Background paper[12]

Theme 3: Addressing human mobility as part of urban and rural development strategies

Roundtable Session 3.1:
Supporting Arrival Cities through Policy Coherence and Multi-Stakeholder Partnerships

Introduction

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[i]. 95% of global urban expansion will take place in developing countries, mostly in Africa and Asia.[ii] Nearly all migrants and displaced persons, whether international or internal, are destined for cities[iii]. Increasing mobility, manifest in more mixed migration flows, is multiplying the presence of 'arrival cities' as cities of origin also become places of transit and destination.

Migrants and displaced persons move to cities because that is where their human capital is most rewarded.[iv] Migratory flows turn cities into hubs of diversity and innovation[v] and make local authorities the first responders to the needs of migrants and displaced persons.[vi] Cities on every continent find themselves at the forefront of managing the positive and negative impacts of migration in their territories as well as the promotion of inclusive, safe and sustainable urban environments.[vii] The governance of migration or, indeed, the governance of societies more broadly, is changing in recognition of the rapidly growing importance of the world's cities to the workings of societies and their economies.[viii]

The term 'arrival cities' was coined to describe cities that function as places of opportunity and upward mobility for newcomers, that create enabling conditions for new arrivals to settle, connect, and belong.[ix] Yet, beneficial outcomes from migration into cities are not guaranteed. Much depends on urban policy choices as well as the capacity of cities to set and implement their own policies. Levels of decentralization and devolution vary across countries and shape cities' ability to respond and adapt services. Migration and

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[1] The background paper has been prepared by the Mayors Mechanism, under the guidance of the RT 3.1 Co-Chairs Egypt and Switzerland, and with valuable inputs from RT Team members during and between the Roundtable Consultations. Though all attempts have been made to make sure that the information provided is accurate, the authors do not accept any liability or give any guarantee for the validity, accuracy and completeness of the information in this paper, which is intended to solely inform and stimulate discussion of Roundtable session 3.1 during the GFMD Summit meeting in January 2020. It is not exhaustive in its treatment of the session 3.1 theme and does not necessarily reflect the views of the authors, the GFMD organizers or the governments or international organizations involved in the GFMD process.

[2] The Mayors Mechanism is steered by UCLG, the Mayors Migration Council, and IOM with inputs from ICMPD and Cities Alliance and the LIAT coalition (Local Inclusion Action Tool) composed of the OECD, Council of Europe, Migration Policy Group and Welcoming International.

displacement to urban areas manifest differently between the North and South, between megacities and small urban areas of secondary cities or rural areas that are becoming urbanized. While local authorities often serve as the implementing arm of national policies and priorities or are empowered to act through a transfer of competencies, their ability to act can be compromised by a lack of consultation, support, human and financial resources or capacity development from the national and global levels.

Over the past decades, cities have started to organize themselves to mobilize political and financial support, shape global agendas and disseminate good practice and innovation. Today, there are an estimated 200 to 300 city networks around the world, some of which focus on migration. City mobilization, with support from some national governments and international organizations, led to the creation of the Global Mayoral Forum on Human Mobility, Migration and Development ("Mayoral Forum") in 2013, and of the GFMD Mayors' Mechanism (MM) in 2018 which is steered jointly by United Cities and Local Governments (UCLG), the Mayors Migration Council (MMC)[x] and IOM. Consequently, and for the first time, the 2019 Mayoral Forum will be organized as an integral part of the GFMD Summit in Quito with a view to bringing the voices and experiences of local and regional authorities to the GFMD and strengthening the dialogue between national and local levels of government on a continuous basis. Echoing and further strengthening this inclusion of cities and local authorities, this GFMD also features two Round Table discussions (RT 3.1 and RT 3.2) around the theme of 'Addressing human mobility as part of urban and rural development strategies' to which this background paper contributes. A small delegation representing the Mayoral Forum is expected to participate in the Round Table discussion 3.1 in Quito.

Cities' and local authorities' role has been formally recognized in the Global Compact for Safe, Orderly and Regular Migration (GCM) and the Global Compact on Refugees (GCR). Both call on governments and international organizations to apply a whole-of-government approach to the governance of migration to ensure horizontal and vertical policy coherence[xi] across all sectors and *all* levels of government. Both Compacts also specify the necessity to involve and support local authorities.[xii]

Policy coherence in migration and development can be defined as policies that pursue synergies to advance shared objectives, actively seek to minimize or eliminate negative side effects of policies and prevent policies from detracting from one another or from the achievement of the agreed-upon goal. Policy coherence can occur vertically between local and national governments and horizontally across governance sectors at all levels of governance. The purpose of RT 3.1 entitled "Supporting Arrival Cities through Policy Coherence and Multi-Stakeholder Partnerships" is to explore how local authorities and other local actors, national governments and international organizations can coordinate their efforts and work together to achieve policy coherence in order to ensure that the arrival and inclusion of migrants contribute to broader policies to build safe, inclusive, resilient and sustainable cities for all, as called for in the Sustainable Development Goals (SDGs) and the New Urban Agenda (NUA).

To this end, the background paper highlights the expertise and experiences that local authorities can bring as well as the challenges and opportunities cities face in responding to migration. It includes examples of how cities are already supporting migrants' inclusion, drawing on cross-sectoral and multi-stakeholder partnerships. It further makes the case for pursuing areas of common ground and creating dialogue mechanisms to address potentially diverging priorities between national and local governments on migration. The paper ends with formulating a series of ideas for action for local, national and international stakeholders and a set of guiding questions to frame the discussions during the Round Table.

