

LOCAL INCLUSION OF MIGRANTS AND REFUGEES

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



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- Center for Mediterranean Integration (CMI)
- Mayors Mechanism of the Global Forum on Migration and Development (GFMD)
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- United Nations Children's Fund (UNICEF)
- World Health Organization (WHO)

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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 underserved 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.

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.



Children, Harran refugee Camp-Turkey © CMI

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.

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



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Syrian Refugees in a
street in Jordan
© UN-Habitat

Urban migrants
in Ulan Bator
© IOM

INTRODUCTORY COMMENTARY

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



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

By the Mayor Mechanism of the Global Forum on Migration and Development (UCLG, MMC and IOM)



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 right-based perspectives and community driven approaches. Nevertheless, the transformative power of local approaches is often challenged by incoherent legal frameworks, narrow mandates, and scarce resources to assist all communities.

The international community is increasingly listening to cities and welcoming their readiness

¹ UN DESA, World Urbanization Prospects, 2014 edition.

² UNHCR Innovation, The Power of cities, November 2016.

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 ramifications of the Syria crisis, and globally with the creation of new city-led organizations such as the Mayors Migration Council (MMC). As global debates on the governance of migration unfolded, local and regional governments, aware of their role and responsibilities on the matter, requested and obtained a seat at the table.

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 Development³ (“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.

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.

Cities actively contributed to both the GCM⁴ and the GCR⁵ 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.

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
© UN-Habitat

Cities’ commitment to implementation of the Compacts

Following their active engagement in the consultation and negotiating processes, mayors and cities identified their own priorities for implementing the Global Compacts in conjunction with national and international actors. Among the distinct commitments of cities, their insistence on advancing the principles and objectives of both Compacts in unison stands out. In the context of cities, migration is understood primarily through the lens of human experience, as well as migrants’ contributions to local communities’ socio-economic and cultural fabric, beyond questions of legal status. Accordingly, the common vision of the Compacts echoes that of city leaders — namely, to “leave no one behind” and to make cities “inclusive, safe, resilient, and sustainable,” in line with applicable human rights principles and standards.

In December 2018, on the sidelines of the Conference to Adopt the GCM in Marrakech, more than 150 city officials gathered at the 5th Mayoral Forum endorsed the **Marrakech Mayors Declaration (MMD)**, “**Cities Working Together for Migrants and Refugees**,” which spells out commitments towards realizing both the GCM and the GCR. Cities pledged to stand in solidarity and increase inter-city collaboration, and to take action and play a critical role in shaping a more positive narrative on migration, including by providing evidence of “what works.” The MMD identifies five of the GCM objectives as priorities for cities’ implementation efforts. These are:

1. Minimize adverse and structural factors that compel people to leave their country of origin (Objective 2)
2. Address and reduce vulnerabilities (Objective 7)
3. Provide migrants with safe access to essential services (Objective 15)
4. Empower migrants and societies to realize full inclusion and social cohesion (Objective 16)
5. Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration (Objective 17)

Based on the commitments by the local representatives to fulfill the global agendas on migration, the Call to Local Action on Migration launched by the Mayors Mechanism at the UCLG Congress in Durban (November 2019) aims to enable cities to learn and connect on GCM and GCR implementation and review. It fosters a whole-of-government approach to migration governance by empowering cities to engage directly with national governments regarding the Compacts and showcases how cities accelerate implementation through bold and innovative local action. It also aims at developing overarching advocacy messages and recommendations, bringing collective city specific messages to relevant regional and international migration policy spaces, including the GFMD, the International Migration Review Forum (IMRF), and the Global Refugee Forum (GRF). In the longer term, the Call to Local Action on Migration will result in an increased recognition that cities not only need to have a seat at the table, but have a key role as implementers, policy makers, and partners in shaping migration governance.

Two years after the endorsement of the Global Compact for Migration, local and regional governments have managed to open spaces and consolidate their voice as a key stakeholder of the GCM implementation. As members of the Core and Thematic Working groups of the GCM, UCLG has contributed and elevated local authority experience and advocacy to enhance whole-of-government and people-centered approaches that promote inclusion and accessibility in areas as key as health coverage. As stated by the UN Secretary General, António Guterres, in his mid-term review of the GCM Implementation:

“There is a newfound acceptance by States of the importance of ensuring inclusive access to health care, regardless of migration status (Objective 15), which has long been recognized by local authorities.”⁷

Cities, represented by the MMC, also gained a seat on the steering committee of the new UN Migration Multi-Partner Trust Fund that supports

⁷ Mid-term review by the UN Secretary General on GCM Implementation (November 2020, p 19).

GCM implementation at country level, allowing them to press for prioritizing multi-level and multi-stakeholder approaches. This seat at the table resulted in the adaptation of the Fund’s operating model to encourage collaboration with local authorities and, within the inaugural round of projects, authorized funding for a \$1.7million project to improve migrants access to decent work in Mexico and Chile in partnership between national and local governments.

Strong partnerships are needed for successful implementation

There are many ways in which cities are already responding to the challenges and seizing the opportunities of migration. The scope of their work includes offering welcoming services; ensuring access, coordination or provision of basic services; supporting social, economic, spatial, cultural, financial, and civic integration of migrants and refugees; and encouraging initiatives that protect and promote human rights, reduce vulnerabilities, tackle prejudices and stereotypes, favor inclusion, and help shape a better-informed narrative on migration.

However, for cities to have greater impact and for their voices to be heard at the international level, their actions must be coordinated.

Indeed, cities are willing and able to play a role in the global governance of migration. To do so, strong partnerships are cornerstone. Cities are seeking coordinated, joint, and meaningful action by all levels of government and by all the actors involved in protecting human rights and the dignity of their inhabitants, regardless of their legal status. This collection of papers, led by a coalition of UN agencies and international organizations convinced of the necessity to include local governments in the implementation of the Global Compacts, is the first tangible result of a collective effort to support cities in this process.

Based on contributions from UN-Habitat, UNICEF, UNCTAD, UNESCO, OECD, WHO, and the Center for Mediterranean Integration (CMI), this guidance document showcases local practices and policy recommendations across sectors and areas of expertise, thus pointing towards ways for local governments to achieve global goals through local strategies. An enhanced sharing of successful experiences and good practice illustrates the potential of a greater engagement of cities for positive change in the governance of migration. At the same time, it serves as leverage to amplify municipal commitment and expand relevant interventions by demonstrating how principles can be translated into concrete action. The note is both for cities and about cities, helping to frame their actions in the context of the multilateral system where local governments have long struggled to have their role recognized.

From a cross-cutting perspective that looks at both compacts from an area-based approach that showcases the multi-fold scope of both agendas, this document offers a wealth of expertise from which to benefit and learn, as different levels of government jointly embark on implementing the Global Compacts and making whole-of-society and whole-of-government approaches the new normal in migration governance.

The guidance document is based on contributions by an open list of different agencies that are sensitive to discussions at the city level. Under no circumstance does this document aim to be a detailed and comprehensive guide. The contributions to this document contain recommendations to address some of the GCR paragraphs and GCM objectives. These recommendations are just an illustration of concrete actions that local actors can take – and are already taking – across different geographies and political and economic contexts, to address challenges of inclusion among migrants and refugees.

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In many cities, migrants
live alongside urban
poor with limited
access to basic services
Mathare slum Nairobi,
Kenya 2016 © Julius
Mwelu/ UN-Habitat



MULTI-LEVEL GOVERNANCE FOR INCLUSIVE CITIES

By the Organization for
Economic Co-operation and
Development (OECD)



Three major international documents, the Agenda for Sustainable Development, the Global compact for Safe, Orderly and Regular Migration (GCM), and the Global Compact on Refugees (GCR) recognize the potential of migration to promote development in both sending and receiving societies. In order for migrants (understood to cover all kinds of people on the move across and in some cases within borders) to fulfil their ambitions and to become real assets for their new communities, the capacity of cities to facilitate their inclusion is key. While migration policy remains a national responsibility, central and local authorities recognize that integration needs to happen where people are, in their workplaces, in their neighbourhoods, and in the schools where they send their children.

Local authorities are often in the first line as migrant and refugee receivers, reducing vulnerabilities by ensuring that local services are adapted to the needs and characteristics of this group. Beyond reception, lasting and successful inclusion requires mainstreaming migration-related issues across a vast array of municipal competences: urban planning, public spaces, housing, education, culture, access to employment, etc. The sustainable perspective for thriving diverse cities can only be accomplished when migrants are integrated into the local workforce as well as into the local cultural and political life. Some local leaders have embraced diversity as the ingredient that will keep their locality relevant in today's globalized world. Accordingly, migration is reflected as an advantage in their local economic development and communication strategies. However, in other places, increased diversity has provoked fears of imagined or real competition over jobs and access to public goods such as water, housing, health, education and security.

Local authorities have critical capacities to find tailored solutions for the actual protection needs of migrants based on their local assets. They do so by mobilizing local multi-stakeholder networks: NGOs, migrants associations, charities, universities and especially private businesses. Local authorities work closely with national, regional and in some cases supranational levels of government that most often

define the legal and policy frameworks as well as providing the financial means. Most of all, managing local migration effectively depends on cities' ability to communicate and change the perceptions of their own constituencies. Through evidence-based communication with their constituencies, local authorities can shift mentalities by showing how diversity can strengthen local economies while reinforcing local identities. To make this whole-of-society effort successful, governance is the key ingredient for clarifying roles, increasing funding and improving dialogue among decisions makers across levels and with the rest of society.

BOX 1:

Canada: The ministry of Immigration, Refugees and Citizenship Canada engages with provinces and territories via multilateral forums such as the Federal-Provincial/Territorial Settlement Working Group to coordinate the implementation of the Settlement and Integration system that facilitates the arrival of newcomers (including those coming for work and for humanitarian reasons) in Canadian communities.

The approach illustrated above is the result of OECD's research¹ conducted across over 70 EU cities as well as in-depth case studies across large European cities (Amsterdam, Athens, Barcelona, Berlin, Glasgow, Gothenburg, Paris, Rome, Stockholm and Vienna) and one small city in Germany (Altena). The work resulted in a 12-point checklist, a tool that any city or region – in Europe, the OECD or beyond – can use to work across levels of government and with other local actors in their efforts to promote more effective integration of migrants. This work has been updated according to the responses of a survey conducted as part of the drafting of this guidance document.

¹ <https://www.oecd.org/publications/working-together-for-local-integration-of-migrants-and-refugees-9789264085350-en.htm>

BOX 2:

Germany: The institutionalized dialogue conference of ministers from the Länder (Germany is divided into 16 states, or Länder) dealing with integration of migrants and refugees (Integrationsministerkonferenz, IntMK) is an interface between the federal level and the Länder. This conference develops indicators that are compared every year across the Länder.

The seven recommendations have been considered as very relevant in particular recommendation 3 on increasing local capacity for inclusion. Some recommendations in particular recommendation 6 on increase funding for integration, has been considered as relevant but difficult to implement. Overall respondents found the recommendations appropriate to help local governments guarantee the rights of migrants and refugees. In particular consultation with civil society and with target groups add real impact to the actions carried out.

Recommendations for Local Authorities

I. Vertical coordination

Establish a multi-level coordination mechanism to improve mutual knowledge of national policies and of the diversity of existing practices of subnational governments.

BOX 3:

Amsterdam, Netherlands: Established in 2017 the Amsterdam Approach to ensure that refugee integration is facilitated in a holistic manner, enabling refugees to become self-reliant and empowering them as active members of their new society. 30 case workers coach the refugees from the moment of their recognition throughout a three-year-long integration path in several domains: employment, education, entrepreneurship, participation, civic integration and language. Jointly with the status holders, coaches establish a comprehensive individual action plan, taking into account skills, motivation, language level, work experience, educational attainment, and mental and physical condition. Return on investment studies prove that every Euro spent on this combined approach brings back 2 EUR to the city.

BOX 4:

Vienna, Austria: The Start Wien office is where migrants are oriented from their initial registration in the city. It offers individual counselling in 25 languages, training in different modules (labour, housing, education, health, legislation, society) and language courses (vouchers are offered as newcomers participate in the training modules). The newcomers benefit here from a competence assessment based on which they are referred to the most appropriate municipal service (vocational training, or employment service). The city department for integration and diversity (MA17) establishes contracts with relevant departments to monitor the delivery of integration-related services, thus creating a successful system of incentives across teams to work together at co-ordinating integration solutions.



