



Mayoral Forum On Mobility, Migration & Development

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POLICY BRIEF

Managing Urban Mobility

Why Partnership Is Needed and How One Can Make It a Success

Summary

Urbanization is the dominant challenge of the 21st century. Most urban growth will come from both international and internal migration. Urban growth, however, can only be sustainable if cities invest in their communities, including migrants. Cities are well positioned to manage human mobility. They have the authority to develop and implement policy frameworks for migrants' inclusion. As service providers, they have direct access to migrants and can assess their needs. Urban migration governance requires, however, a multi-stakeholder approach and a governance structure so that diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens. Partnerships with other cities and local governments, higher levels of governance, civil society organizations, migrant associations and the cities' own diasporas are necessary to reap benefit from cities' human resources. In particular, public-private partnerships involving for-profit businesses could foster migrants' labor market integration and help prevent spatial segregation. These partnerships will make urban governance more flexible, cost-effective and increase both social cohesion and the cities' economic competitiveness.



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Context – Global Mobility, Urban Diversity, And Local Solutions

Urbanization is the dominant challenge of the 21st century. Globally, there are 200,000 people per day that is, 1.5 million a week coming from the countryside to the city. The number of people living in cities will almost double in the next few decades to some 6.4 billion in 2050, turning much of the world into a global city (UNDESA, 2008). Human mobility and migration play an important part in this, but are largely missing from the global debate on urbanization. Many city and local governments also still do not include migration or migrants in their urban development planning and implementation.

Migration is essentially an urban affair. There are an estimated 232 million international migrants (UNDESA, 2013) and 740 million internal migrants (UNDP, 2009) in the world. Social networks are located in cities and incoming migrants can make use of these for survival and economic opportunities. The fact that migrant integration takes place at the local level in cities has firmly entered current political and scientific discourses on migrant integration in Europe and North America. Furthermore, for a small but increasing number of cities, immigration policies and programmes are integral to their urban development planning and management.

Cities have access to migrants. Cities know who and where migrants are, and what they need as service providers. Cities not only provide services but employ migrants, facilitating their access to the formal labor markets, and encouraging the entry of ethnic and migrant-led businesses into the supplier chain. Most importantly, cities have policy responsibility and can develop a policy framework for migrants' inclusion.

Urban growth can be sustained when cities invest in their people. Rapid city growth can be difficult to sustain in terms of the impacts on urban infrastructure, environment, and social fabric. Existing smart cities make substantive investments in infrastructure around the latest digital technologies. Yet the associated monetary, environmental and social costs can often outweigh the benefits brought by technology.

Cities can empower migrants and provide opportunities that facilitate entrepreneurship, as future employment will be driven as much by the individual as by corporations. Cities can coordinate infrastructure, public services and other operations collaboratively with citizens and the private sector. Engagement often best occurs at the community level where projects can be most efficiently managed and financed.

Partnerships with migrants and for their inclusion are an essential part of urban governance. Urban governance is a collaborative political and policymaking process where individuals and institutions, public and private, together plan and manage the common affairs of the city. Through the very governance process, diverse interests may be accommodated and cooperative action taken. These kinds of partnerships relevant to migrant inclusion involve formal institutions as well as informal arrangements and the social capital of citizens. As such, they are a useful conceptual tool for the exploration of one of the major urban challenges of our time – the inclusion of large populations of recent immigrants.

Engaging in partnerships makes urban governance more flexible and cost-effective. Networking initiatives provide different actors and forums to share knowledge and effective



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practices. As all local inclusion actors have similar levels of working experience, learning from each other and exchanging innovative approaches benefits newcomers and experts alike. Thanks to today's communication technologies, many partnerships come at low cost and can be maintained virtually. For instance, members of city networks on migrant inclusion improve their performance through relatively low-cost benchmarking and peer reviewing processes rather than through expensive consultancy reports.

Positive experience with city networks/ Portugal

The city of Lisbon engages with the European Inclusion Fund, from where it learned about the Czech "Next Door Family" project, a community building programme now successfully implemented in Portugal.

Source: Juzwiak et al. (2014)

Engaging in partnerships increases social cohesion. Today's migrant flows are highly mixed. Cities have to manage hyper-diversity, catering to internal and international migrants, refugees, labor and irregular migrants alike. Engaging migrants in local partnerships builds trust among migrants, the city and the host community, and increases migrants' visibility in the city's social fabric. While migrants' contribution to development in their communities of origin has long been recognized, empowering migrants as actors in their cities of destination also could enhance their human and social potential for co-development.