Key issues: Challenges and how cities are responding

Challenges faced by migrants

That migrants and displaced persons often face barriers is well known. These can be aggravated when they arrive and settle in urban areas that experience high levels of poverty and/or population growth, and are overstretched in their ability to provide land, housing, utilities and services to all residents. Where cities

are exposed to climate impacts, environmental hazards and disaster risk, it is often the poorest residents and recent arrivals, who settle in the most vulnerable areas and are at greatest risk to lose their homes, lives and livelihoods.[xiii]

Recent studies show that migrants and displaced persons are disproportionately represented among the urban poor, particularly in many informal settlements.[xiv] Urban migrants and displaced persons tend to lack opportunities and resources to enjoy the benefits of urban life and have limited access to basic necessities including decent housing, education and health care.[xv] They face precarious housing conditions and land insecurity, with the frequent threat of eviction; poor urban health conditions; a lack of secure work opportunities, where the skills and experience that migrants bring are not adequately recognized; as well as experiences of discrimination in both institutional contexts and in everyday urban life. They also may face a range of implicit or explicit social, cultural and linguistic barriers in the access to basic services, with undocumented migrants often experiencing additional barriers that exacerbate exclusion.

In certain cases, migrants and refugees residing in informal settlements may remain invisible from existing governance structures, thus accentuating their vulnerability.[xvi] Moreover, migrants and displaced persons tend to concentrate in the more affordable suburbs or outer-ring districts or settlements that have low population densities and sparse public spaces. These neighbourhoods often come with various spatial and policy barriers that isolate migrant residents from local infrastructure, services or public spaces. For example, zoning restrictions can prevent migrants from opening small legal businesses, barriers to property markets discourage migrants and other vulnerable populations living in these areas from investing in home improvements and limited transit options cut newcomers off from employment opportunities and centralized services.[xvii]

Challenges faced by city administrations

Migration is part of the DNA of cities. The most dynamic and thriving cities are those that attract people. Thus, while migration into cities can present city leadership and administrations with a variety of challenges, it is important to note that cities generally do not consider migration as a problem, but rather as an integral part of what it means to be and manage a city.

The kind of challenges that migration raises, depend to a great degree on the scope and speed of movements – whether cities are dealing with a sudden large influx or gradual growth –, on the profile of the migrants (in terms of age, gender, health, skills level), and on the pattern of movement, i.e. whether it is short-term or transitory, or results in more long-term settlement. Challenges and the necessary policy interventions also depend on the nature of the city and the conditions under which it operates, including the level of development in the country.

Cities in the Global South are often faced with acute problems that increasing immigration may exacerbate, ranging from unemployment and food insecurity to health and environmental risks. The level of decentralization and autonomy cities may or may not have and the human and financial resources available at city level also play an important role. The size of the city may also bring various challenges. For example, the fastest urban growth is happening in secondary cities thanks to a complex blend of international and rural-to-urban internal movements, as well as the reclassification of rural areas to urban. However, in such cities local capacities and approaches to manage or leverage migration are often non-existent or under-developed. Thus, fast growing and small cities are often heavily dependent on support from partners, including the UN, international NGOs, foundations and local CSOs, which can pose challenges in terms of the sustainability, ownership and scale of interventions.

From the perspective of city administrations and local authorities, the challenges facing migrants in cities are often reflective of – and have the potential to aggravate – existing threats to social cohesion such as spatial segregation, marginalization of certain groups, as well as social and economic disparities including the inequal distribution of wealth. A lack of awareness and understanding of migration among city officials

also limits their ability to respond adequately. Even with such an understanding, political priorities and focus may be elsewhere. Negative public perception and political discourse may also have an impact on cities' willingness or capacity to provide support for migrants which, if it is provided, can further fuel social tensions, perceptions of favouritism and discrimination. Furthermore, city administrations and local authorities may not have the competency or legal authority to act in certain cases. For example, a recent study showed that out of a sample of EU cities of different sizes, 90% experienced communication gaps with the other levels of government as the biggest challenge to successful migrant and refugee inclusion.[xviii]

Where cities are able and willing to support migrants, the latter can be particularly hard to reach oftentimes due to a lack of trust in authorities or a lack of information on the availability of services or the inability to take advantage of the same due to conflicting schedules or lack of child care options. Reaching and supporting undocumented migrants presents a particular challenge in this regard. Resources, whether human or financial, are always a challenge in sub-national governments and a siloed work culture or difficulties coordinating across governance sectors can arise caused by spatial disaggregation of departments and a lack of incentives or opportunities to engage and work in a cross-cutting manner.

All of these challenges can either be the result of or aggravated by horizontal policy *in*coherence. For example, a given city may have policies to ensure equal opportunities to access decent work, yet transport and urban planning policies may not consider the difficulties migrants face accessing job opportunities and centralized services. Breaking down these silos is extremely difficult without sufficient awareness, understanding and data on migration in urban settings. Thus, it is crucial to have data on migration disaggregated at the local level in order to understand the unique and diverse migratory dynamics that occur even within the same country.

However, cities also face many challenges accessing data at the local level. This is particularly relevant for irregular migration given its inherently clandestine nature. Migration dynamics can also be difficult to understand with data being pooled from various sources and oftentimes incomparable and of low quality. Scattered or poorly disseminated information can also distort public debate on migration and fuel social tensions.[xix] A lack of data limits cities' capacity to respond adequately to migration or displacement and to steer and anticipate demographic dynamics, including those related to migration, as an integral part of urban planning. Data and understanding on rural-urban migration, and how it affects or is affected by urban development, also tends to receive little attention, yet rural-urban migration is an important contributor to urbanization and population growth in cities.

How cities are responding

There are many ways in which cities respond to the challenges and seize 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, financial and civic integration of migrants and refugees; encouraging initiatives that protect the rights and reduce vulnerabilities and favor inclusion (anti-discrimination measures, action against incidences of intolerance, racism, xenophobia and to help shape a better-informed narrative on migration).

