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GUIDANCE NOTE

United Nations Development Programme

Municipalities and People on the Move Cities' Development Policies for Successful Local Management of Migration and Displacement

April 2017

UNDP Guidance Note

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2017, New York: UNDP

This guidance was drafted under the guidance of Irena Vojackova Sollorano and Magdy Martinez-Soliman with key strategic inputs by Nik Sekhran and Riad Meddeb, as well as expert contributions by Daniel Naujoks (Columbia University).

Special thanks are in order to various programmes and regional and country offices that generously shared detailed information on good practices and challenges, as are thanks for peer-review of earlier versions of this Guidance Note. The contributions of the following UNDP staff members are gratefully acknowledged: Sebastian Boll, Nathalie Bouche, Jazmin Burgess, Vesna Dzuteska-Bisheva, Aleida Ferreyra, Amita Gill, Lurdes Gomez, Shelley Inglis, Joanne Irvine, Hyewon Jung, Kaori Kawarabayashi, Taimur Khilji, Oxana Maciuca, Minerva Novero-Belec, Zarko Petrovic, Adela Pozder-Čengiđ, Cecile Riallant, Noëlla Richard, Owen Shumba, Zachary Taylor and Ivan Zveržhanovski.

Contents

Introduction	6
UNDP’s Strategic Role in Human Mobility and Local Development	9
Basics Terms of Human Mobility	10
Basis of This Guidance Note	11
Structure of This Guidance Note	12
Programming Activities	12
Managing the Inflows of Persons into Cities	13
Provide Inclusive and Decent Services	14
Strengthen Social Cohesion, Rule of Law and Stability	16
Livelihoods and Employment	17
Human Mobility and Climate Change Adaptation	18
Managing the Impact of Transit Movements on Cities	19
Addressing the Consequences and Causes of Population Outflows	21
Addressing the Implications and Causes of Emigration	21
Active Migration Management: Enhancing Migrants’ Rights and Access to Information	22
Harnessing Diaspora Contributions to Local Development	23
Remittances and Diaspora Savings for Sustainable Development	24
Diaspora Investments and Business Networks	26
Volunteering, Temporary Returns and Youth Engagement	26
Diaspora Contributions to Address the Impacts of Disasters and Climate Change	27
Mainstreaming Migration into Local Development and Inclusive Local Institutions and Processes	27
Including Human Mobility into Municipal Policy and Development Planning	27
Building Inclusive Institutions and Promoting Policy and Institutional Coherence	31
Facilitating Meaningful Participation of Target Populations	32
Fostering Partnerships and Collaboration	33
Enhancing the Participation of Municipal Governments in National-Level Policymaking on Human Mobility	35
Promoting Decentralized Cooperation for Migration and Development	35
References and Resources	36
Annex 1: Terminology on Human Mobility	38

Highlights and Recommendations

Strengthen municipalities' capacities to include human mobility into municipal development planning and establish adequate institutions.

1. Support municipalities to include human mobility into municipal policies and development plans (including budgets).
2. Invest in meaningful data and research, including through national Human Development Reports (HDRs). We have to invest in and build local-level data collection capacities for gender-sensitive, sex- and age-disaggregated data and knowledge about mobile populations and affected communities, including surveys of populations on the move and populations living in risk-prone areas. This also includes evidence regarding the selectivity of migration, the human development outcomes of migrants, the impacts of migration at local and national levels and the situation of people left behind.
3. Create migration and development councils or municipal working groups on migration, diasporas, IDPs, human trafficking or displacement, with a broad range of stakeholders.
4. Involve migrant, refugee and displaced men and women and their representatives in the design, implementation and evaluation of programmes where they are important stakeholders.
5. Support municipal governments' participation in national policy formulation on human mobility as well as in UNDAFs and CPDs processes.