A Burundian refugee tending to his farm in Kakuma in Turkana, Kenya 2016 © UN-Habitat/Julius Mwelu

BOX 5:

Liège, Belgium: The Asylum Seekers Reception Service (SADA) of the City of Liège and the Regional Centre for the Integration of Foreign Citizens and People of Foreign Background of Liège (CRIPEL) ensure a warm welcome and integration of migrants and refugees in Liège, in partnership with a network of associations. SADA is an integrated service for asylum applicants and other foreign-born people that provides legal, administrative, psychosocial and health care services in partnership with Relais Santé, police services, neighbourhood commissaries, city safety, sanitary services, the Office for International Migration, and different federal and Red Cross reception centers.

See also recommendation 4 of the UNESCO Chapter.

Establish national plans, indicators and legislation on integration-related issues that are adapted to territorial characteristics, and maintain comparability across local realities, while creating incentives and standards for mainstreaming a migrant focus at the local level in a number of sectors.

2. Multi-sectoral coordination

Avoid sectoral fragmentation by establishing cross-sectoral decision-making mechanisms and strategies that ensure policies are adapted to migrant specificities, adding specific measures when needed. By increasing policy coherence, cities not only ensure equal treatment to migrants but also accelerate their inclusion and ensure migrants' contribution to local development is valued.

Create incentives and operational mechanisms (such as one-stop-shops) across departments to work together at mainstreaming migrants and refugees' equitable access to relevant services, avoiding bureaucratic breakdowns and fragmentation.

BOX 6:

Quilicura, Chile: Responding to several cases of discrimination reported by refugee students from municipal schools, the Migrant and Refugee Office provided training to staff and officials in charge at the Department of Municipal Education on awareness of human mobility as a right. This resulted in better welcoming of migrant and refugee children in school communities.

See also recommendation 5 of the UNESCO Chapter.

BOX 7:

Berlin, Germany: A diverse public administration is the second principle of the city's integration strategy, called "Intercultural Opening" (Interkulturelle Öffnung). The strategy is set out in a regional law and is binding. Compliance with the law is monitored based on a set of indicators, which must be reported back to the legislative political organ (i.e., the city's parliament).

3. Enhanced local capacity for inclusion

Equip civil servants (including low enforcement personnel, teachers and health care providers) to ensure migrants' adequate access to services for instance by providing intercultural awareness, anti-discrimination and human rights protection training and ensuring that migrants can express themselves in a language they master, through the use of interpreters if need be. training and ensuring that migrants can express themselves in a language they master, through the use of interpreters if need be.

Increase the diversity of public servants by ensuring equal treatment in their recruitment. Diversity of personnel contributes to making direct contact with migrants easier, to establishing successful integration models, and to changing mentalities among public servants themselves as well as the local society.

BOX 8:

Athens, Greece: The Athens Partnership (AP) was launched in 2015 – with lead support from the Stavros Niarchos Foundation – to facilitate innovative public programs in Athens, in partnership with the municipality, the private sector; and global philanthropic leaders. Among other initiatives, AP manages the implementation of the Migrant and Refugee Coordination Centre & Observatory (MRCC&O).

4. Consultation and coordination mechanism with civil society and migrants

Establish mechanisms to exchange information and coordinate activities with migrants/refugees/returnees, NGOs, business, foundations, third sector enterprises and other municipal administrations.

See also recommendation 3 of the UNESCO Chapter.

BOX 9:

Vienna, Austria: The "Wiener Integrations- & Diversitätsmonitor" (Vienna integration and diversity monitor) illustrates socio-economic aspects of local migration that demonstrate gaps between migrant and non-migrant groups. Data of other municipal departments are synthesised into the report offering a holistic compass that encourages constant reviewing of the current policies.

BOX 10:

Berlin, Germany: The State Advisory Board on Migration and Integration includes elected representatives of seven migrant organisations and makes recommendations and approves the appointment of the Integration Commissioner of the city of Berlin.

5. Improve data collection and management

Generate and use evidence around what works in terms of local actions for integration by improving data collection, including migrants' point of view, synchronize database across services that track migrants' outcomes and needs.

Make locally collected data on migrant inclusion comparable across different contexts.



Afghan IDP women during a participatory session on land, housing and property rights
© UN-Habitat

BOX 11:

Paris, France: “Les Grands Voisins” – The Big Neighbours started as a NGO-run refugee reception centre established in the premises of an old hospital that the city lent for this purpose. Since 2016, the centre has become the local neighbourhood meeting point for Parisians and migrants alike, as well as a tourist attraction well known for its innovative use of space. It includes an emergency shelter, start-up offices, artists’ studios and shops as well as a bar and an event location. Concerts, workshops, cinemas, and other activities regularly attract different publics proving the positive impact of the temporary occupation of public spaces for experimental social projects. This experience led to the creation of the Parisian Charter for temporary occupation in 2019.

BOX 12:

Local Inclusion Action Tool (LIAT) is an international initiative for measuring cities’ capacities for migrant and refugee inclusion across different contexts. This global set of actions and indicators will allow tracking the implementation of the UN Global Compacts on migration and for refugees at global level, building a comparable basis to measure integration progress and successful practices.

6. Increase financing for integration

Make multi-year and flexible funds for integration purposes available at the local level. Beyond local tax-raising capacities, municipalities should access flexible national and international — as well as private sector — financing, particularly in times of increased influx of migrants and refugees.

7. Invest in communication, spaces and events around inclusion to change the perception of host communities/ combat xenophobia and marginalization and support inclusion

Create opportunities and common public spaces that bring together the host community with newcomers and long-standing migrant communities.

The OECD has been working on key indicators for local governance of integration and has up to now identified action tools and relevant practices from a sample of 72 EU cities.



Refugees performing a play in Greece © UNICEF

Kalobeyei refugee community members skilled in construction, are hired for upgrading the refugee site in Turkana, Kenya 2016 © Julius Mwelu/UN-Habitat



URBAN AND TERRITORIAL PLANNING FOR INCLUSIVE CITIES: ENHANCING QUALITY OF LIFE FOR MIGRANT AND HOST COMMUNITIES IN URBAN AREAS

By UN-Habitat



People move to cities searching for safety, better employment and livelihood opportunities, increased access to housing and basic services such as education, health, administrative and financial services or for personal and social development, among many other reasons. And most migrants, including refugees and IDPs, move to urban areas.

Urbanization generally has a positive impact on peoples' economic and social development,¹ and migration contributes to socio-cultural diversity² and increased economic activities in cities. The New Urban Agenda (2016) thus promotes frameworks that enable the positive contribution of migrants to cities and "pluralistic societies, where the needs of all inhabitants are met, while recognizing the specific needs of those in vulnerable situations".³

Nevertheless, rapid and unplanned migration flows are often challenging for local authorities, as they may lack adequate data, resources and capacity to meet the basic needs of their current populations, let alone those of additional populations resulting from migration – particularly where migration flows are rapid. This – and the fact that local authorities play a major role in accommodating and providing services as well as crisis response – has also been acknowledged by the Global Compact for Safe, Regular and Orderly Migration (GCM) and the Global Compact on Refugees (GCR).

Planning for inclusive cities can be applied at different scales — from the neighborhood, to city-wide, to the territorial to national level — and can support inclusive and participatory policy development. Integrated territorial planning can also positively impact and provide tools for governance structures across administrative boundaries and enhance coalition building among relevant actors towards improved local economic

development that benefits both host and migrant communities.

Enhancing collaboration among urban actors and government authorities across different government levels (whole-of-government, whole-of-society and multi-stakeholder approaches) and fostering knowledge exchange between local decision makers on successful inclusion policies, strategies and plans, can enable migrants' social and economic inclusion in cities and help harnessing the positive impact of urban migration.

Lack of adequate, spatially aggregated data on vulnerable groups, including migrant and displaced populations, hinders the ability to plan for population growth and the extension of basic services. Data focused solely on citizens rather than inhabitants can result in (national) resource allocations falling disproportionately short of actual needs. Sectoral data (e.g. social services, transport, housing, employment among others) tends to be collected by institutions and service providers that operate under differing mandates, and is not always available at the municipal level or across different sectors. Spatial inequality in service provision, housing or public space or connectivity to livelihood opportunities often don't become apparent in sectoral or quantitative data collection.

Particular efforts are thus needed to extract or collect data on provision and functionality of basic services at municipal level, which when mapped spatially and overlaid with localized data on population densities, enables the identification of gaps in service delivery and of communities that are being left behind. Since data collection on migrants and refugees is often difficult to collect due to its sensitivity, it can be more practical and accurate for planning purposes to account for numbers, densities and population trends of inhabitants, regardless of migrant status. While specific rights of right holders (e.g. asylum seekers, status holders or similar) must

be acknowledged, an inclusive access to services, specifically in urban crisis situations, must be the aim.

Sound city and neighborhood data and analysis are the basis for evidence-based decision-making throughout the process of urban planning. When urban planning is participatory and inclusive, leading to jointly defined priorities for action, it can reduce inequalities of access to services, public spaces, adequate housing, and places of employment, and advance the achievement of a dignified life for all – making change tangible and transforming cities. Urban planning takes place at the neighborhood and city level, as well as broader the territorial level that accounts for systems of cities, towns and villages and their interconnectivity. Urban and territorial planning is a central area of expertise mainly steered by local authorities. It requires vertical and horizontal cohesion and inclusion of different sectors and government levels to adequately respond to the complexity of urban systems. Understanding and steering the impact of spatial planning at various scales for the inclusion of migrants in cities and increasing social cohesion with host communities is one way to ensure that "no-one is left behind."

In the survey from May 2020, local authorities stated that the recommendations on "Planning for Inclusive Cities" were very relevant for local actors and emphasized the importance of the inclusion of both migrants and host community in urban planning process as a key strategy for social cohesion and increasing ownership. The survey also revealed that local authorities would need additional capacity for better implementing these recommendations.

An effective planning process should use spatial analysis that identifies inequalities as described above as starting point. It should engage stakeholder groups representing special interests and from different sectors, representatives of groups with specific needs and vulnerabilities, local actors from private and public sector, civil society, and be age- and gender inclusive. By presenting data and facilitating discussion with different urban stakeholders including civil society, private sector and academia, multiple perspectives are brought into the planning process in order to identify, map and reach common understanding on key challenges and development priorities, thus increasing ownership. The priorities can then be translated to strategic and spatial plans by urban planning professionals with the continued engagement of stakeholders.

Urban plans at territorial, city and neighborhood levels identify where investments in accessible, affordable urban basic services, housing, public space, community facilities and economic development are needed to improve quality of life and opportunities for all and to ensure equitable access to basic services and adequate standards of living for migrants, refugees and host communities alike. Engaging migrant populations in this process presents an important opportunity to ensure that their voice is heard and reflected in planning and decision making.

Spatial planning should be linked to capacity building, inclusive governance structures and local financial planning to ensure the investment requirements can be met, leveraging where possible both private and public capital. It should ensure that planned interventions result in increased revenue as needed for maintenance and continued expansion of services.

Recommendations for Local Authorities

1. Collect data through participatory processes, deploying local knowledge and increasing ownership.

A participatory and inclusive process for data collection in cities and neighborhoods should include consultations and data sets from national and local authorities, civil society, academia and the private sector as well as relevant humanitarian and development partners. Data should be disaggregated by gender, age and vulnerability status and data sources should maximize the usage of local knowledge to ensure a sound understanding of social, economic and environmental systems of the city and surrounding territory. Land ownership and tenure security challenges, specifically for people in vulnerable situations, needs to be understood and included in strategies, plans and policies.

An area-based approach is recommended, collecting information on population including migration trends, densities, availability and functionality of social services, public space and infrastructure, housing supply and affordability, markets, formal and informal settlements, economic infrastructure and

¹ <https://www.odi.org/publications/11218-10-things-know-about-impacts-urbanisation>

² http://www3.weforum.org/docs/Migration_Impact_Cities_report_2017_low.pdf

³ In crisis situations or in case of internal displacement, there is a lack of formal registration of people moving to cities, making it difficult for local authorities to have correct figures of the people they are serving.

⁴ For this text, the term migrant is used in the most inclusive manner, including economic migrants, refugees, IDPs, asylum seekers and all people moving to a city. This is without prejudice to the fact that some individuals or groups, such as refugees, may have a particular legal or protected status that must be recognised.

sources of employment. It should also examine socioeconomic data of inhabitants through appropriate samples. Data should be geo-referenced so that it can be mapped and analyzed spatially.

2. **Develop neighborhood or city profiles through multi-sectoral spatial analysis and enhance local capacity.**

City and neighborhood profiles provide area-based information and analysis on population, movement and density trends; and the functionality of basic services to accommodate population changes and meet basic needs. By mapping spatial data on population, the existence and functionality of infrastructure and services, and socioeconomic conditions of inhabitants using GIS technology, city and neighbourhood profiles can visualize areas of vulnerability, inequality and opportunities. By providing multi-sectoral analysis that takes account of the interdependencies of infrastructure and services, they can also identify priority needs by sector.