Better understanding of and collection of data on migration:

While it may be difficult to collect, understand or compare, cities often hold a plethora of local level data on migration that could be disaggregated by migratory status and tapped by making feasible changes to existing data collection methods and capacity building, e.g. among local health clinics, schools and local social security offices. In the region of Sedhiou in Senegal, a method to develop territorial migration data profiles was established and carried out in order to enhance six municipalities' understanding of the migratory dynamics in their territories and respond accordingly.[xx] In Gaziantep, Turkey, the city has developed a geographical database system in order to share data among municipal departments on vulnerable groups including migrants.[xxi] In the region of Calabarzon, the regional government established

a mixed-model approach to collecting migration data from across various sources and developed a guide to support local government units in applying the same.[xxii]

Targeted responses to ensure access to services and opportunities for migrants:

As cities receive migrants and displaced persons, many **provide welcoming services** to ensure a smooth transition towards integration. Such services include language classes, orientation and legal support, information and referral to specialized services. In Morocco, various municipalities in the region of Souss-Massa have established Migration Reception and Orientation Offices for returning Moroccans in order to support them with the administrative procedures related to their social rights acquired during their stays abroad, for example to gain access to their pensions.[xxiii] In Castelfiorentino (Italy) under the Castello Alto Project, local residents and civic organizations participate in the reception of new arrivals, which has led to improved social cohesion in the multicultural neighbourhood around the old city centre.[xxiv] São Paulo developed a Referral and Assistance Centre for Immigrants, a specialized public service that provides, among other, guidance on the regularization of documental status, legal counseling, social assistance, as well as referral to Portuguese classes in public schools, job intermediation services, and short-term shelter. The City of Lisbon's One Stop Shop that brings together under one roof and streamlines services to immigrants and ensures open access to everyone (regardless of status) has been an inspiration for other cities.

A critical element of successful settlement in cities is **support for the economic integration** of migrants and displaced persons. For example, the Province of Pichincha, Ecuador, has put in place a prize for inclusion and social responsibility to incentivize businesses to hire migrants and refugees. The region of Souss-Massa in Morocco is facilitating labour market insertion in key sectors where many migrants tend to work, such as agriculture, by making it unnecessary to have specific documents, only some form of identification. In the city of Puebla, Mexico, fast tracking of certification of skills for returnees is taking place in order to facilitate re-entry into the labour market. The Recycle Beirut initiative aims at "merging two problems into a solution": the project contributes to solving the country's waste crisis while offering work opportunities for vulnerable Syrian refugees in the country.[xxv]

Cities are often best placed to understand and **mitigate the exploitation of particularly vulnerable migrants** such as children or undocumented migrants and victims of trafficking. The City of Chicago (USA) has developed public-private partnerships to create a local protection fund whereby civil society organisations can work with immigration lawyers so that all migrants know exactly which services they can and cannot access depending on their status.[xxvi] Cities also have to make sure existing services are accessible for migrants and displaced persons. The City of Malaga in Spain ensures that identification pieces are not required when accessing services thus limiting discrimination and reassuring migrants that their migratory status will not be in question when reaching out for services.

Mainstreaming migration into local and urban policy planning:

Mainstreaming migration into policy planning in other sectors is an established good practice that fosters policy coherence. It is achieved by integrating migration factors into local policy planning to ensure that the effects of migration and needs of migrants are embedded in the broader development context of a given territory.[xxvii] This means looking into how migration affects and is affected by other sectoral policies like health, education, employment, law enforcement and security, urban planning etc. and adjusting these or developing new policies or programmes to be inclusive of migrants' needs. For around fifteen years the city of Lisbon has worked on opening up the peripheral neighbourhoods of the city, in particular Flamenga and Armador in the district of Marvilla (north-east Lisbon). Apart from the renovation of public spaces, carried out with the participation of neighbourhood organisations, Lisbon City Council improved access to the neighbourhood with better infrastructure, services and cultural events.

Cities have also seen the added value of **integrating diversity considerations within law enforcement and community policing**. This can include expanding migrant and other minority recruitment in police services both to provide secure jobs for migrants as well as to make law enforcement more representative of the community they serve and apt at peaceably interacting with migrants and other minorities. In Lyon, the Agence Lyon Tranquilité et Médiation (ALTM), an agency of mediation promoted by the municipality, helped to decrease social tension in Gabriel Péri square, which plays a central role for migrant populations in the city. This initiative deploys uniformed mediators to promote long-term social cohesion in a specific and 'problematic' area of the city. This state-led intervention exemplifies how social cohesion can be strengthened through a collective, holistic approach that aims at building bridges rather than promoting exclusionary security measures.[xxviii]

Cities also have a historic role in the **promotion of culture**. Social inclusion of disadvantaged groups, particularly in the redevelopment of urban areas and urban spaces can be facilitated through wider recognition of their cultural identity. Cultural infrastructures such as museums can offer civic spaces for intercultural dialogue and knowledge sharing and contribute to social cohesion and mutual understanding. Investing in cultural infrastructure and industries, and promoting social participation through culture can help cities to build more inclusive societies and coherent urban territories, as illustrated by the example of Medellin, Colombia.[xxix] Over the last decade, the city's plans have carefully repurposed public spaces including libraries and parks to become cultural centers that encourage citizen exchange and promote cultural cohesion as a foundation for shared meaning in the community.[3]

Applying a multi-stakeholder approach:

Cities are consistently developing **innovative and targeted partnerships with a variety of local actors**. Civil society organizations (CSOs), in particular, have acquired years of experience and know-how in facilitating integration and social cohesion, as recognized in the 2017 GFMD Background Paper 3.2 entitled *Strengthening cooperation: Enabling civil society contributions in migrant integration*. CSOs often occupy a position of trust and act as mediators and facilitators between migrants, their communities, and other residents and the relevant local authorities, promoting an effective response to migrants' needs. They can also bring migrants and nationals together in activities to promote awareness, understanding and social cohesion. [xxx] In Amman, the International Rescue Committee (IRC) manages the activities of the Hashmy Janoubi community centre, which serves the local community living on the outskirts of the city through projects addressed to migrants and local inhabitants alike. In Tangier, Morocco, the municipality is working closely with civil society initiatives to promote social cohesion and access to services for migrants given the lack of deconcentrated services of the ministry in charge of migration.[xxxi]

The extent to which other local actors can support local authorities in fostering social cohesion and inclusion depends on the type of engagement established by the local authority and the purpose of that engagement. The below scale, adapted from the aforementioned Background Paper 3.2, highlights the various degrees to which governments can engage with other local actors.

Inform	Consult	Involve	Collaborate	Empower
Cities provide information to other local actors on their priorities in relation to social cohesion	Cities seek advice from other local actors and provide feedback on how this has influenced, or not, the decisions made	Cities work directly with other local actors throughout the process to ensure their concerns and aspirations are	Cities partner with local actors and ensure their participation in all areas of planning, implementation and M&E of social	Cities partner with local actors and ensure their participation/ coordinate all actions and empower them by

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[3] The municipality of Nador, Morocco, and the *Association Thissaghnasse pour la Culture et le Développement* (ASTICUDE) worked together to promote Nador as an inclusive and multicultural city through the organization of the Intercultural Exhibition showing how migrants contributed to the local culture. The latest edition of the exhibition included 10 African countries and became a landmark event for the city. (MC2CM P2P Sfax, June 2019)

		consistently understood	inclusion related efforts or support by coordinating all efforts	providing financial and technical support

The type of actors and support they can bring vary in each context and according to their capacities. The below table is a non-exhaustive list which outlines example actors and possible areas of collaboration:

Private sector	Technical assistance and training for new entrepreneurs; mobilizing investments as well for projects related to social cohesion; public-private partnerships for service provision or more inclusive workforce.
Universities	Tailoring research to fill data and knowledge gaps on migration and social cohesion, monitoring and evaluating social cohesion efforts, supporting knowledge management efforts to learn and build on good practices.
Schools	Bringing parents of locals and newcomers together in buddy systems; promotion of social cohesion and diversity in curricula, physical spaces for cultural exchange.
Civil society	Wide range of abilities to deliver services, awareness raising, providing access to hard to reach migrants.
Diaspora, migrants' associations	Brings understanding of languages and cultural specificities, knowledge of territory of origin, bridge building across territories for enhanced trade and knowledge transfer beneficial for both territories, provision of services such as welcoming and integration services, bringing the voice of migrants to policy making
Media	Framing migration and diversity in a more positive light to build a positive public image of migration. Promote the humanization of migration and influence employers, policy makers, politicians and the general public

*Adapted from My JMDI Toolbox Module 2 on Establishing partnerships, cooperation and dialogue on M&D at local level available here: http://migration4development.org/sites/default/files/module_2_eng.pdf

Examples of **multi-stakeholder partnerships** in cities include the Welcome Network of civil society actors in the city of Barcelona, which helps reach out to migrants that are hard to contact. The Greater Amman Municipality, the French Agency for Development, the French Red Cross and the Jordanian Red Crescent launched a joint strategy to strengthen the resilience of vulnerable populations, improving living conditions, expanding social communication between refugees and the local community, and establishing community-based activities and opportunities for capacity building in the Badr Nazzal district.[xxxii]

Many cities are moving away from the idea of 'integration' of migrants towards 'inclusion' of migrants or a general **concept of 'social inclusion' allowing for an approach of a city coming together** to embrace all of its diversity, making it an endeavor for all. This has meant implementing social cohesion policies that integrate migrants and displaced persons and their needs into a whole-of-community approach and help raise awareness and understanding among local populations. For example, the city of Mannheim in Germany is developing a 'living together in diversity' alliance across over 300 local actors including schools, cultural centres, sports centres, etc. with a view to jointly deciding, with all including migrants, how society would like to 'live together'. Several cities have developed mechanisms for **including migrants and displaced persons in local policy making** and implementation at the local level. In the City of São Paulo, the "Municipal Council of Immigrants" allows immigrant residents to participate in the formulation, implementation and monitoring of the city's policies. The city of Taoyuan, Taiwan has introduced an award-winning Participatory Budgeting for Migrant Workers.[xxxiii]

Welcoming International, a civil society organization, has developed a 'Welcoming Network' which provides tools, resources, technical assistance, and a global network to help nonprofit and local and national government partners transform communities into more welcoming places.[xxxiv] International organizations and donors have been working to support national authorities to better equip their local counterparts to manage social cohesion and inclusion through a combination of knowledge exchange, capacity building and technical support to pilot or implement concrete initiatives. Support from a variety of actors is leading

to increasing experience and lessons learnt and the consolidation of this knowledge into training tools and guidance accessible to all.[xxxv]

The Government of Uruguay has set up a multi-stakeholder and consultative approach to State migration policy, institutional responses and coordination in the care and protection of the rights of migrants arriving in cities. Drive by the National Migration Board which is chaired by the Ministry of Foreign affairs, coordination and the establishment of lines of action has been set up together with department and municipal authorities as well as representatives of civil society, academia, the private sector and other public authorities. This has involved a series of actions including capacity development for department and municipal officials, data collection and studies at the departmental level and enhanced coordination between the National Migration Board and local governments to respond to critical bottlenecks occurring in service provision e.g. with the provision of temporary housing.