Engaging in partnerships increases cities' competitiveness. Cities have become principal actors in global networks of capital and labor. Attracting migrants with appropriate skill levels helps the local economy to be competitive and to meet existing labor shortages and skills needs. Migrants' investment in housing, migrant entrepreneurship and ethnic tourism all help counter economic decline in post-industrial cities.

Conclusion – Partners for Cities, Benefits and Challenges

MIGRANT ASSOCIATIONS

Benefits

- Engaging migrant associations in various civic boards increases minority representation in local politics and ensures diversity of policymaking.
- Migrant associations help cities diversify their workforce by recruiting staff with a migrant background. Migrant associations can serve as recruitment and interview panels. Targeted recruitment campaigns can also include successful migrants as role models for migrant youth.
- Migrant associations help cities establish contact with migrant entrepreneurs and design targeted support programmes for them, including drawing ethnic businesses into public procurement processes. Migrant associations can disseminate calls for tenders and organize capacity-building activities aimed at migrant entrepreneurs.

Challenges

- Migrant associations may need capacity building, including training on national and local policy and legislation.
- Migrant associations may need funding.



DIASPORAS

While in the past some countries of origin tried to exercise control over their emigrants, in recent years the idea has gained acceptance that promoting the inclusion of one's own diaspora in destination countries benefits the communities of origin: diasporas that are economically integrated in host countries bring back financial resources, knowledge, direct investment, trade and tourism opportunities. Given that migration is a local-to-local phenomenon, there is an opportunity for local governments of origin communities to invest in the inclusion of their own diasporas abroad.

State programmes for diaspora engagement in India

To cater for the overseas Indian community estimated at over 25 million, several states such as Andhra Pradesh, Gujarat, Kerala, Punjab, Madhya Pradesh, Orissa and Uttar Pradesh have introduced diaspora engagement programmes. The state Government of Kerala has created a dedicated administrative unit, the Department of Non-Resident Keralites Affairs.

Source: Desiderio & Weinar (2014)

Benefits

- A well-integrated diaspora shares financial and human resources with its community of origin, serving as an ambassador of good will, and attracting tourists and investors.

Challenges

- In most countries, diaspora engagement is highly centralized, which leaves little space for cities of origin countries to support their diaspora on their own.
- Another major challenge is to identify the right interlocutors for cooperation, since migrant integration in most destination countries is a multidimensional process involving a variety of actors at different governance levels.

CIVIL SOCIETY ORGANIZATIONS (CSO)

The most common and effective partnerships for migrants' inclusion in urban settings exist between local governments and civil society actors in both developed and developing countries.

Benefits

- Civil society organizations (CSO) can be good partners, often with their own resources, for social service providers with wider reach to diverse migrant communities.
- CSOs can provide services to irregular migrants more easily than government entities as they are less constrained by national immigration legislation than local governments.
- Knowledge of the situation on the ground makes CSOs flexible partners for local governments.

Challenges

- CSOs are often chronically under-funded, sometimes lack expertise and resources to keep up with latest inclusion policy and programme information.
- The small size of many CSOs may lead to isolated and piecemeal approaches.



PRIVATE SECTOR: PUBLIC-PRIVATE PARTNERSHIPS (PPP)

Cities in developed countries have fostered public-private partnerships (PPPs) in sectors such as healthcare, education, energy, transport and welfare. However, to date migrants have not been specifically targeted by public-private partnerships

Benefits

For the private sector:

- By including migrants in their workforce, companies fill labor shortages and become more competitive.
- Migrant inclusion as part of corporate social responsibility makes the company more attractive to socially conscious customers and investors.
- Middle-class migrants form a new consumer base.

For migrants:

- Through internships in the private sector, migrants gain access to the formal labor market, escape deskilling and familiarize themselves with the local working culture.

For cities:

- **Labor market:** The private sector provides information about local labor market needs and helps design targeted training for migrants.
- **Housing:** Cities and the private sector can develop financial instruments to reuse old buildings, include social housing in new private housing development and negotiate lower mortgages for migrants.
- **Smarter Cities:** Partnerships with ICT companies help cities manage the effects of human mobility and engage in inclusive urban planning. Modern technologies also enable knowledge sharing and collaborative policymaking in cities.

Chicago: Islam-friendly mortgages facilitate Muslim home ownership

Home ownership leads to wealth building and increases commitment to one's community. However, home ownership for Arab residents in the US, mostly Muslims, is 7% lower than the overall percentage of homeowners. By introducing financial instruments in compliance with Islamic law, Chicago-based businesses such as HSBC Bank of America facilitate home ownership for religious Muslims. The programme targets the educated Muslim middle class, often second- or third generation immigrants.