A city profile, developed in a participatory process, provides robust evidence base to plan and prioritise action, and thus feeds into participatory planning and coordination amongst sectors, including in humanitarian situations and urban crisis response. As local actors should be involved from the very beginning, capacity

for data collection and analysis at local level is increased during this process. In the survey, local authorities indicated that technical advisory services related to data collection and data management could facilitate the implementation of this recommendation. Inclusion of migrant communities and host communities in vulnerable situations for formulating recommendations and in the decision-making processes will help strengthen trust and ownership in projects jointly agreed upon.

BOX 1:

Neighbourhood profiles in **Lebanese cities such as Tyre and Tripoli** helped city leaders, humanitarian and development actors and other stakeholders to effectively target humanitarian support and prioritise actions; to achieve stability, initiate recovery from conflict, and plan reconstruction in affected areas. They have also provided baselines and systems to monitor impacts of support programmes. Moreover, the inclusion of different stakeholders in urban profiling processes makes the methodology a dynamic, inclusive process, benefiting both host and migrant communities.

3. **Include migrant communities in planning and local decision-making processes.**



Participatory Slum Upgrading Programmes (PSUP) can stimulate social cohesion between host and migrant communities. Kilifi, Kenya © Julius Mwelu/ UN-Habitat 2016

Social cohesion and inclusion of migrants, refugees and IDPs in cities can be fostered by ensuring their engagement in participatory policy development and planning processes as stated above. Their participation amongst a broad, inclusive array of stakeholders gives voice to their issues and perspectives, helps anticipate social challenges that may arise and explore commonly agreeable solutions. It also provides a means of capturing knowledge, new ideas and resources that migrant populations are able to bring from their locations of origin. Participatory processes in themselves create democratic space that can strengthen inclusion and foster an increased sense of belonging. Not only will the results (such as policies, strategies and plans) be more multifaceted and better reflect the complexity of urban societies, but the sense of co-ownership of these results, thus buy-in, will contribute to their effective implementation. A whole-of-society approach for urban policy processes will ensure different voices are heard and that no one will be left behind in the “city we need”.⁵

Local authorities can also facilitate migrant reception and inclusion with particular attention to vulnerable youth and women (host and migrant communities), through undertaking local assessments and supporting gender and age-sensitive policies, programs and action plans. These processes benefit from designated human resources within local institutions that are trained and equipped in community engagement, local consultative processes. The use of apps, that can strengthen stakeholder engagement, specifically youth engagement, can also be useful in participatory planning processes.

4. **Enhance migrant inclusion through city level planning.**

Quality of life of migrant populations in a new location is impacted by many factors, including: perception of safety and security, access to adequate housing and basic services, food, healthcare and education, employment and livelihood opportunities, among others. These factors are closely impacted by urban planning at the city level.

⁵ <http://www.worldurbancampaign.org/city-we-need>

UN-Habitat promotes urban planning that aims to create inclusive and sustainable cities and communities through processes that give a voice to all urban dwellers including host and migrant communities. Planning that ensures adequate built densities, social mix, mixed-use development and connectivity, can reduce urban sprawl and the expansion of informal settlements that often segregate communities. The same principles, accompanied with investment in public transportation and infrastructure, can improve economic and employment opportunities. While well-planned and executed urban development should lead to social, economic and environmental transformation, specific needs of vulnerable populations can be addressed through targeted approaches, such as affordable and inclusive housing schemes and subsidies on basic services and public transportation at city level. The participation of migrant populations in city planning processes is not only vital to ensure their voice is heard in city level decision making, but to enable vulnerable migrants to be included in targeted efforts that reduce vulnerabilities.

BOX 2:

Due to rapid urban growth and the influx of migrants and IDPs to urban areas, adequate housing became a huge challenge for **Mogadishu's** local authorities. Through participatory processes such as housing studios, sites for housing projects were selected, prototypes and cost estimations for incremental houses developed and actions for the implementation drafted. The approach was complemented with a rental housing scheme including a possibility to transition from renting to owning the homes.

In the May survey, many local authorities expressed the importance of including migrants in the planning process and indicated that there is a strong need for training and capacity building activities and guidance tools for adequately implementing this recommendation.

5. **Foster social cohesion at neighborhood level.**

Inclusion in society can be most effective when host and migrant communities have places to meet and exchange. Safe and inclusive public

space, including parks, pedestrian areas, markets, streets, plazas, community centers, recreational facilities and playgrounds allow communication and support interpersonal contact, helping to reduce xenophobia, increasing positive social interaction and reducing cultural barriers. Sharing and understanding personal stories can foster inclusion and integration. Public spaces should therefore be designed and managed to bring people together. A special focus should be given to the needs of children, youth, elderly and women when conceptualizing public space as well as ensuring the most vulnerable feel safe in public space is a key priority. Local authorities have a role to play, in cooperation with civil society, to support information campaigns and awareness-raising events in public spaces to reduce xenophobia and harassment and foster positive interactions between communities. Local authorities can also engage different social groups in co-designing public spaces. This enables all groups to voice their needs and create spaces that will be commonly owned.

6. **Strengthen land, housing and property rights.**

Understanding land and tenure security challenges and regularizing tenure rights can reduce causes of vulnerability and conflict. Problems associated with land may trigger violence and if not addressed, may lead to new conflicts and reduce social cohesion, and in crisis settings undermine stabilization and recovery. Land conflicts and insecurity over housing and property rights can cause enormous human suffering and wide-spread human rights abuses, including forced eviction from homes and land related sources of livelihood. Migrants, women and children are often the most affected. Local authorities have a key role in ensuring that tenure rights are secured, including for migrants and others in vulnerable situations.⁶

⁶ The Global Land Tool Network (www.glttn.net) provides tested advice and tools for local and national authorities on fit-for-purpose land and property administration to protect tenure rights.

BOX 3:

Building Community Cohesion in Naba'a Beirut Lebanon: Beirut is the capital and largest city of Lebanon and the country's largest seaport. Inhabited for more than 5,000 years, it is one of the oldest cities in the world. Since 2011, the country has been heavily affected by the conflict in Syria. In 2016 there were around 1 million Syrian refugees in the country, accounting for around one fifth of the total population. With a significant number of Palestinian refugees already living in the country for decades, this has made Lebanon the country with the highest number of refugees per capita in the world. The influx of refugees has added enormous strain on host communities, especially those within urban areas. Clashes and violent actions have been reported, mainly in poor urban neighbourhoods. This sharp increase in refugees from the Syria crisis, coupled with the fast-paced construction in the country, has resulted in a serious lack of public spaces. The percentage of public spaces in Lebanon has decreased to less than 13 percent. While the World Health Organization's recommends a minimum of 9 square meters of green space per capita, Beirut has only 0.8m². These few spaces are found scattered around the greater capital and are losing their public character either by being inaccessible or being privatized.

More than 60% of the inhabitants of Naba'a, a low-income neighbourhood located within the municipality of Bourj Hammoud in eastern Beirut, are urban refugees, including Syrians and Palestinians. Naba'a is one of few other neighbourhoods in Lebanon where refugees outnumber the host community. According to the neighbourhood profile of Naba'a, tensions among the different communities run high. The absence of safe public spaces has also influenced the practices of women in the neighbourhood with 57% of those interviewed showing a preference to stay home to avoid sexual harassment.

To improve public spaces across the city, a participatory workshop using the Block by Block methodology was held in July 2016. The community engagement process included the establishment of a local community committee and meetings with residents, youth groups, Syrian and Palestinian refugees and representatives from the local government — between the ages of 7 and 50. Refugees expressed that it was their first time to be considered in the planning process and to be sitting together discussing ideas about upgrading the neighbourhood with the host community. Not only did the workshops help residents find solutions to public space problems, they also promoted collaboration between different social groups. UN-Habitat's experts developed the design proposal based on the common priorities and the needs of the host and refugee communities. The design was later validated by the wider stakeholders. Today the neighbourhood's space is better used to promote social cohesion with a rich programming and community-building activities happening on regular basis and tailored to all the nationalities residing in the neighbourhood.

The introduction and enforcement of appropriate legislation on community and individual tenure rights is key. Local governments can also work with communities to implement social tenure approaches where land tenure systems have been lacking, such as in informal areas.

7. **Sustainably manage large movements of people and increase local economic development opportunities through territorial planning.**

Well-connected systems of villages, towns, intermediary cities and major cities can foster effective value chains across the urban-rural continuum and generate regional economies.

BOX 4:

In **Afghanistan**, cities were challenged by a large number of returnees and IDPs, increasing the pressure on availability of land. By revising the National Land Policy and supporting a fit-for-purpose land and property administration to protect tenure rights at local level, including for women, and parallelly supporting incremental housing construction for IDPs and people in vulnerable situations, Afghans were supported to sustainably re/integrate into inclusive urban areas and become productive, self-reliant and resilient citizens of Afghanistan. A land allocation process based on interim tenure arrangements is allowing beneficiaries to occupy land and is forming the basis for the subsequent allocation of land titles. Through facilitating the identification and provision of well-located, serviceable state land with proximity to appropriate livelihood opportunities and enabling access to land and housing, the service and infrastructure carrying capacities of urban host neighbourhoods were also enhanced. Permanent development interventions to improve access to basic services and housing were being delivered in parallel with humanitarian assistance, augmenting self-reliance, avoiding the creation of dependent 'camps' and bridging the humanitarian-development gap.

Within such systems, small and intermediary cities when effectively invested with social and physical infrastructure, can play important industrial and economic roles, generate jobs and can extend social services (health, secondary and tertiary education) to their surrounding territories. In such conditions, small and intermediary cities are well placed to accommodate population growth and reduce stress from primary cities.

Small and intermediate cities in border regions are often particularly impacted by migrant and refugee flows. Urban growth and migrant movement can be accommodated in a balanced manner across systems of towns, intermediary cities and major cities by through regional development plans and strategies that extend across administrative and sectoral boundaries, improving the attractiveness and potential of small and intermediate cities. This has the benefit of taking pressure off the relatively few major cities, while stimulating regional economic growth. This can also help curb rural-urban migrant flows by increasing economic opportunities closer to rural areas.⁷

8. **Ensure planning approaches are integrated with effective local governance and financing strategies.**

Urban migration challenges cannot be solved in silos. Effective urban planning requires inclusive, accountable local governance structures that are able to engage communities, stakeholders, service providers and relevant institutions in planning processes as noted earlier and also to ensure accountability for their effective implementation. Local authorities underlined in the survey, that this recommendation on integrated strategies was the most relevant within the Urban Planning set of recommendations but expressed their concerns regarding the lack of resources for more coordinated approaches. Planning should also be linked with financing strategies and capacity. To secure major investment in cities, as needed to ensure adequate living standards for all, cities need well-functioning public financial

⁷ Useful resources on territorial planning in available online, such as the International Guidelines on Urban and Territorial Planning https://unhabitat.org/sites/default/files/download-manager-files/IG-UTP_English.pdf.

management and revenue systems. When city development priorities are translated into plans and investment requirements, financial planning is needed to ensure plans are feasible and that planned interventions contribute to revenue generation in order to ensure long

term maintenance and additional resources for infrastructure improvement. Effective public financial management is also key to build confidence amongst a range of financing sources which may include national public resources, IFIs and private equity and debt financing.

BOX 5:

Ecuador: The “Casa del Migrante” – a programme of the Municipality of Cuenca to provide temporary and emergent care services to people in Human Mobility situation.

Since 2000, the municipality of Cuenca, Ecuador, has been working on the inclusion of migrants, returnees, and refugees through its “Human Mobility and Interculturality Programme” – and by establishing the Casa del Migrante”. The programme seeks to provide migrants the opportunity to be part of the city’s development and benefit from different services. The programme aims to strengthen the social cohesion; to support and create social networks; foster social and economic inclusion; promote and mainstream education campaigns against xenophobia and raise awareness on human trafficking. Through the “Casa del Migrante”, the city also provides food and housing to migrants and their families.

The “Casa del Migrante” promotes socio-economic inclusion through its “social innovative” initiative, which includes conflict resolution activities; supports the design of sustainable business models and fosters entrepreneurship for people on the move through different tools, such as research, value propositions, advisory services on business models, branding, value chains, and increases communication skills by training migrants to better sell their services and products. Other activities in the “Human Mobility Programme”, in cooperation with the Cuenca Municipal Public Office for Urbanization and Housing, focused on increased access to housing (up to 20% of the houses-built stock) for returnees.



