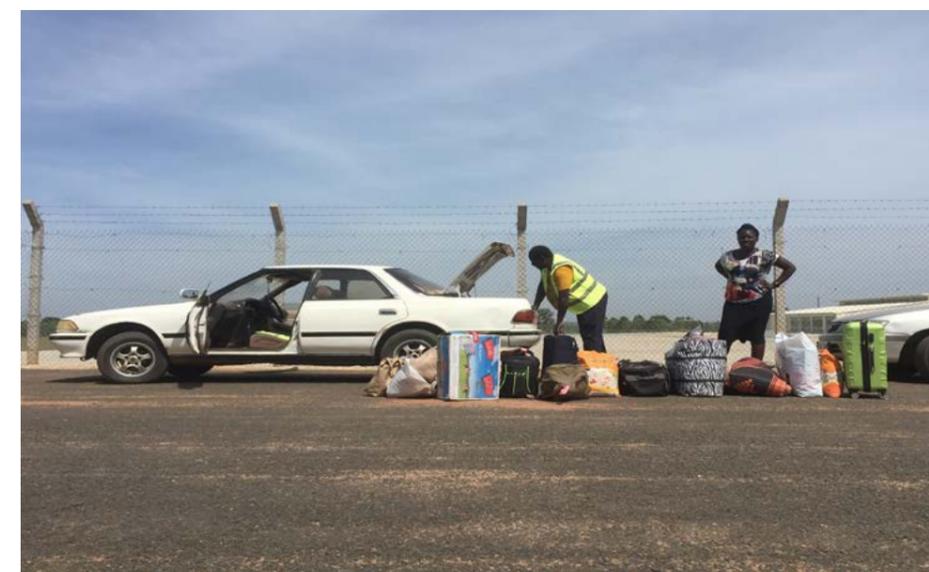
Most migrants move to urban areas; woman in Arua, Uganda
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