Strengthen municipalities' abilities to adapt to challenges caused by gradual and sudden inflow, transit, and return of migrants, refugees and IDPs

6. Strengthen gender-sensitive and age-sensitive municipal service delivery, including housing, solid waste management, law and order, health care, education and human rights protection. This may include programming small infrastructure projects to address sizeable population inflows and community-level activities.
7. Support municipal assets in cities experiencing transit migration.
8. Empower men and women, including youth, in host and migrant communities to work together in addressing risks and make the impact of migration safe and humane for both communities.
9. Promote the awareness of effects of climate change and consider mobility in municipal environmental sustainability and disaster risk reduction and adaptation strategies.
10. Advise governments and partners on alternatives to refugee and IDP camps, particularly against closed camps.
11. Organize online education options for migrant women and men and displaced populations, including adolescents and youth, as well as blended education. Assess the demand for and provide quality vocational training for youth and volunteering opportunities in collaboration with the private sector.
12. Promote job creation for integration, including through emergency employment programmes, observing labour rights and decent work conditions.
13. Advocate for the gender-responsive protection of the human rights—economic, social, and cultural rights—of male and female migrants, refugees, trafficking survivors and IDPs.
14. Strengthen the rule of law and social cohesion; advocate solidarity, compassion, tolerance and diversity; preempt xenophobia and racism.
15. Support youth-led initiatives to collaboratively address inflow, transit and return of migrants as well as refugees and IDPs, including social cohesion, violence prevention and peacebuilding.

Address the consequences and causes of population outflows

16. Focus extraordinary development measures on municipalities with a very high share of emigration.
17. No person should be prevented access to opportunities or confined to what his or her birthplace offers. This may lead to a different framing of mobility and a more facilitative approach. This includes providing emigrant women and men with migration information, in particular on ‘fair recruitment initiatives’, and establishing migrant resource centres.

Harness the development potential of emigrant and diaspora populations to contribute to sustainable economic and ecological development of their municipalities of origin.

18. Promote the financial literacy of male and female migrants and their families, financial inclusion, savings and credit management, cooperating with local banks and cooperatives.
19. Use TOKTEN programmes for temporary returns and promote volunteer opportunities for diaspora populations.
20. Ease remittances and diaspora cooperation, including through the use of innovative IT to channel diaspora funding into local development, and enhance the linkages between local and diaspora business networks.

Build strong and inclusive partnerships

21. Seek support from UNDP’s organization-wide Technical Working Group on Migration and initiatives, such as the JMDI on best practices, knowledge tools and connection with global networks.
22. Establish partnerships with the UN, different levels of government, academia, civil society, youth organizations, networks, movements and the private sector and put municipalities in the lead.
23. Work with local media and male and female religious and social leaders in the municipalities.
24. Support the creation of migrant associations and hometown associations as well as diaspora business networks.
25. Establish city- (of emigrants) to-city (of immigration) cooperation.
26. Strengthen the evidence base on and facilitate South-South learning on human mobility.
27. Promote decentralized cooperation for migration and development.

Introduction

UNDP is the UN’s global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build better and more resilient lives. On the ground in nearly 170 countries and territories, UNDP works to assist national counterparts to formulate and implement their own solutions to global, regional, national and local development challenges. UNDP works with government, civil society and private sector partners to promote sustainable human development and help implement the 2030 Agenda and the Sustainable Development Goals (SDGs). In this capacity, UNDP has implemented a large number of programming activities that enhance the human development outcomes associated with human mobility. The diverse experiences have highlighted the particular role of municipalities to manage inflows of migrants, refugees and returnees, to promote social cohesion and integration, to protect the human rights of populations on the move and to harness the contributions of migrants and diaspora populations for local governance and local development.

Drawing on UNDP’s long-standing experience with local development processes, on the one hand, and on migration and displacement-related programming, on the other, this Guidance Note aims to enable UNDP country offices to support cities to adopt adequate public policy interventions to increase the positive and decrease the negative impacts of human mobility. It focuses on municipality-level initiatives to:

1. Strengthen municipalities’ capacities to include human mobility in municipal development planning and to establish adequate institutions;
2. Strengthen municipalities’ abilities to adapt to challenges caused by gradual and sudden outflow, inflow, transit and return of migrants refugees or IDPs into municipalities;
3. Empower individuals in host and migrant communities to work together in addressing risks and to make the impact of migration safe and humane for both communities;
4. Harness the development potential of emigrant and diaspora populations to contribute to sustainable economic, social and ecological development of their municipalities of origin.