Northern Ugandan cities have faced rapid urban growth due to migration and displacement © UN-Habitat

LOCAL ECONOMIC DEVELOPMENT AND PRIVATE SECTOR ENGAGEMENT

By the Center for Mediterranean Integration (CMI)



Millions of refugees live in protracted situations, often in low- and middle-income countries facing their own economic and development challenges, and the average length of stay has continued to grow.

GCR, Paragraph I

As refugees settle mostly with local communities (rather than in camp settings), much strain is placed on public local authorities, and creates a pressing need to enhance urban services, infrastructures, and local economic opportunities for all. As demonstrated by a survey¹ conducted by the CMI among representatives of municipalities hosting refugees, the influx of displaced persons has strained the service delivery capacity of towns and cities. Local authorities were unprepared for this influx: in addition, there has been lack of coordination among NGOs, humanitarian and development actors and local authorities. Many of those uncoordinated approaches, without necessarily taking into account vulnerabilities of both refugees and migrants, as well as host communities, have led to increased social tension and accountability issues for local authorities.

Local Economic Development (LED) is among the main elements that benefits both host and migrant communities, and a strategic planning approach inclusive of the local, refugee and international private sector can help local authorities better identify their assets and constraints, understand and analyze the potential of their population, and arbitrate for better integrated actions to improve the local economy in the context of refugee influx. LED actions can include providing a favorable business environment for investors, creating or strengthening equipped

and connected industrial zones, and facilitating entrepreneurship and home-based businesses, all of which can ultimately lead to achieving the objectives of LED programs. LED-driven solutions can also support local governments in responding to the forced displacement crisis by enabling displaced and vulnerable locals to contribute to the local welfare.

One of the objectives of the Global Compact on Refugees (GCR) is to enhance refugee self-reliance. To achieve this, refugee employment can be accelerated through engaging with the local and international private sector – including attracting the refugee private sector and fostering refugee entrepreneurship. Apart from national efforts, local authorities can have a decisive influence in attracting investments and stimulating business creation including by refugees, due to their strategic position and knowledge of their particular context. Cities can recognize the value that displaced populations can have in fostering the local private sector and look at the specific constraints faced by entrepreneurs who were forced to abandon their businesses due to persecution or conflict. On that basis, cities can look into opportunities coming from national and international private actors.

Local authorities can follow a set of strategies, such as facilitation of outsourcing to insert refugee-owned businesses into local and international supply chains, upscaling the local business infrastructure, and facilitating the bankability of potential refugee entrepreneurs to ensure business relocation and continuity as well as start-up creation for traditional businesses and social enterprises. However, local authorities

¹ The full results of the survey are available in the report “Local Economic Development in Municipalities Hosting Refugees: Challenges, Opportunities and Actions” <https://www.cnimarseille.org/knowledge-library/local-economic-development-municipalities-hosting-refugees>

often find constraints in determining the best strategy to use, undertaking situation assessments and combining more than one action to achieve their results.

Including displaced populations in LED strategies can help ease the pressure on host communities and enhance refugee self-reliance. Similarly, it can also contribute to the implementation of the Global Compact for Migration (GCM) and the Global Compact on Refugees (GCR) by recognizing the positive contributions of people who have migrated, are displaced or otherwise on the move. It can also accelerate the adoption of best practices and successful models through knowledge and experience transfers among host cities.

Taking in mind the issues expressed in this introduction, the nine recommendations that follow are the result of three years of consultations with local authorities from the Middle East and Turkey in the context of a project for training and knowledge-exchange of the CMI's Refugees and Host Communities Program.

The recommendations have been further commented upon by local representatives from other regions of the world as part of the drafting of this guidance document. The nine recommendations have been considered generally “very relevant” for the work of local authorities in implementing the two Compacts. While some of the recommendations have been considered as “very relevant but difficult to implement” (in particular, recommendations 1, 2 and 6), we

acknowledge that the practical implementation of actions described in this chapter depends on the regulatory framework existing at the country level, which may or may not give municipalities the full competence on some areas related to improving their LED in the context of forced displacement.

Recommendations for Local Authorities

1. Integrate strategic planning approaches through well informed economic strategies, in alignment with regional and national planning.

A LED plan should be made in coordination with the national strategic plan and should also take into account regulations concerning refugees and migrants and the regulatory framework for business licensing and registration. An integrated approach to LED, formulated with input from other plans at higher (national, governorate) and lower (civil society) levels, would help respond to the need for stronger collaboration and coordination between local authorities and national governments (especially in the context of increased decentralization), among municipalities (for intermunicipal projects), and among cities, national governments, the private sector, NGOs, CSOs and existing and prospective donors. For instance, when a city presents a coherent plan with clear objectives in line with national strategies, donor organizations and private sector actors would be more prone to engage in investing in support for municipal project, or to provide funding.

BOX 1:

Bethlehem Municipality, Palestine is in a unique position where it can benefit from its touristic attraction, however it also faces constraints in terms of weak infrastructure and unstable political situation, which leaves little room to pursue an aggressive strategy. In this context, the municipality has been able to secure a strong involvement of local communities, the private sector, and municipal councils and units looking after and following up on the LED strategy through their participation to a Local Economic Development Council.

A Strategic Development Investment Plan (SDIP) looks over the organizational structure of the different sections in the governorate. It introduced a new LED unit and strengthened dialogue between the LED Committee, LED council, and Joint Council for Tourism Development when planning for LED projects, and ensured integration between the joint council plan, the governorate plan and the national plan. Thanks to this coordination with all levels, important partnerships have been made with the private sector for funding and involvement of the Palestinian diaspora, resulting in enhanced competitiveness, economic participation and engagement.



South Sudanese Refugee selling products at the Koboko market, Uganda
© UN-Habitat

2. Data collection and analysis for informed planning approaches, contextualized and prioritized municipal actions targeted to employment and participation of the private sector.

To better inform policies and actions and answer the need for municipal statistical capacity, cities are urged to improve data collection and analysis by hiring experienced staff, contracting external experts or partnering with organizations working locally with a specific focus on local economic development. When preparing for projects, the objectives should be clearly established and the different steps, including involvement of all actors, should be clearly stated in the strategy. Through

contextually designed, locally tailored and clear municipal-driven LED strategies, local authorities can set their specific priorities for mid- and long-term objectives, channel international support and investments, and develop scenario planning for flexibility in case of a crisis.

Data collection and analysis can provide an understanding of the available resources a municipality can leverage and identify the most urgent needs of local communities. However, often local authorities can face difficulties in registering refugees, and obtaining enough information on their personal backgrounds, skillsets and entrepreneurial potential. To gain such information and have a clear situational assessment for linking labor market needs to

BOX 2:

By partnering with Mülteciler ve Sığınmacılar Yardımlaşma ve Dayanışma Derneği (Refugees and Asylum Seekers Assistance and Solidarity Association), **Sultanbeyli Municipality (Turkey)** established a coordination and community center with a field assessment that enables collection of all necessary information through an extensive survey of refugee families, including demographic information, kept in an online database. A detailed questionnaire measuring the perspectives of Turkish society towards Syrian refugees informs the center's activities, and the creation of a qualitative database and monitoring of the socio-economic structure of the refugee population with their personal and family information and needs, helps to recognize how refugees are benefiting from the offered services and what ongoing support is needed.

existing skill sets including those of refugees and migrants in the local private sector, collaboration and data sharing between the municipality, chamber of commerce, local NGOs and other non-governmental actors is essential. Once data is collected, local authorities can be a source of information for firms that want to hire refugees.

While collecting and analyzing data, local authorities shall be aware of their particular leverage and space of action, such as special agreements implemented by the national government regarding business regulations and hiring of refugees. This way, they will be able to implement coordinated actions to benefit the most from business and investment opportunities.

Once having collected and analyzed the data, local authorities can include in local economic analyses the presence of investors coming from a displaced background and their specific needs. They can operate in different ways, for instance:

- ☐ Publish the special business requirements and regulations and attract more investors locally.
- ☐ Collect and disseminate information on the local assets, including skills among the local and refugee population, and opportunities.
- ☐ Establish marketing strategies and a clear outreach strategy to gain international attention from the diaspora of the countries of origin in order to identify investments for local businesses.
- ☐ Establish a performance and investment map of the overall ecosystem at municipal level to understand main opportunities and issues, including areas of regulations, education, finance, innovation, networking and matching skills with needs of the local community.
- ☐ Cooperate with neighbouring municipalities to develop a regional strategy for attracting investment from displaced investors.

3. Include refugees and migrants in vulnerable situations in economic planning for job creation

Targeted job interventions, e.g. in road construction, manufacturing sector, in a region

BOX 3:

Jordanian municipalities are making an effort to improve economic opportunities for Jordanians and Syrian refugees with support from the World Bank and the international community by reforming labor market regulations to allow formal and legal participation of refugees in the labor force, improving the investment climate by implementing systematic and broad-based reforms, including in areas such as regulatory reform and trade and investment facilitation, and by creating an environment that actively promotes and facilitates programs that will attract and retain investments.

with many refugees and needy host population members, are important steps to address unemployment, especially among vulnerable people of both host and refugee and migrant communities such as young people and women. Viable solutions to enable women to work need an analysis of obstacles particular to women employment related to social norms and access to public services. For instance, women employment efforts could be targeted to child and elderly care. Likewise, an improvement in public transportation or creation of women-only public transportations can foster their economic participation rate by making women feel more secure to use public transport to reach their work location independently.

Training for creation of micro businesses targeted to women should take into account particular challenges faced by women such as social and cultural norms and childcare responsibilities. A good way to foster woman-led entrepreneurship is to provide training to develop their capabilities for home-based businesses through cooking or sewing classes and management and e-commerce skills.

BOX 4:

The **Municipality of Gaziantep, Turkey** partnered with the Syrian Economic Forum and the local Chamber of Industry to register 217 Syrian-led small and medium enterprises. This contributed to increased fiscal revenues for the municipality as well as to stronger legal and financial inclusion of newly registered Syrian businesses owners.

Livelihood generation of displaced women could also be fostered by supporting entrepreneurship opportunities such as home-based business including E-commerce. These options can allow women to circumvent cultural and social obstacles to employment, such as overcrowded transportation, lack of financial inclusion, and cultural norms.

4. Ease business regulations and facilitate registration.

Facilitating registration and licensing for refugee- and migrant-owned businesses, including home-based businesses, streamlining vocational licensing, and getting NGO support for registration are examples of inclusive steps to enhance economic participation of forcibly displaced populations.

5. Support micro and small businesses.

Small local authorities may not have enough leverage and resources to attract foreign private investors. For them, focusing on strengthening the capacity of existing micro and small businesses, or the creation of new ones among refugees and vulnerable locals, can be a valuable and viable option.

Local governments can facilitate the development and sustainability of micro and small businesses (such as shops and restaurants) and home-based

businesses for host and refugee communities by relying on the existing resources they have on the ground, such as the presence of potential investors or local microcredit institutions. Small businesses are valuable to host communities. Local authorities can create a network in which small entrepreneurs from the refugee community offer services to other refugees, limit the

BOX 5:

The **Union of Municipalities of Jabal Al Sheikh, Lebanon** implemented the project “Green Pyramids” to foster creation of micro home-businesses for vulnerable Lebanese and Syrians to grow vegetables on their rooftops in a sustainable way and sell the products in the local market in order to earn an income and improve their self-reliance. The project also contributes to the SDGs: the home-based greenhouses save 95% of the water consumed by traditional methods by using drip systems. Furthermore, with a simple and low-cost composting technique, beneficiaries can compost their own organic waste and thus reduce the volume of garbage sent to landfills and turn it into an indirect source of income. The project is an example of how small municipalities can leverage support for entrepreneurship and micro business creation to provide solutions to unemployment and promote self-reliance and environmental sustainability in a context of water scarcity.



A Syrian refugee woman working in a restaurant in Beirut, Lebanon, which provides on-the-job training to women from different nationalities. © Center for Mediterranean Integration (CMI)

burden on the municipal budget by helping them formalize, become tax payers, create jobs by hiring locals and other refugees, and improve the business environment by increasing business-to-business operations.

Local authorities can also act in the social sphere, which is important in helping refugee investors choose where to relocate or open their business: they can improve family and social services helpful for the investors' families, facilitate movement and family reunification for refugee investors and their families, and foster equity of rights with host communities.

Creation of micro and small businesses can be fostered in a number of ways. For instance, capacity building, such as skills-, marketing- and language-training, one-stop-shops to inform potential entrepreneurs of existing regulations,

BOX 6:

Zarqa Municipality, Jordan is providing accessible job opportunities to vulnerable Jordanian and Syrian housewives through skills and management training for the creation of home-based businesses. Once the business is established, women entrepreneurs are supported in marketing by showing their products in shopping malls and improving their e-commerce skills to reach bigger markets.