Source: Cities of Migration (2008)

Challenges

- City governments may not consider the private sector a 'natural' partner. Businesses may mistrust city governments and view them as bureaucratic.
- Inclusion training can be costly and might not be justifiable for a private sector actor.

OTHER CITIES AND LOCAL GOVERNMENTS

In recent years, there has been an increase in the number of networking initiatives among city authorities at a national level as well as at the international level. There has also been a proliferation of city networks world-wide among developed nations, as well as among a mix of developed and developing countries.

Benefits

Both nationally and internationally, other cities and municipalities are natural counterparts for local governments.



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At the national level:

- Cities share comparable policy frameworks and migrant populations, which, together with the absence of cultural and linguistic barriers, facilitate exchanges and the transfer of effective practices.

At the international level:

- New migrant destinations can benefit from the experience of cities with a longer migration history and implement inclusion tools that have been proven successful in other contexts.
- Partnerships between migrants' communities of origin and destination can be institutionalized in the form of city twinning, building a base for sustainable co-development projects and knowledge sharing.

**Local Quality Circle for Inclusion Policy/
Germany**

Managed by the city of Stuttgart, a group of large German cities meets several times a year to discuss migrant inclusion issues. A forum for both inclusion commissioners from the local level and for representatives of the Federal Office for Migration and Refugees, the conferences bring together actors from the local and national governance levels, as well as the German congress of municipal councils, researchers and foundations.

Challenges

- Beyond the national level, city networks often suffer from a lack of comparability because of different national, regional and local policy settings, definitions and migration experiences, as well as the capacity and political will to deal with these.
- Cities need to secure a funding base and a group of focal points for the networks to be sustainable.

HIGHER LEVELS OF GOVERNANCE

Cities operate in different contexts at the national level. Some cities are constrained by national rules and policy framework or approaches, while others have to share responsibilities with relevant bodies across different levels of governance. The amount of financial resources, the political environments and the priorities are all different.

Benefits

- Cooperation with higher levels of governance can increase consistency between national and local inclusion policies; help local governments stay informed about changes of national immigration legislation; and ensure that local governments are adequately resourced to support inclusion.
- Local level governments can lobby for changes in the national policy framework on immigration, procurement or labor recruitment.

Challenges

- Faced with multi-layered migration governance both at the national and local level, cities might find it difficult to identify the right interlocutors in specific inclusion areas.



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INTERNATIONAL ORGANIZATIONS (IO)

Benefits

- IOs may have offices in migrants' cities of origin and destination and thus be able to facilitate triangular partnerships between migrants, sending and receiving communities.
- IOs may have a mandate to provide for vulnerable migrant populations that are subject to international rules of protection.
- IOs have extensive experience in managing humanitarian and development issues. IOs can provide data collection tools, transfer good practices from other locales and deliver targeted training to city staff, CSOs and migrants themselves.
- IOs can facilitate the communication among local authorities, national governments and civil society actors given their expertise in communicating with potential partners and donors at various levels.

Challenges

- Due to their administrative superstructure, IOs may at times prove to be less flexible partners than CSOs.
- IOs with international staff and funding may be perceived as imposing their own policies of interest onto their donors in the city.

IOM helps incorporate refugees to the health care provision by the city of Nairobi, Kenya

Irregular migrants in urban settings are particularly vulnerable as they lack recognition by the government and thus are marginalized from access to health services. In collaboration with the local District Health Management Team, IOM has offered tuberculosis (TB) treatments to migrants in Eastleigh since 2002 through the IOM Eastleigh Community Wellness Centre, which reaches both migrants in the resettlement process and the general community. Activities such as TB counselling, laboratory testing, and treatment have been extended to all migrants and host community members, free of charge.

Source: IOM (2011)

Recommendations – Preconditions for Partnership Success

In order to reap the benefits of partnerships that will in turn ensure social cohesion among diverse urban populations and enhance their economic performances, cities need to consider the below two preconditions:

1. **Know your city and its people.** One of the important characteristics of current global mobility is in its diverse forms. Who is migrating, why, for how long, and for what purposes are all varied. Cities need to establish a mechanism with which detailed information of its human resources, including migrant communities, and their specific needs can be updated regularly.
2. **Learn from others but select partnerships that work for your city.** In recent years, there has been an increase in the number of networking initiatives among city authorities and effective practices are actively shared through proliferating city networks of common concerns. However, it is unclear to what extent these practices have actually created opportunity structures for sustained and inclusive economic growth that empower both locals and newcomers. Also, as stated earlier, cities operate in different national contexts. Therefore an effective evaluation mechanism that helps select partnership practices work for one's own city is critical.



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