Main controversies

In many countries, the success of cities anchors the national economy and will prove critical to addressing societal challenges such as mitigating and adapting to climate change, creating economic opportunities for growing populations, managing the risks and opportunities of digitalization and maintaining peaceful coexistence. The decisions that cities take have ripple effects beyond their jurisdiction, just as their ability to act is constrained by policies adopted at the national and international levels. City governments and national governments must work hand in hand, even in the face of political differences.

When mayors committed to implementing the GCM and GCR in unison in the Marrakech Declaration of December 2018, they readily acknowledged the immigration policy prerogative of states, but asked to be consulted in the elaboration of policies that affect their cities. As outlined by the Honorable Mayor of Bristol, Marvis Rees, during the Global Mayoral Forum in Marrakesh: *"There is no delivery of a GCM if cities do not deliver".* Yet, while cities have contributed to and shaped global agreements, the nation state-based multilateral system continues to exclude local authorities from formal decision-making bodies and processes. National governments often resist cities' inclusion in policy deliberations, particularly on issues as politicized as migration.

On migration, when local policies diverge from those of national governments, there is a risk of political confrontation. Local and national authorities need to find and often strike a delicate balance between respecting the sovereign prerogative of the state to determine entries and stay, while ensuring national policies and frameworks adequately and efficiently respond to the needs of cities and realities of migration at the local level. A growing trend towards devolution, by which decision-making power is transferred from national to sub-national levels of government, is not always accompanied by a commensurate allocation of resources from national budgets or the authority to raise own revenue at the local level, leaving local authorities with more responsibilities but inadequate means to deliver.

Varying degrees of political and fiscal decentralization across countries combined with unique migratory and development contexts mean that there is no "one-size-fits-all" solution to finding the right balance and structuring cooperation between levels of government. Yet, no matter their formal competencies, cities on every continent are assuming important responsibilities in managing the impact and seizing the opportunities of migration. Innovative solutions at the local level can and often do inform and enrich policy and decision-making at higher levels of governance.[4]

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[4] For example, in the Philippines, several regions such as Calabarzon, Bicol and Western Visayas feature a multi-stakeholder and multi-level group called a Committee on Migration and Development (CMD) that is involved in implementing migration and development programming and initiatives across sectors. The CMDs are comprised of regional and local government offices as well as representatives from private companies, academia, civil society and migrants' organisations. Within each region, provinces, cities and municipalities also have their corresponding CMD. Vertical coordination is therefore ensured via the key coordination of the regional CMDs which support municipal CMDs localize national priorities and take local needs up to national level policy

Ideas for action

Cities' successes in integration – in giving newcomers a chance at social and economic inclusion – are states' successes in immigration that can create political space for policy experimentation. National governments and international partners have an interest to invest in cities as motors of development, while ensuring linkages with and an extension of development benefits to countries at large. Coordination across levels of government is needed, including to arrive at a pragmatic and coherent approach to governing informality in cities, in line with the NUA's commitment to realize a "right to the city" for all.

Specific recommendations are outlined below:

To support and empower cities in their capacity to build inclusive cities with shared prosperity for all in line with the NUA and the SDGs:

Ensure horizontal policy coherence in cities:

- Cities could set up multi-stakeholder consultation and coordination mechanisms with all other relevant actors including migrants, migrants' associations and representatives of displaced persons, diaspora etc. and other sectors for a whole-of-society approach to migration governance[xxxvi] that ensures greater coordination of services
- Cities could set up internal institutional bodies in charge of coordinating mainstreaming processes for policy coherence and which should receive due human and financial resources[xxxvii]
- Cities, with the support of national and international agencies, could actively seek to improve data collection, including through surveys to capture the perception of migrants and host communities, and measurement of progress and collection of lessons learnt across all relevant sectors
- National authorities could ensure the integration of migration and displacement considerations in capacity development of national and local civil servants

Strengthen city agency:

  National authorities could consider revising allocation of competencies to cities – in accordance with national law and political structure – to empower them in their efforts to ensure social cohesion and accompany this with the necessary financial and human resources
- National authorities, multi-lateral development banks and international organizations could use funding pools, including the Multi-Partner Trust Fund for GCM implementation, to incentivize and reward cities that are progressing in achieving social cohesion

Streamline support for cities:

- In the Marrakech Mayors Declaration of 2018, cities committed to advance the principles and objectives of both, the GCM and the GCR in unison, which calls for integrated and coherent support by international organizations involved in the implementation of both Compacts
- International Organizations could ensure Mayors and city administrations are not overburdened with different approaches and ways of working by bringing together their tools and expertise and pursuing the commitments made under the NUA to support cities within an overarching matrix of actions to orient cities, building on tools such as the OECD Checklist, Intercultural City index, Welcoming International Certification, Migration Governance Indicators and an inventory of practices from over 400 cities developed by the LIAT coalition
- IOM, as coordinator of the UN Network on Migration, has a key role in promoting concerted UN support to cities' involvement in the implementation of the GCM, including access to capacity development support within the efforts of the capacity building mechanism

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making. (UN Joint Migration and Development Initiative, Guidelines on Mainstreaming Migration into Local Policy Development Planning, Brussels, 2016)

To ensure that cities' responses to the arrival and inclusion of migrants inform national and global policymaking as well as the review of the global commitments in the GCM, SDGs and the NUA:

Foster vertical policy coherence across levels of government:

- National authorities could consider developing a national urban policy together with cities to reinforce existing urban policies and align national activities with global priorities[xxxviii]
- National authorities could acknowledge the role and support needed by cities and create specific coordination and consultation mechanisms to allow for joint policymaking, planning and implementation
- National authorities and city networks could work to ensure cities understand and are able to connect their policies and programmes to achieving global agendas