BOX 7:

Sarhan Municipality, Jordan is taking advantage of land availability to gain more revenues, upgrade infrastructure and mobilize Syrian and other foreigner investors. Initially supported by the World Bank Emergency Services and Social Resilience Project, financing the establishment of a clothing factory, the small Municipality sold land to a Syrian investor who relocated his business to Sarhan and created a business and vocational training center for locals and refugees. This resulted in more municipal revenues and the creation a diversified local economy, attracting further investors and potential businesses, and continuing the training of the local refugee and Jordanian labor force.

and financial literacy courses, all play a central role in developing a vibrant entrepreneurial environment. To achieve this, local authorities can establish business advisory services and skills training for local and displaced populations.

These efforts will also support maintaining existing local businesses through value chains and business-to-business opportunities. Local authorities can help connect new investors with existing companies through matchmaking platform and encourage joint ventures between refugees and locals to create more joint growth.

6. Upgrade and maintain business-friendly municipal services and infrastructures.

Upgrading and development of municipal services remains the main lever of action for local governments to improve a favorable enabling environment for business creation and private sector engagement and investment by providing adequate infrastructures (roads, pavements, lightening, advertisement spots), developing business facilities (such as industrial zones, commercial zones), and providing municipal services (waste management, business advisory services, etc.), they are providing the basic enabling environment for businesses to thrive.

7. Ensure stakeholder participation, community outreach and participatory planning.

BOX 8:

Gaziantep-Needs oriented response program: The municipality of Gaziantep, Turkey has used creative solutions to maximize integration, shifting priorities as circumstances change. The municipality is working with international organizations and agencies, has adopted an evidence-based planning and intervention mechanism through the Social Research Center, and created a social risk map of the city from a district-based survey. Among the services offered to Syrian refugees are vocational training and Turkish and English language courses, all intended to give refugees access to the labor market.

BOX 9:

The **Syrian International Business Association (SIBA)** aims to create opportunities for Syrians by reinvesting in the countries hosting Syrian refugees and their businesses.

The Syrian Economic Forum has helped in licensing and formalizing hundreds of unregistered Syrian businesses in host communities, leading to more security for business owner and tax revenue for host communities.

Involving different interest groups in the development and implementation of municipal projects can have multiple objectives: it can help obtain trust, design projects that are better targeted to the local population's needs, and benefit from partnerships between public and private organizations. For instance, local authorities may gain advice or statistical insights from NGOs operating locally with vulnerable populations including migrants and refugees.

Working with and through local stakeholders to empower and better equip them to respond — particularly when a crisis becomes protracted — can help reaching a win-win formulation where hosts and refugees are not in competition.

Communication with stakeholders at all stages is important to prevent local communities from losing trust and interest in the municipal leadership. The municipality shall be able to explain to local communities, as well as youth, refugees, and marginalized groups, the rationale behind its strategy for local economic development. Communication can be achieved through periodic consultations and communication mechanisms, including via the media and social media.

Establishment of participatory planning through multi-stakeholder platforms and committees can help build consensus around municipal actions for local economic development. Considering private sector actors — including from refugee or migrant communities — as stakeholders can help remedy a lack of networking with the private sector, find

funding opportunities and alleviate social tensions. Stakeholders should be selected carefully: they must have a strong relation to the subject of discussion and represent a specific sector concerned with the main subject of discussion. Meetings and consultations should be organized and held frequently and at different stages of projects, either gathering all stakeholders or stakeholders organized by sector or interest.

8. Recognize the economic role of the diaspora.

The role of the Diaspora is particularly important in this regard. Members of the Diaspora may have access to large capital resources and are often willing to invest early. In Turkey, Syrian investors have been first among foreign investors, with dynamic and export-oriented firms.

9. Establish networks or twinnings for cooperation and knowledge-sharing.

Twinning and other formal or informal collaboration arrangements can be a useful means for municipalities hosting refugees to exchange and learn from each other's experiences on local economic development strategies in coming up with innovative projects and planning that are inclusive of members of both forcibly displaced and vulnerable host communities.

BOX 10:

The municipalities of **Madaba, Jordan** and **Ramallah, Palestine**, signed a twinning arrangement to exchange knowledge and information on project development and implementation in contexts of forced displacement. After Madaba Municipality released its first LED Strategy 2019-21, it has been benefitting from exchanges with Ramallah and its expertise in planning. The two municipalities are also collaborating in the creation of a tourist facility that will employ both locals and refugees, in alignment with both LED Strategic Plans and to mitigate the effects of a high influx of displaced populations.

PROMOTING MIGRANT AND REFUGEE ENTREPRENEURSHIP TO ENHANCE SOCIO-ECONOMIC INCLUSION IN CITIES

By the United Nations
Conference on Trade and
Development (UNCTAD)



Based on the UNCTAD/IOM/UNHCR Policy Guide on Entrepreneurship for Migrants and Refugees (2018), three facts in global context shape the forthcoming recommendations.

Over 60% percent of refugees and 80% of internally displaced persons are in urban and semi-urban areas. In some host countries, cities host up to 85% of migrants and refugees.¹ An important obstacle migrants and refugees face in host cities is labor market integration in formal wage employment, which is highly competitive in the face of high urban unemployment. Self-employment is the only option for livelihood to many urban migrants and refugees, but they largely operate in the informal sector and cannot escape “working poverty”. Consequently, they are not able to reach their potential and maximize their contributions to the host cities.

Second, over half of migrants and refugees are children and youth who are facing disruption in human capital formation as they lack access to adequate public services in the areas of health, education, sanitation and housing in host cities.² Local authorities are much better placed to respond to the needs of migrants and refugees than national authorities as they are closer to the target group and have better understanding of their needs as well as the capacities of cities. In host countries, local authorities can help harness the demographic dividend once again through ensuring access to education and healthcare for migrant and refugee children and youth.

Third, cities play a critical role for economic growth and innovation especially in the context of the fourth industrial revolution, where artificial intelligence, virtual reality and other digital technologies begin to transform economies. Cities are at the forefront of technological progress and offer a range of opportunities and technologies that increase the capabilities of their residents. Such

high-end sectors however cannot be accessed by most migrants and refugees despite their potential, and initiatives related to the creation of co-working spaces, dedicated accelerators and entrepreneurial capacities of cities. In host countries, local authorities can contribute to bridge this gap.

The policy objective for local authorities is to ensure that migrant/refugee entrepreneurs benefit from the enabling entrepreneurial environment, and can start up and develop their businesses, thereby contributing positively to local economies in measurable ways. As they grow their businesses, migrant and refugee entrepreneurs can benefit their host cities even more by higher value addition and large-scale production. Unfortunately, there is not enough evidence for the development and implementation of active support measures geared specifically toward migrant and refugee entrepreneurs at the local level. While broad, national-level measures for promotion of entrepreneurship exist in most host countries, it is crucial that efforts be made to include migrants and refugees in relevant programs. The **Policy Guide on Entrepreneurship for Migrants and Refugees**³ developed by UNCTAD, IOM and UNHCR offers concrete recommendations in four policy areas, namely education and skills development, technology exchange and innovation, access to finance, and entrepreneurship awareness and networking. Several policy options tailored to urban contexts are discussed below, briefly, for consideration by local authorities.

BOX 1:

The **MINGO Migrant Enterprises Information Centre in Vienna** and the **Indian Business Centre in Stuttgart** specifically targeted entrepreneurs with migration background, including offering them premises. The Spice Kitchen Incubator in the United States is another example which offers refugee participants affordable access to commercial kitchen space to develop food businesses.

Recommendations for Local Authorities

1. **Gear existing entrepreneurial skills training programs towards potential migrant/refugee entrepreneurs and support opportunity-driven entrepreneurial ventures set up by migrants and refugees in cities.**

Depending on the target group, training can help build technical skills, digital skills, business skills, entrepreneurial competencies as well as soft skills. Local authorities can deliver programs in partnership with the private sector and civil society and have one-stop shops where free advice can be provided to entrepreneurs on a variety of issues from registration to taxes and finance. To ensure such interventions are effective, local authorities must consider constraints faced by the target group including cash-constraints as well as lack of available time.

2. **Provide support and access to both physical space and infrastructure (e.g. electricity, water, internet, phone) to migrant and refugee entrepreneurs to start-up their ventures.**

Local authorities should consider setting up business incubators in the form of premises or technology parks that provide an enabling environment to potential entrepreneurs in the first few years of their activities. While such incubators should be open to all, achieving take-up by migrants and refugees will require additional efforts in outreach and accessibility.

Technology parks with incentives can help cities attract highly educated and talented migrants and refugees, as well.

3. **Enhance access to capital to migrant and refugee entrepreneurs to get their businesses off the ground.**

There are severe constraints on migrants and refugees to access financial products and services. Local authorities can partner with business associations and civil society organizations and offer innovative solutions such as setting up competitions and accelerator programs that can provide seed capital starting with smaller grants. Local authorities may also consider opening contingency funds to help private banks and microfinance institutions offer loans to migrant and refugee entrepreneurs.

4. **Actively reach out to migrant/refugee entrepreneurs and help them connect with one another as well as host city entrepreneurs.**

Such efforts can help increase take-up of specific programs geared toward migrant/refugee entrepreneurs. Without such measures, the target groups largely rely on informal sources in their existing networks, which will tend to slow down their business success as well as their socioeconomic integration into host cities and communities. Measures can also improve socioeconomic integration, partnership among businesses and the ability to exploit market opportunities. Local authorities can organize networking events that can also bring mentoring/coaching components.



Yanmei is a migrant from China, who now owns two businesses in Cape Town, South Africa © UN-Habitat

Policy action on the four pillars elaborated above is expected to have positive impact on the productive capacity of migrant/refugee entrepreneurs and transform their livelihoods. While they are often pushed into entrepreneurship in informal and vulnerable settings, provision of skills, capital, technology and networks can help migrant and refugee entrepreneurs take advantage of new opportunities and move up in the value chain. They can also take advantage of their unique position in connecting host countries/cities with their countries and cities of origin and support bilateral as well as global trade. As such, the expected impact has two dimensions: benefits to host country, benefits to country of origin.

The Global Compact on Migration (GCM) recognizes the potential of entrepreneurship in its Objectives 2, 5, 18-21. For instance, the policy recommendations can support the achievement of GCM's Objective 19 – creating conditions for migrants and diasporas to fully contribute to sustainable development. In line with GCM Objective 2 and 20, successful entrepreneurs can also remit substantial resources back to their countries and minimize the adverse drivers of migration. Similarly, in its Objective (ii), paragraph 7 the Global Compact on Refugees (GCR) recognizes the importance of self-reliance, which is the primary purpose of establishing entrepreneurial ventures. The examples below show how local authorities can act on the four recommendations above and create jobs and sustainable livelihoods at the local level by promoting entrepreneurship.

The Municipality of **Turin** opened a contingency

fund to reduce the risk faced by formal banks in extending microcredit to migrant and refugee entrepreneurs.

The Mentoring for Migrants Program in **Vienna** connects members of the established business community with migrant/refugee entrepreneurs.

The **Glasgow Business Gateway** targets migrants and refugees offering a wide variety of services to potential entrepreneurs.

NordHand in Dortmund, Germany is a membership association that offers a new model of microfinancing for entrepreneurs including those with migration and refugee backgrounds through a credit union.

BOX 3:

The **Frankfurt Job Centre**, and the **Stuttgart Chamber of Crafts** are examples of targeted programs for entrepreneurs providing information on how to become self-employed in various professions. The Chamber of Commerce in Vienna provides information sheets in different languages for different areas of business.

BOX 2:

The Five One Lab's Start-up Bootcamp in Iraq offered technical and skills training to young entrepreneurs from refugee communities. The Karam Lab in Turkey also targets young refugees aiming to build entrepreneurial skills and technical skills in using new technologies such as 3D printers. Another example is from Jordan where UNCTAD's flagship capacity-building program, Empretec, was implemented by UNDP and BDC Skills Exchange Programme to train a pool of highly skilled Syrian professionals. They then trained potential entrepreneurs from refugee and host communities with their specialized vocational skills boosting the income-generating capacity of participants and strengthening social cohesion in the city.

The Empretec Programme was also implemented in the slums of Kampala by IOM and Enterprise Uganda, training 335 entrepreneurs in the initial cohort on entrepreneurial skills. Most of the participants continued to participate in follow-up training sessions, recognizing the value of the experience. The program achieved transformational results for migrant and refugee entrepreneurs residing in slums, particularly for youth and women, and contributed to social cohesion between host and migrant/refugee communities in urban slums.

The Empretec Programme was most recently implemented in Ecuador training 34 entrepreneurs of which 26 were migrants and refugees largely from Venezuela to unleash their entrepreneurship potential and to facilitate their integration with local communities leveraging the bonding nature of the Empretec methodology.