Include diverse city voices in policymaking processes:

- City associations and networks could be proactive in surfacing the needs and interests of smaller cities and in supporting organizing efforts among those cities to enable them to actively participate in national and global policy dialogues on migration and development and in processes for the national implementation and review of the NUA, the SDGs and the GCM

Learn from cities about policy solutions:

- National authorities and the international community could recognise and learn from the vast experience of cities that are already making much progress in building resilient and inclusive communities for all by supporting, and participating in, knowledge sharing including through the GFMD and the inclusion of cities in formal review processes, such as the IMRF and the HLPF

Partner with cities to drive the implementation of global commitments:

- International organizations, national governments, business and civil society organizations could partner with cities through join action pledges to help realize the commitments made in the Marrakesh Mayors Declaration towards the implementation of the GCM and the GCR

Work together to improve global understanding of the role of cities on migration:

- International organizations and city networks could ensure the increasing plethora of events, dialogues and conferences on migration and cities are coherent and feed off one another to continue to further global understanding
- International organizations could adopt an integrated monitoring platform for SDG indicators related to sustainable urbanization and integrate migration and displacement in it

Guiding questions for discussion:

- How can existing networks and initiatives support policy coherence for arrival cities?
- What does pursuing vertical policy coherence on migration and development look like in States with high levels of decentralization compared to States with more centralized governance frameworks?
- How can national authorities and international organizations ensure cities have access to funding pools, including the Multi-Partner Trust Fund for GCM implementation?
- How can the formal inclusion of local authorities within the GFMD, through the Mayors Mechanism, facilitate ongoing dialogue on shared concerns and lead to joint action and initiatives by different levels of government?

- What, if any, policies have national governments adopted to steer and direct migration flows within their territories? To what extend are those coordinated with local authorities?
- What good practices exist whereby national authorities are actively supporting and empowering arrival cities for a more coherent approach to migration governance that contributes to sustainable development outcomes?

[i] UN DESA, World Urbanisation Prospects, 2018 edition

[ii] UN DESA, World Urbanisation Prospects, 2014 edition

[iii] Most people can agree that cities are places where large numbers of people live and work; they are hubs of government, commerce and transportation. But how best to define the geographical limits of a city is a matter of some debate. So far, no standardized international criteria exist for determining the boundaries of a city and often multiple different boundary definitions are available for any given city. One type of definition, sometimes referred to as the "city proper", describes a city according to an administrative boundary. A second approach, termed the "urban agglomeration", considers the extent of the contiguous urban area, or built-up area, to delineate the city's boundaries. A third concept of the city, the "metropolitan area", defines its boundaries according to the degree of economic and social interconnectedness of nearby areas, identified by interlinked commerce or commuting patterns, for example. See: UNDESA, The World's Cities in 2016, Data Booklet, https://www.un.org/en/development/desa/population/publications/pdf/urbanization/the_worlds_cities_in_2016_data_bookl et.pdf; See also: https://www.un.org/en/development/desa/population/events/pdf/expert/27/papers/II/paper-Moreno-final.pdf

[iv] IOM, World Migration Report, Geneva, 2018

[v] UN HABITAT, *Access to adequate housing: The Pathway to Migrants' Inclusion in Cities*, Policy Brief within the context of the 5th Global Mayoral Forum on Human Mobility, Migration and Development in Marrakesh, 2018.

[vi] UNGA, Resolution adopted by the General Assembly on the New York Declaration for Refugees and Migrants (A/Res/71/1), New York, 2016 (Available here https://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/71/1)

[vii] Marrakesh Mayors Declaration: Cities working together for migrants and refugees, adopted at the 5th Mayoral Forum on Human Mobility, Migration and Development

[viii] IOM, World Migration Report, Geneva, 2018

[ix] Saunders, Doug. Arrival City: How the Largest Migration in History Is Reshaping Our World. New York: Vintage Books, 2012.

[x] The MMC was launched in December 2018 as a mayor-led initiative guided by a leadership board of mayors from 10 cities including Amman, Athens, Bristol, Freetown, Kampala, Los Angeles, Milan, Montreal, Sao Paulo and Zurich. The Council's mission is to facilitate cities' access to and influence in international fora related to migration and refugee policy and to unlock resources for cities to contribute to the implementation of international agreements at local level.

[xi] Policy coherence in migration and development can be defined as policies that pursue synergies to advance shared objectives, actively seek to minimize or eliminate negative side effects of policies and prevent policies from detracting from one another or from the achievement of the agreed-upon goal (JMDI, Mainstreaming Migration into Local Policy Planning, Brussels, 2016).

[xii] UNGA, Outcome text of the Intergovernmental Conference to Adopt the Global Compact for Safe, Orderly and Regular Migration (A/CONF.231/3), 2018 (Available here https://undocs.org/en/A/CONF.231/3)

[xiv] UNGA, Policy Paper 10: Housing policies, Developed by the Preparatory Committee for the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) A/CONF.226/PC.3/23, Surabaya, Indonesia, 2016.

[xv] UNGA, Policy Paper 1: Right to the city and cities for all, Developed by the Preparatory Committee for the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) A/CONF.226/PC.3/14, Surabaya, Indonesia, 2016.