Internally displaced persons from various indigenous tribes from Mindanao temporarily residing in University of the Philippines, Diliman, Quezon City
© B.R. Villacruz



MAINSTREAMING HUMAN RIGHTS PRINCIPLES AND STANDARDS IN CITY AGENDAS FOR THE INCLUSION OF MIGRANTS AND REFUGEES

By the United Nations
Educational, Scientific and
Cultural Organization
(UNESCO)



The 2030 Agenda for Sustainable Development, the New Urban Agenda (NUA) and the Global Compact on Safe, Orderly and Regular Migration (GCM) set human rights and the principles of equality and non-discrimination provided for in relevant international instruments as the foundations for actions at all levels. This commitment means that local policies and programmes across all fields of city jurisdiction (education, housing, water and sanitation, culture, etc.) must deliberately promote the realization of the related human rights of all migrants, regardless of status and without discrimination of any kind, including on the basis of gender. The application of a human rights-based approach entails on the one hand that local authorities are duty-bearers, subsidiary or complementary to national authorities, regarding the effective respect, protection and fulfilment of the human rights of their city-dwellers falling under their responsibility. At the same time, it implies that migrants and refugees – and their civil society representatives – are rights-holders that should be empowered – through appropriate knowledge, skills and abilities – in order to exercise and claim their established rights and become active social, economic and cultural actors. Critical for the full enjoyment of human rights by migrants and refugees are their active and meaningful participation in local policy-making and programmatic interventions and the establishment of robust and accessible accountability mechanisms.

A city where the human rights of all inhabitants, including migrants and refugees, are upheld and no one is left behind is a place where each individual can fulfil his/her potential and mobility can be transformed into a powerful source of shared prosperity. To that end, it is important to empower city authorities to fulfil their human rights duties. This can be achieved through tailored technical assistance to provide appropriate knowledge and tools and support the development of critical skills and competencies. Such efforts should capitalize on the unique understanding by city authorities of local needs and challenges. They should also build on their capacity to broker

multi-stakeholder partnerships bringing together the government, social actors and the private sector.

A key empowerment strategy is to draw on solid empirical evidence tapping into the wealth of successful experiences in cities across regions. Practice shows the value inter alia of: i) specific policy frameworks and structures dedicated to the inclusion of migrants; ii) deliberate action to remove obstacles to access to critical services, addressing also intersecting grounds of discrimination; iii) processes fostering the meaningful participation of these groups in local decision-making and local cultural development; iv) integrated responses offering multi-sectoral contributions; v) tailored capacity-development on rights and inclusion for local administrations; and vi) robust advocacy and awareness-raising campaigns for city personnel and the general public to counter stereotypes and prejudices that underpin anti-migrant narratives¹. UNESCO's International Coalition of Inclusive and Sustainable Cities – ICCAR, a 500-strong worldwide city network², offers a unique space for dialogue, dissemination of success stories and lessons learned, and city-to-city collaboration. At the core of the work of each of ICCAR's seven regional and national branches is a Ten-Point Plan of Action³ which places the focus on context-

¹ The recommendations are drawn from two recent UNESCO publications, namely the study "Cities Welcoming Refugees and Migrants" (available at: <https://unesdoc.unesco.org/ark:/48223/pf0000246558>) and the guide "The SDGs and Cities: International Human Mobility" (available at: http://www.coalicionlac.org/sites/coalicionlac.org/files/documentos/The-SDGs-and-Cities.-International-Human-Mobility_0.pdf)

² ICCAR is composed of five regional (Africa, Arab States, Asia and the Pacific, Europe and Latin America and the Caribbean) and two national coalitions (Canada and USA). More information about the ICCAR network is available at: <https://en.unesco.org/themes/fostering-rights-inclusion/iccar>

³ Each regional and national coalition's Ten-Point Plan of Action is composed of ten commitments covering such areas as data collection and monitoring, victims' support, civic engagement, education, housing, employment, and cultural activities. It proposes under each area examples of practical policies for city authorities to enhance or develop. Signatory cities undertake to integrate this Plan of Action in their municipal strategies and policies and to involve various civil society actors in its implementation.

specific priority issues across a broad range of policy areas relevant for local authorities. In fact, demonstrating that applied solutions rooted in the respect for diversity can bring significant social, economic and cultural benefits for urban life can become a game-changer in tackling misconceptions about human mobility and laying the foundations for urban inclusion.

Recommendations for Local Authorities

1. **Adopt specific policy instruments and create dedicated structures and processes to promote inclusion and tackle discrimination.**

In addition to mainstreaming migration considerations across all relevant policy areas and respective departments, cities should consider the creation of a dedicated hub that deliberately and systematically addresses inclusion issues and the wellbeing of migrants and refugees. Within the latter populations, groups considered at higher risk of exclusion and discrimination need to be identified, referred and assisted; notably women, girls and boys, youth, unaccompanied minors, persons with disabilities, and those who identify as lesbian, gay, bisexual, transgender or queer (LGBTQ).

BOX 1:

Graz, Austria: Established in 2012 within the municipality, the local Anti-Discrimination Office is a counselling service on all forms of discrimination that takes up any form of unequal treatment and makes discriminatory practices publicly known.

BOX 2:

Berlin, Germany: A significant number of projects are being promoted through the Regional Programme Against Right-Wing Extremism, Racism and Anti-Semitism (Department for Justice, Consumer Protection and Anti-discrimination), with funding by the Senate Department for Justice, Consumer Protection and Anti-discrimination. They are generally addressed to pupils and young people in schools and vocational training. Some actions target specifically people who have been victims of discrimination and right-wing extremist, racist and anti-Semitic violence.

2. **Take deliberate action to facilitate universal, equitable and safe access to city services and related information for all migrants and refugees regardless of migration and/or residence status.**



Residents of Timbuktu (Mali) take part in the maintenance of the Djingareyber Mosque. World Heritage Site © UN Photo/ Tiecoura Ndaou

City administrations should facilitate access to services such as health, education, decent housing, employment, etc. Without discrimination of any kind, and with particular attention to gender.

BOX 3:

New Haven, United States: The local government of New Haven created in 2007 a municipal identity card (Elm City Resident Card) for undocumented migrants for use with the police, banks, schools and in municipal departments to foster civic, economic and social integration of newcomers who have difficulties in obtaining identity documents issued by the federal government.

BOX 4:

Darmstadt, Germany: The Central Registration Camps promote workshops with social workers, the police and translators about gender equality and gender relations.

BOX 5:

Helsingborg, Sweden: Through a project implemented in five city districts in collaboration, among others, with associations, property owners, volunteer centres and study associations, women from migrants' communities receive support to approach the labour market and to break isolation and exclusion. Participating women are provided with a network, education and other tools. They also act as multipliers for other residents, providing information about childcare, contacts with authorities or leisure activities.

3. Ensure meaningful participation of migrants and refugees in issues concerning their lives.

This action falls within broader efforts to establish safe mechanisms for civic engagement. City administrations should create opportunities for migrants and refugees to have a say in city policies and programmes that concern all issues relating to their reception and integration, including through the establishment of bodies

that facilitate and encourage migrant participation. This can be also achieved by facilitating the creation and recognition of migrant and diaspora organizations.

BOX 6:

Helsingborg, Sweden: consultations with NGOs, local associations and inhabitants led to the adoption of an action plan for equal opportunities aligned with the European Coalition of Cities Against Racism (ECCAR) Ten-Point Plan of Action. Part of the 'Vision Helsingborg 2035', this plan includes actions to increase knowledge of human rights and discrimination, value-critical communication, and increased participation of NGOs and other stakeholders.

BOX 7:

Athens, Greece: The Coordination Centre for Migrant and Refugee Issues (ACCMR) was established in 2017 by the municipality of Athens, with philanthropic funding. It brings together 75 stakeholders (national and international NGOs, the third sector, migrant and refugee fora) with the aim of mapping the needs and identifying the gaps in the provision of services for migrants and refugees. Five sectoral Working Committees formulated an action plan and municipal and NGOs actors co-produced proposals to fund their implementation.

See also the OECD chapter

BOX 8:

Luxembourg, Luxembourg: The municipal advisory committee on integration (Commission Consultative Communale d'Intégration – CCCI) was created in March 2018 to advise municipal authorities and propose action and projects on social cohesion issues. Its 24 members (12 regular members and 12 alternate members), appointed by the municipal council, are residents of Luxembourg City and represent the city's social diversity.

A Municipal Consultative Committee on Integration (CCIC), mandatory in all municipalities of Luxembourg, is responsible for the living together of all residents. It includes Luxembourg and foreign-origin members. The committee is part of the Municipal Integration Plan (Plan Communal d'Intégration), a governance tool to establish a sustainable, transversal, shared and structured integration policy.

BOX 9:

Graz, Austria: The Migrant Council of the City of Graz allows for migrant participation in decision-making on issues affecting their daily lives and communities.

4. Provide comprehensive and integrated responses, through coordination with different departments of the city administration and other levels of governance as well as multi-sectoral partnerships.

Responses to the needs of those left behind should encompass contributions by all departments of the municipality in accordance with their specific expertise and responsibilities. Cooperation with national and regional/sub-regional governments and other municipalities should be pursued to ensure policy coherence and programmatic coordination across all levels.

BOX 10:

Soest, Germany: Since 2018, the city has participated in the North Rhine-Westphalian programmes "Gemeinsam klappt's" and "Durchstarten in Ausbildung und Arbeit". In these programmes, young refugees (18-27 years old) with insecure prospect of staying in Germany get support with their vocational training, profession and job opportunities.

BOX 11:

Ghent, Belgium: In September 2015, the city established an interdepartmental Task Force on Refugees, engaging city departments as well as civil society under the leadership of the Vice-Mayor in collaboration with aldermen (city council members). Three working groups were set up – Shelter, Volunteers and Public Awareness, and Integration – to facilitate organized cooperation among the city services and departments concerned, including Asylum and Refugee Policy, Welfare and Equal Opportunities, Social Welfare, as well as with local NGOs and independent volunteers.

5. Provide specific training for public officials on integration of migrants and refugees, focusing on their human rights and tackling stereotypes and prejudices.

Public authorities, concerned civil servants, including law enforcement personnel and health care providers, should be provided with information on anti-discrimination and human rights protection. Training and teaching aids should be made available that foster intercultural understanding and dialogue using a wide variety of appropriate techniques and approaches, such as cultural practices, intercultural mediation, diversity, gender roles and masculinities, etc.



Indigenous Hmong Women, Viet Nam
© UN Photo/Kibae Park

Stereotypes and myths about mobility and those migrating are at the source of anti-migrant sentiments, discourses and violent acts. To improve perceptions, it is critical to make a deliberate effort to change this narrative. To do this, it is necessary to show strong leadership in recognizing the added value of migrant communities and articulate a clear message through targeted communication and awareness-raising campaigns. Using the voices and views of migrants and refugees to highlight stories of their successful integration and contributions to cities' social, economic and cultural development is very persuasive.

Erlangen, Germany: The city has a deliberate media and public relations strategy on welcoming, accommodating and integrating migrants and refugees and is part of the Council of Europe/ European Commission C4i - Communication for Integration campaign. The Erlangen C4i Anti-Rumour team seeks to dispel negative populist influence through migrant-led campaigns that counter myths around migration.

Barcelona, Spain: The BCN Anti-rumor strategy was adopted in 2010 as an action line for the BCN Interculturality programme. It aims to dissipate rumors, stereotypes and false ideas about migrants and refugees through the following: 'anti-rumor awareness-raising campaigns' supported with various materials (comics, badges, guides, manuals) and initiatives on websites and virtual networks; technical advice; free anti-rumor awareness-raising activities and intercultural reflection (workshops, participatory theatre productions, debates, etc.) in neighborhoods and districts; and free training on anti-rumor arguments and communication tools to be shared with the public. Those trained can become themselves anti-rumor advocates.

unicef 
for every child

Around the world tens of millions of children are on the move – 28 million of them driven from their homes by conflict and insecurity, and millions more migrating in the hope of finding a better life. Increasing numbers of children and youth are moving either internally or across borders, either alone or with their families, to cities and other urban areas. Consequently, the most vulnerable children and youth are increasingly found in urban settings – and migrant, refugee and internally displaced children continue to be among the most marginalized.

Local governments are uniquely placed to protect the rights of migrant and displaced children within their areas of influence. They are the first receivers – and often responsible for meeting the immediate needs of children and their families, including through providing access to protection, housing, nutrition, education and healthcare. Further, many local governments are already taking concrete actions to reduce the vulnerabilities of every migrant and displaced

child living within their jurisdiction, regardless of status, not only on their own but also in partnership with regional and national authorities and other stakeholders. Through transfer of successful models, lessons learned and planning strategies to improve city responses for migrant and displaced children, local governments can accelerate efforts to implement the Global Compact for Migration and the Global Compact on Refugees, to the benefit of children communities and cities.