[xvii] Saunders, Doug. Arrival City: How the Largest Migration in History Is Reshaping Our World. New York: Vintage Books, 2012.

xviii OECD, Working Together for Local Integration of Migrations and Refugees, 2018 https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-for-local-integration-of-migrants-andrefugees_ 9789264085350-en#page1

[xix] IOM, Migration and the 2030 Agenda: Guide for practitioners, Geneva, 2018

[xx] UN Joint Migration and Development Initiative, Success Stories: A collection of good practices and lessons learnt by local actors harnessing the development potential of migration, Brussels, 2016

[xxi] MC2CM Peer-Learning Event: *How to build knowledge on urban migration: innovative tools and practices to face data challenges*, 19-20 March 2019, Al Hussein Cultural Centre, Amman

[xxii] UN Joint Migration and Development Initiative, Success Stories: A collection of good practices and lessons learnt by local actors harnessing the development potential of migration, Brussels, 2016

[xxiii] UN Joint Migration and Development Initiative, Success Stories: A collection of good practices and lessons learnt by local actors harnessing the development potential of migration, Brussels, 2016

xxiv Global Taskforce of Local and Regional Governments: "Towards the localization of SDGs", 2019. https://www.gold.uclg.org/sites/default/files/Localization2019_EN.pdf

xxv *Reference to be provided.*

xxvi Example shared by the City of Chicago during the 5th Global Mayoral Forum on Human Mobility, Migration and Development, Marrakesh, 2018.

xxvii UN Joint Migration and Development Initiative, Guidelines on Mainstreaming Migration into Local Policy Development Planning, Brussels, 2016

xxviii MC2CM Case study: https://www.icmpd.org/fileadmin/1_2018/MC2CM/MC2M_case_studies/EN/EN_CaseStudies_Lyon_Online.pdf

xxix UNESCO, OHCHR; UN DESA; UN Habitat, Urban Culture and Heritage, Issue Paper 4, Habitat III Issue Papers

xxx GMFD Background Paper for Round Table Discussion 3.2, Strengthening Cooperation – Enabling Civil Society Contributions in Migrant Integration, Germany, 2017 (Available here: https://gfmd.org/files/documents/gfmd_2017-2018_rt_session_3.2_background_paper.pdf)

xxxi ICMPD UCLG and UN-Habitat within the framework of the MC2CM project, Case Study on Tangier, Available here: https://www.icmpd.org/fileadmin/1_2018/MC2CM/MC2M_case_studies/EN/CaseStudies_Tangier_Print.pdf

xxxii MC2CM Case study: https://www.icmpd.org/fileadmin/1_2018/MC2CM/MC2M_case_studies/EN/CaseStudies_Amman_Online.pdf

xxxiii Global Taskforce of Local and Regional Governments: "Towards the localization of SDGs", 2019. https://www.gold.uclg.org/sites/default/files/Localization2019_EN.pdf

xxxiv https://www.welcomingamerica.org/programs/welcoming-network

xxxv Various tools exist such as the UN Joint Migration and Development Initiatives' 'My JMDI Toolbox', Eurocities, IOM's Local Migration Governance Indicators etc. which are being mapped by IOM and will be made available in an online repository.

xxxvi Berlin Declaration on Migrants and Refugees, "Meeting needs, protecting rights and fostering empowerment, July 2017

xxxvii UN Joint Migration and Development Initiative and IOM, White Paper on Mainstreaming Migration into Local Development Planning and Beyond, Geneva, 2015

xxxviii UNGA, Policy Paper 3: National Urban Policy, Developed by the Preparatory Committee for the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) A/CONF.226/PC.3/16, Surabaya, Indonesia, 2016

ANNEX I
Further Resources

Global Forum on Migration and Development (GFMD)

2018 GFMD Roundtable 2.2 Background Paper - Regional mobility and policy coherence to support development

2017 GFMD Roundtable 3.2 Background Paper - Strengthening cooperation: Enabling Civil Society Contributions in Migrant Integration

Mayoral Forum on Human Mobility, Migration and Development (Mayoral Forum)
2018 5th Mayoral Forum
- Outcome Document, Marrakech Mayor's Declaration
- Preparatory documents and background papers

2017 Mayoral Forum
- Outcome Document, Mayoral Declaration on Migrants and Refugees: Meeting Needs, Protecting Rights and Fostering Empowerment
- Preparatory documents and background papers

2016 Mayoral Forum
- Outcome Document, Quezon City Commitment to Action
- Preparatory documents and background papers

2016 Mayoral Forum
- Outcome Document, The Quito Local Agenda on Migration and Development
- Preparatory documents and background papers

2014 Mayoral Forum
- Outcome Document, The Call of Barcelona
- Preparatory documents and background papers

ANNEX II
Additional Examples of Good Practices

Thanks to all partners involved in the preparation of this background paper, a robust list of good practices and examples at the local level was compiled throughout the drafting process. While not all the examples could be included in the paper given length constraints, the below list of additional examples are offered for reference in association with Round Table discussion.

Better understanding of and collection of data on migration:
The **program Management of municipal and regional migration challenges** in Niger, funded by the German Federal Ministry of Economic Cooperation and Development (BMZ) and European Union (EU), supports selected regional and local level authorities to better understand social, economic political and administrative Impact of migration on the ground and supports the implementation of identified development measures. In Niger, 17 municipalities and 3 regions have set up local observatories. They include mayors, senior community and regional councils, and local government, central government, and civil society representatives. As an internal advisory tool, they **consistently assist municipalities and regions in gathering information and analyzing the effects of migration**. Based on this, they propose suitable development measures and options for action.

The city of Bilbao in Spain uses the local **application of the Intercultural Cities Index to** help assess needs and guide migration policy and programming[xxxix].

Targeted responses to ensure access to services and opportunities for migrants:
To benefit from the knowledge and expertise of municipalities hosting refugees both in Germany and in BMZ's partner countries, BMZ established the "**Municipal know-how for host communities in the Middle East**" programme. The network consists of 26 municipalities in Jordan, Lebanon, Turkey and Germany that cooperate on subjects as diverse as waste management, vocational training, economic development, and urban planning. For example, the Jordanian city of Deir Alla is home to some 60,000 inhabitants, one tenth of whom are Syrian refugees. The rapid population growth in Deir Alla entails infrastructural challenges, such as waste disposal. In cooperation with the German municipality of Jena, Deir Alla is currently drafting a comprehensive waste management and separation plan.