The recommendations below are just an illustration of concrete actions that local governments can take – and are already taking – across different geographies, political and economic contexts, to welcome, protect and include migrant and displaced children. These were validated by a survey with local governments, in which access to services and combating xenophobia and discrimination were found to be most critical.



Migrant girls attending
school © UNICEF/
UNI239504/Noorani

Recommendations for Local Governments

I. Protect children on the move from violence, abuse and exploitation.

Invest in and train social workers, police, lawyers and teachers in child rights and protection to equip them to prevent and respond to all forms of violence, exploitation and abuse, including trafficking.

Create one-stop shops where children and families can receive information, counseling and assistance at the same time.

BOX 1:

The city of **Siliguri, India**, tackles child labour and trafficking through empowering community stakeholders in six target slum areas by supporting and providing training to child protection actors, schoolteachers, social workers and local leaders as well as local police and border patrol officers.

BOX 2:

Reception centres in **Norwegian municipalities** provide supervision, counselling and support for children, as well as access to education, language or training courses, and health care.

2. End the immigration detention of children.

Create and advocate for alternatives to detention for all migrant and displaced children in the city, including those traveling with their families.

Appoint, train and monitor qualified guardians for unaccompanied and separated children to prevent child detention.

BOX 3:

The **Mexican municipality of Villahermosa** has created an ‘open-door’ longer-term shelter for migrant children and asylum seekers as an alternative to detention. Children receive psychosocial support, and have access to education, health services, legal information and assistance.

BOX 4:

Palermo, Sicily, has strengthened the role of volunteer guardians to protect and promote social inclusion of unaccompanied children. A Guardian Monitoring and Support Unit assists volunteer guardians to complete legal paperwork, including international protection applications, and make referrals of vulnerable children to the right services. The unit aims to mobilize the host community to promote alternative care mechanisms (particularly foster care) and social inclusion opportunities for children.

3. Keep every migrant and displaced child learning and give them access to health and other quality services.

Establish firewalls between local service providers and immigration authorities, so undocumented families are not discouraged from using services for fear of being detected. Remove identification requirements that restrict access to services.

BOX 5:

In **Honduras**, the municipalities of **San Pedro Sula, Catacamas and Choloma** are supporting the emotional recovery of returned migrant children and other children at risk, by providing care, psychosocial support and referral to a psychologist when required.



Children need safe spaces for development
© UNICEF/UN0248159/
Noorani

BOX 6:

Seoul, Geneva and Munich have established ‘firewalls’ that keep information from being shared between social services and immigration authorities. By promising confidentiality and security, these ‘firewalls’ allow children access to social services without fear.

4. Give children legal status.

Facilitate children’s access to official registration as city residents, regardless of their status – including through municipal ID cards.

BOX 7:

New York provides municipal IDs regardless of status. IDNYC is a free government-issued photo ID card that secures access to services and cultural institutions to every city resident, including disadvantaged communities, youth and undocumented migrants. Personal information collected from IDNYC applicants is not shared with immigration authorities.

5. Keep families together.

Accompany and support migrant and displaced children through the family reunification process.

BOX 8:

Barcelona supports families applying for family reunification through the New Families in Barcelona program, which provides orientation and support to families before, during and after the process of family reunification. In the absence of a national-level program, the city uses its local budget to offer refugee and migrant families comprehensive and personalized guidance on the legal, practical and psychological aspects of the family reunification process.

6. Address the underlying causes that uproot children from their homes.

In departure cities: invest in mobile outreach programs to identify and support children at risk, including children left behind, to help prevent unsafe migration.

In arrival cities: create partnerships with other cities along migration routes to strengthen transnational protection responses, information sharing and learning from good practices.

7. **Promote measures to combat xenophobia and marginalization and support inclusion.**

End legal and policy discrimination on the basis of migration, asylum, nationality or residence status, as well as all practices that criminalize undocumented stay in the city.

Partner with local businesses to support access to the labor market and entrepreneurship for young migrant and displaced people.

Ensure existing and new **city-level child and youth initiatives are inclusive of migrants**, ranging from social and cultural events, sports activities and youth councils.

BOX 9:

The Hague and Almere support **Lebanese and Jordanian municipalities** hosting refugees – they focus on municipal services (waste, water, sewage), local economic development, strategic planning, and cooperation across cities.

BOX 10:

Los Angeles has introduced an Executive Directive that requires equal access to city facilities, programs and services for all residents without regard to citizenship or immigration status.

BOX 11:

Saint-Denis has taken action to close the opportunity gap between talented immigrant youth and corporate employers through providing recruitment services and diversity training, in partnership with a recruitment agency and HR consulting non-profit.

BOX 12:

The Child Friendly City of **Postojna, Slovenia**, allocates two seats for migrant and refugee children in its youth council, allowing young migrants to help meaningfully shape decisions that impact their lives. UNICEF's Child Friendly Cities Initiative supports local governments to implement the Convention on the Rights of the Child within their local jurisdictions producing practical, meaningful and measurable results for children, including refugee, migrant and IDP children.

By the World Health Organization (WHO)



HEALTH AND MIGRATION

One in seven of the world's population has migrated or is displaced. This rapid increase of population movement has important public health implications, and therefore requires an adequate response from the health sector. The generosity with which countries receive refugees and migrants is more than rewarded by the economic, technical, social, and cultural contribution of those who come in search of opportunities, healthy and sustainable livelihoods far from their home country. It is fully demonstrated that refugees and migrants do not spread disease or cause epidemics; however, this widespread belief is used by some countries to explain the emergence or recurrence of communicable diseases in the transit and destination country. The actual saturation of health services and the perceived association between migration and epidemics can result in discrimination, xenophobia and lack of access for refugees and migrants to public services including essential quality health services, decent living and working conditions, and safe employment.

The access of migrants and refugees to quality health services is of paramount importance to rights based health systems, global health security, health promotion, and to public efforts aimed at reducing health inequities and meeting the WHO triple billion goals, 2030 Sustainable Development Goals (SDGs): SDG Goal 3 on health, Goal 5 on gender equality, Goal 10 on reducing inequalities and Goal 16 on promote peace and end violence; all have direct implications on the health of refugees and migrants. Target 3.8 on Universal Health Coverage (UHC) provides an opportunity to promote a more coherent and integrated approach to health, beyond the treatment of specific diseases for all populations, including refugees and migrants, irrespective of their legal status. However, UHC is only a reality if health systems take account of all community members, including refugees and migrants.

At the World Health Assembly in 2019, Member States agreed a five-year global action plan to promote the health of refugees and migrants. The

Global Action Plan¹ focuses on achieving universal health coverage and the highest attainable standard of health for refugees and migrants and for host populations. The Global Action Plan was fully embedded into the vision of the WHO Thirteenth General Programme of Work, 2019–2023 and its triple billion goals. In addition to the Global Action Plan, the WHO's Health in all Policies and the Healthy Cities Framework provide comprehensive approach to health, social and well-being, and equity. It puts sustainable development at the center of the local policies and programmes.

Municipal authorities including in the health, education, social sectors as well as civil services, governmental and non-governmental organizations are responsible for ensuring the health needs of refugees, migrants and local populations are met through the guiding principles:² the right to the enjoyment of the highest attainable standard of physical and mental health, equality and non-discrimination, equitable access to health services, people-centred, refugee-, migrant- and gender-sensitive health systems, non-restrictive health practices based on health conditions, whole-of-government and whole-of-society approaches, participation and social inclusion of refugees and migrants, and partnership and cooperation.

Recommendations for Local Authorities

Municipalities encompass increased diversity in health determinants, vulnerability levels, needs, and healthcare-seeking cultures and behaviors. For this reason, there are myriad action areas that local authorities should target when working towards improving conditions for refugees' and migrants' health.

¹ <https://www.who.int/publications/i/item/promoting-the-health-of-refugees-and-migrants-draft-global-action-plan-2019-2023>

² https://www.who.int/migrants/about/framework_refugees-migrants.pdf

1. Ensure equitable and inclusive access to quality health services and continuity of care. The health of refugees and migrants should not be separated from the health of the overall population. Refugees and migrants should be included in existing local health systems, plans and policies, with the aim of reducing health inequities and to achieve the SDGs.

This also includes supporting the preparation of public health responses to refugee and migrant arrivals, while continuing to meet the health needs of the existing refugee and migrant populations and of the local population, by ensuring that services for refugees and migrants are delivered through existing health systems to the largest possible extent and on continuing and long-term basis, that are grounded in functioning processes of referral to appropriate secondary and tertiary care services and service-delivery networks for refugees and migrants who require health care services, including access to continuing social and psychological care provision as needed.

2. Enhance capacity to address the social determinants of health to ensure effective health responses and health protection in the cities. This includes improving basic services such as water, sanitation, housing and education. Priority should be given to implement a Health in All Policies approach to promote health equality for refugees and migrants. This will require joint and integrated action and coherent public policy responses involving multisector collaboration such as the health, social, welfare and finance sectors, together with the education, interior and development sectors.

3. Strengthen health monitoring and health information systems in order to assess and analyze trends in refugees' and migrants' health, disaggregate health information by relevant categories, as appropriate; conduct research; and identify, collate and facilitate the exchange of experiences and lessons learned among Member States, and generate a repository of information on relevant experiences in the affected countries.

BOX 1:

Inclusion of refugees and migrants in COVID-19 response: Throughout the pandemic, the City of São Paulo, Brazil has taken direct action to expand services for all vulnerable residents — including food provision, direct cash assistance, and emergency housing. They also adapted or expanded specialized services to migrant and refugee communities. In Sierra Leon, Freetown City Council's COVID-19 Preparedness and Response Plan targets support to 350,000 people living in informal settlements, many of whom are vulnerable rural migrants. In Greece, the Athens Coordination Centre for Migrant & Refugee issues responded rapidly to COVID-19 by streamlining services from municipal agencies, local NGOs, and international organizations, and sharing information with migrants and refugees. The city of Milan, Italy ensures no migrant is left behind in their COVID-19 response — closing the gap on access to technology and online services, targeting health responses for unaccompanied migrant children, and pushing for a just and green recovery for all. (source: Mayors Migration Council. Access on 29 October 2020)

4. Promote refugee- and migrant-sensitive health policies, legal and social protection and programme interventions that incorporate a public health approach and that can provide equitable, affordable and acceptable access to essential health promotion, disease prevention, and high-quality health services, including palliative care for refugees and migrants. This may require modifying or improving regulatory and legal frameworks to address the specific health needs of these populations.

5. Accelerate progress towards achieving the Sustainable Development Goals including universal health coverage by promoting equitable access to quality essential health services, financial risk protection, and access to safe, effective, quality and affordable essential medicines and vaccines for all (target 3.8), including refugees and migrants.

This may require strengthening and building the capacities and resilience of local health systems. As a part of these efforts, priority should also be given to developing sustainable financial mechanisms to enhance social protection for refugees and migrants as well as by working to lower or remove physical, information and discrimination barriers to accessing health care services.

6. Provide support to strengthening the capacity and role of health providers in gender-appropriate identification, management and referral of sexual and other forms of gender-based violence, such as gender-based discrimination, trafficking, torture and gender-based abuse.

This also includes enhancing protection against and prevention of sexual violence and female genital mutilation and in the provision of care and support for the prevention and treatment of sexually transmitted infections and of acute malnutrition and support the training of all personnel working with refugees and migrants and ensuring that health planners and health care workers are offered support and knowledge-sharing in order to implement appropriate refugee- and migrant-sensitive health interventions that also provide affordable and equitable access to all people.

7. Support measures to improve evidence-based health communication and to counter misperceptions about refugee and migrant health; to provide accurate information and dispel fears and misperceptions among refugee, migrant and host populations about the health impacts of migration and displacement on refugee and migrant populations and on the health of local communities and health systems.

It is critical for the local authorities to support the provision of appropriate, factual, timely, culturally-sensitive, user-friendly information on the human rights and health needs of refugees and migrants in order to counter exclusionary acts, such as stigmatization and discrimination; supporting advocacy, mass media and public education within the health sector to build support and promote wide participation among local government, the public, and other stakeholders.

BOX 2:

Training of refugee and migrant health workers:

The joint **WHO and the Refugee Health Programme, Ministry of Health, Turkey** has established countrywide training clinics for Syrian health workers, that provide culturally competent care within the national Turkish health care system. For three key municipalities in Serbia on the Western Balkan Migrant Route, that are points of entry and exit of refugees and migrants. In addition, WHO supported the development of Contingency Plans on Migrant and Refugee Health. The documents are a product of multi-sectoral cooperation in local self-governments and they define capacities, roles and responsibilities for all actors in healthcare and migration management in the event of increased arrivals of refugees and migrants. (source: WHO)

Managing health risks during mass gatherings
© WHO





RECOMMENDATIONS FOR LOCAL AUTHORITIES

MULTI-LEVEL GOVERNANCE FOR INCLUSIVE CITIES

By the Organization for Economic Co-operation and Development (OECD)

1. Vertical coordination
2. Multi-sectoral coordination
3. Enhanced local capacity for inclusion
4. Consultation and coordination mechanism with civil society and migrants
5. Improve data collection and management
6. Increase financing for integration
7. Invest in communication, spaces and events around inclusion to change the perception of host communities/ combat xenophobia and marginalization and support inclusion

URBAN AND TERRITORIAL PLANNING FOR INCLUSIVE CITIES: ENHANCING QUALITY OF LIFE FOR MIGRANT AND HOST COMMUNITIES IN URBAN AREAS

By UN-Habitat

1. Collect data through participatory processes, deploying local knowledge and increasing ownership.
2. Develop neighborhood or city profiles through multi-sectoral spatial analysis and enhance local capacity.
3. Include migrant communities in planning and local decision-making processes.
4. Enhance migrant inclusion through city level planning.
5. Foster social cohesion at neighborhood level.
6. Strengthen land, housing and property rights.
7. Sustainably manage large movements of people and increase local economic development opportunities through territorial planning.
8. Ensure planning approaches are integrated with effective local governance and financing strategies.

LOCAL ECONOMIC DEVELOPMENT AND PRIVATE SECTOR ENGAGEMENT

By the Center for Mediterranean Integration (CMI)

1. Integrate strategic planning approaches through well informed economic strategies, in alignment with regional and national planning.
2. Data collection and analysis for informed planning approaches, contextualized and prioritized municipal actions targeted to employment and participation of the private sector.
3. Include refugees and migrants in vulnerable situations in economic planning for job creation
4. Ease business regulations and facilitate registration.
5. Support micro and small businesses.
6. Upgrade and maintain business-friendly municipal services and infrastructures.
7. Ensure stakeholder participation, community outreach and participatory planning.
8. Recognize the economic role of the diaspora.
9. Establish networks or twinnings for cooperation and knowledge-sharing.

Migrant workers contribute
to our societies in crucial
jobs, such as nurses ©WHO

PROMOTING MIGRANT AND REFUGEE ENTREPRENEURSHIP TO ENHANCE SOCIO-ECONOMIC INCLUSION IN CITIES

By the United Nations Conference on Trade and Development (UNCTAD)

1. Gear existing entrepreneurial skills training programs towards potential migrant/refugee entrepreneurs and support opportunity-driven entrepreneurial ventures set up by migrants and refugees in cities.
2. Provide support and access to both physical space and infrastructure (e.g. electricity, water, internet, phone) to migrant and refugee entrepreneurs to start-up their ventures.
3. Enhance access to capital to migrant and refugee entrepreneurs to get their businesses off the ground.
4. Actively reach out to migrant/refugee entrepreneurs and help them connect with one another as well as host city entrepreneurs.

MAINSTREAMING HUMAN RIGHTS PRINCIPLES AND STANDARDS IN CITY AGENDAS FOR THE INCLUSION OF MIGRANTS AND REFUGEES

By the United Nations Educational, Scientific and Cultural Organization (UNESCO)

1. Adopt specific policy instruments and create dedicated structures and processes to promote inclusion and tackle discrimination.
2. Take deliberate action to facilitate universal, equitable and safe access to city services and related information for all migrants and refugees regardless of migration and/or residence status.
3. Ensure meaningful participation of migrants and refugees in issues concerning their lives.
4. Provide comprehensive and integrated responses, through coordination with different departments of the city administration and other levels of governance as well as multi-sectoral partnerships.
5. Provide specific training for public officials on integration of migrants and refugees, focusing on their human rights and tackling stereotypes and prejudices.
6. Articulate and enhance positive city narratives and messages on the contribution of migrants and refugees to receiving societies, including through anti-discriminatory campaigns.

LOCAL GOVERNMENT ACTION TO WELCOME, PROTECT AND INCLUDE MIGRANT AND DISPLACED CHILDREN AND YOUTH

By the United Nations Children's Fund (UNICEF)

1. Protect children on the move from violence, abuse and exploitation.
2. End the immigration detention of children.
3. Keep every migrant and displaced child learning and give them access to health and other quality services.
4. Give children legal status.
5. Keep families together.
6. Address the underlying causes that uproot children from their homes.
7. Promote measures to combat xenophobia and marginalization and support inclusion.

HEALTH AND MIGRATION

By the World Health Organization (WHO)

1. Ensure equitable and inclusive access to quality health services and continuity of care.
2. Enhance capacity to address the social determinants of health.
3. Strengthen health monitoring and health information systems.
4. Promote refugee- and migrant-sensitive health policies, legal and social protection .
5. Accelerate progress towards achieving the Sustainable Development Goals including universal health coverage.
6. Provide support to strengthening the capacity and role of health providers.
7. Support measures to improve evidence-based health communication and to counter misperceptions.

OUTLOOK

After analysing both global compacts and taking the Marrakesh Declaration of Mayors¹ as a starting point, the group of partners who contributed to this document started working on coordinating and conceptualizing this cross-sectoral, multi-perspective guidance document, in consultation with both IOM and UNHCR as well as other partners. Incorporating their respective expertise, the aim of the document is to highlight the importance of cross-sectoral thinking for sustainable solutions on migrations. The document underlines, with its different contributions, the guiding principles of the GCM, including the human-rights, gender- and child responsive and whole-of-government and whole-of-society approaches.

This guidance document is far from giving a holistic response, and there are many other recommendations that can be drawn from the Global Compacts. The Global Parliament of Mayors recently adopted a Declaration² in Durban, which underlined that they are committed to “Providing opportunities to live a safe, inclusive and dignified life free of discrimination for every person within our jurisdictions irrespective of nationality, point

of origin, or immigrant status as a means of welcoming newcomers and reducing outflow migration”.

This guidance document has been conceptualized to support local authorities in their efforts to leave no-one behind. As stated, it does not cover all objectives or paragraphs of the GCM and the GCR but is work in progress. The contributing organizations hope other agencies and organizations will be able to complement the started work in the coming years.

It is worth underlining the non-comprehensive nature of the recommendations provided in this guidance document; more areas can be targeted locally for implementing the Global Compacts for Migration and on Refugees. The two Compacts provide more paragraphs and objectives relevant to local authorities than those referenced here, providing more possible guiding points for local authorities. In coordination with the UN Migration network,³ which many of the contributing agencies are part of, as well as the Global Refugee Forum and other partners, work on this policy guidance will continue. And hopefully the document will contribute to the global knowledge on sustainable solutions that will enable a decent life for all.

¹ https://www.uclg.org/sites/default/files/marrakech_mayors_declaration.pdf

² <https://globalparliamentofmayors.org/wp-content/uploads/2019/11/GPM-Durban-Declaration-11-November-2019.pdf>

³ <https://migrationnetwork.un.org>

The matrix below gives an indication of the paragraphs and objectives of the GCR and the GCM that are covered with this policy note

Organization	Multi-Level Governance for Inclusive Cities (OECD)	Urban and Territorial Planning for Inclusive Cities (UN-Habitat)	Local Economic Development and private sector engagement (CMI)	Promoting Migrant And Refugee Entre-preneurship to Enhance Socio-Economic Inclusion in Cities (UNCTAD)	Mainstreaming human rights principles and standards in city agendas for the Inclusion of migrants and refugees (UNESCO)	Local government action to welcome, protect and include migrant and displaced children (UNICEF)	Health and Migration (WHO)
GCR							
Paragraph							
I.D. Prevention and addressing root causes		X		X	X	X	
III. Programme of action				X	X		
III.A.2.2 Support Platform	X		X				
III.A.2.3. Regional and Subregional dimension		X		X			
III.A.3. Key tools for effecting burden- and responsibility-sharing	X		X		X		
III.A.3.1. Funding and effective and efficient use of resources			X			X	X
III.A.3.2. A multi-stakeholder and partnership approach		X	X	X		X	X
III.A.3.3. Data and evidence		X	X				X
III.B.1.1. Early warning, preparedness and contingency planning			X				X
III.B.1.2. Immediate reception arrangements						X	X
III.B.1.3. Safety and security						X	X
III.B.1.4. Registration and documentation						X	X
III.B.1.5. Addressing specific needs						X	X
III.B.2. Meeting needs and supporting communities			X	X		X	X
III.B.2.2. Jobs and livelihoods	X		X	X			
III.B.2.3. Health							X
III.B.2.4. Women and girls				X		X	X
III.B.2.5. Children, adolescents and youth				X			X
III.B.2.6. Accommodation, energy, and natural resource management							X
III.B.2.7. Food security and nutrition							X
III.B.2.8. Civil registries							X
III.B.2.10. Fostering good relations and peaceful coexistence							X
III.B.3. Solutions		X					
III.B.3.3 Complementary pathways for admission to third countries						X	
III.B.3.4. Local integration		X				X	X

Organization	Multi-Level Governance for Inclusive Cities (OECD)	Urban and Territorial Planning for Inclusive Cities (UN-Habitat)	Local Economic Development and private sector engagement (CMI)	Promoting Migrant And Refugee Entre-preneurship to Enhance Socio-Economic Inclusion in Cities (UNCTAD)	Mainstreaming human rights principles and standards in city agendas for the Inclusion of migrants and refugees (UNESCO)	Local government action to welcome, protect and include migrant and displaced children (UNICEF)	Health and Migration (WHO)
GCM							
Paragraph							
Our vision and guiding principles							
1. Collect and utilize accurate and disaggregated data as a basis for evidence-based policies	X	X	X		X		X
2. Minimize the adverse drivers and structural factors that compel people to leave their country of origin		X		X		X	
3. Provide accurate and timely information at all stages of migration	X	X			X		
4. Ensure that all migrants have proof of legal identity and adequate documentation	X					X	
5. Enhance availability and flexibility of pathways for regular migration		X		X		X	
7. Address and reduce vulnerabilities in migration	X	X		X	X	X	X
8. Save lives and establish coordinated international efforts on missing migrants							X
10. Prevent, combat and eradicate trafficking in persons in the context of international migration						X	
13. Use migration detention only as a measure of last resort and work towards alternatives						X	
15. Provide access to basic services for migrants		X			X	X	X

Organization	Multi-Level Governance for Inclusive Cities (OECD)	Urban and Territorial Planning for Inclusive Cities (UN-Habitat)	Local Economic Development and private sector engagement (CMI)	Promoting Migrant And Refugee Entrepreneurship to Enhance Socio-Economic Inclusion in Cities (UNCTAD)	Mainstreaming human rights principles and standards in city agendas for the Inclusion of migrants and refugees (UNESCO)	Local government action to welcome, protect and include migrant and displaced children (UNICEF)	Health and Migration (WHO)
GCM							
Paragraph							
16. Empower migrants and societies to realize full inclusion and social cohesion	X	X		X	X	X	X
17. Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration	X	X		X	X	X	X
18. Invest in skills development and facilitate mutual recognition of skills, qualifications and competences				X			
19. Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries			X	X			
20. Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants			X	X			
21. Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration		X		X			
23. Strengthen international cooperation and global partnerships for safe, orderly and regular migration		X					

A boy enjoying playing in one of the public space in Kalobeyei integrated refugee settlement in Turkana, Kenya 2019 © UN-Habitat/Julius Mwelu



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LOCAL INCLUSION OF MIGRANTS AND REFUGEES

This guidance document is the result of a cross-sectoral cooperation to support local authorities on migrants' inclusion at local level. Local authorities play an important role for implementing and achieving the goals and objectives set out in the Sustainable Development Goals, the New Urban Agenda and the recent Global Compact for Migration (GCM) and Global Compact on Refugees (GCR). This selection of recommendations promotes local actions and multi-sectorial approaches, with different global actors bringing together their experiences. These recommendations are complemented by concrete examples and strategies for local actions and advocates for effective, transformative changes at the local level, built on successful practices and strategies from cities all over the world and emphasizing cities' growing importance for sustainable migrant inclusion. The different contributions advocate for multi-level governance, multi-stakeholder and cross-sectoral approaches for harnessing the positive impact of migrant's social and economic inclusion in cities. The recommendations covered topics such as governance, urban and territorial planning, local economic development, human rights, protection of children and provision of health services.