In Denmark, over 40 municipalities provide a **buddying system** whereby refugees are matched with a community volunteer who provides practical guidance and support[xl].

In the region of Los Santos in Costa Rica, **public servants are given lessons on the indigenous language Ngäbe-Buglé** in order to increase the access of indigenous trans-border communities to public services in the areas of health, education and employment. Clearer communication between immigrant groups and service providers can lead to a higher quality of services and a higher usage of services provided to target populations[xli].

The **Youth College is a free education, training and mentoring programme for young migrants** (mostly asylum-seekers) aged between 15 and 21 in Vienna. As part of the city's broader "Start Wien" integration initiative, the aim of the Youth College is to help young migrants lead an independent life as quickly as possible by preparing them for further education, vocational training or the workplace[xlii].

'**Cuidamos Centro**' **('We Take Care of the Centro District') is an employment training and practice programme** that targets groups at risk of exclusion and long term unemployment in Madrid. The programme is coordinated by the Madrid Municipal Employment Agency and District Board. The initiative provides training and paid employment opportunities for those deemed most excluded from the city's labour market. Whilst it does not exclusively target foreign-born migrants, the latter group are over-represented among the project's participants (also known as dynamizers)[xliii].

Mainstreaming migration into local and urban policy planning:

Nearly half of Amman's population are refugees. Amman's newly launched **City Resilience Strategy** places particular emphasis on diversity and has incorporated actions to make the city more inclusive for refugees and vulnerable groups. To create more welcoming cities able to offer services for all, Amman and other cities in Jordan have **invested heavily in improving public infrastructure and services**[xliv].

Morocco has become increasingly popular in recent years a host country of migrants. In 2014 the **national immigration and asylum** strategy was adopted including concrete integration measures which must be implemented at local level. In the city of Tangier, civil society groups in the city provide services that aim to increase social cohesion and increase access to basic services and human rights for migrants[xlv].

Integration is further supported within the framework of two migration projects **RECOMIG and RECOSA** which on the one hand supports state structures at the national level and, on the other hand strengthens selected local actors in the creation of integration measures in the social, economic and cultural area for improvement social cohesion between migrants and the Moroccan population[xlvi]. The City of Oujda has created a **Municipal Action Plan** that includes migration and migrants as one of six strategic axes[xlvii].

The city of Montreal in Canada has a pro-active strategy to make the most of diversity through the **appointment of diversity managers** who support initiatives to increase diversity in public services notably in the police forces and municipal boards.

In order to absorb sudden influxes of refugees arriving to Lebanon, the city of Brital developed **coordination mechanisms with both local and international partners** to establish reception and ongoing support services[xlviii].

Applying a multi-stakeholder approach:
The "**Municipal know-how for host communities in the Middle East**" programme is a network that consists of 26 municipalities in Jordan, Lebanon, Turkey and Germany that cooperate on subjects as diverse as waste management, vocational training, economic development, and urban planning.
Several cities have developed mechanisms for **including migrants and displaced persons in local policy making**.

German and Turkish local authorities and ministries are working together to exchange best practices and knowledge about including refugees into public service provision[xlix].

The city of Atlanta in the USA has **partnered with private company UBER to provide free transportation to refugees** for their legal and medical appointments as well as provide them with food via their food delivery service.

The Bella Milano initiative in the city of Milan, Italy, has **supported migrant volunteers** to clean the city and give back to the community, helping to establish a positive rapport in their neighbourhoods. Milan has also organized **the 'Milano Mondo' media campaign** including **annual neighborhood festivals**.

[xxxix] Example provided by ICMPD
https://www.dropbox.com/s/ak9lt9o2nw83sei/Bilbao_Poster_Practice_EN.pdf?dl=0
[xl] UN Joint Migration and Development Initiative, Global Civil Society Consultation on Migration and Local Development, A Synthesis Report in the Context of the 3rd Global Mayoral Forum on Human Mobility, Migration and Development, Brussels, 2016
[xli] UN Joint Migration and Development Initiative, Mainstreaming Migration into Local Policy Development Planning, Brussels, 2016

xlii Example provided by ICMPD as part of the the MC2CM program, https://www.icmpd.org/fileadmin/1_2018/MC2CM/MC2M_case_studies/EN/EN_CaseStudies_Vienna_Online. pdf

xliii Example provided by ICMPD as part of the the MC2CM program, https://www.icmpd.org/fileadmin/1_2018/MC2CM/MC2M_case_studies/EN/EN_CaseStudies_Madrid_Online. pdf

xliv Supported by BMZ z.B. Waste to Positive Energy 2014.4066.8, oder Verbesserung grüner Infrastruktur in Jordanien durch beschäftigungsintensive Maßnahmen (BO) 2017.4052.1

xlv Example provided by ICMPD as part of the the MC2CM program, https://www.icmpd.org/fileadmin/1_2018/MC2CM/MC2M_case_studies/EN/CaseStudies_Tangier_Print.pdf

xlvi Programs supported by GIZ on behalf of the BMZ

xlvii Example provided by ICMPD https://www.dropbox.com/s/p12yn7o8hj3qu7p/Oujda_Poster_Practice_EN.pdf?dl=0

xlviii Example provided by ICMPD as part of the the MC2CM program, https://www.dropbox.com/s/cyl4gqd9p3sfagx/Brital_PracticePresentationSfax_EN.pdf?dl=0

xlix Project supported by the Special Initiative on "Tackling the Root Causes of Forced Displacement – (Re)Integrating Refugees" 2017.4057.0