To this end, this Guidance Note complements existing UNDP guidance documents¹ by offering a set of policies, programmes and institutional arrangements that enable municipal and other local governments to vigorously address migration phenomena in a tailored manner and to mainstream migration and displacement into municipal activities and development plans.

The local level is critical for human mobility.

Traditionally, programming and policy interventions related to human mobility have focused on the national and international levels. However, local governments, especially cities, have a key role to play when it comes to public policies and migration. While migration policies in the narrow sense—that is, policies of who may enter or leave the country—are generally designed at the national level, it is increasingly recognized that migration governance is a multi-level process that involves international, regional, bilateral, national and subnational actors. As the *Local Agenda on Migration and Development* adopted by the Second Global Mayoral Forum on Human Mobility, Migration and Development in 2015 stresses, cities are at the forefront of integrating newcomers, including labour migrants, transit migrants, refugees and internally displaced persons (IDPs). But cities are also challenged in managing the impact of reduced population through emigration or negative demography.

In his report ‘In safety and dignity: addressing large movements of refugees and migrants’, the UN Secretary-General stresses that local authorities in all regions are struggling to provide basic services, including education for large numbers of new arrivals (United Nations 2016, 2). The report states:

¹ For some of these documents, see the section “Other guidance documents” below.

Support is particularly needed for local authorities that are the first receivers of migrants, both on a temporary and a long-term basis. They often have limited capacities to handle the reception and integration of newcomers or returning migrants. As they have a direct stake in building cohesive communities, they need to be part of national planning processes. (United Nations 2016, para 76)

The extent to which cities are important actors that can shape public policies for male and female immigrants, IDPs, refugees, emigrants, diaspora populations, trafficked persons and trafficking survivors depends on the level of decentralization, flexibility and de-concentration, the actual migration patterns, the degree of organization of migrant populations and their legal as well as socio-economic status and needs. Often, migration occurs from one locality to another locality. This is the so-called local-to-local dimension of migration, which also creates opportunities for city-to-city partnerships that consider these specific migration corridors in the framework of decentralized cooperation.² At the Third Global Mayoral Forum on Mobility, Migration and Development held in Quezon City, Philippines, on 29-30 September 2016, mayors from around the world signed the *Quezon City Commitment to Action*, which stressed that local and regional authorities shall create an enabling and conducive environment (physically, socially, economically) to maximize the local development impact of migration through the integration of migration into local and regional development planning.

For this reason, the New York Declaration for Refugees and Migrants that was adopted by the UN General Assembly in September 2016 also stresses the need to strengthen cooperation among countries of origin, transit and destination, international organizations and local government authorities (para 3.14) and to build a multi-stakeholder approach that includes national and local authorities (para 4.6). It is therefore of utmost importance to ensure that cities are included in the design of the two upcoming Global Compacts on Migration and Refugees, as they will also play an essential role in their implementation at the local level.

The *New Urban Agenda* that was adopted at the Third UN Conference on Housing and Sustainable Urban Development (Habitat III) in October 2016 equally stresses the international community's commitment

to ensure the full respect for human rights and humane treatment of refugees, internally displaced persons, and migrants, regardless of migration status, and support their host cities in the spirit of international cooperation, taking into account national circumstances, and recognizing that, although the movement of large populations into towns and cities poses a variety of challenges, it can also bring significant social, economic, and cultural contributions to urban life. (para 28)

By 2050, two thirds of the planet will live in urban areas³ and rural-to-urban migration is a key driver of urbanization.⁴ While rural-to-urban and urban-to-urban migration are critical for many cities the world over and intrinsically linked to sustainable urban development, the broader agenda of urbanization strategies remains outside the scope of this Guidance Note, as it is covered by UNDP's guidance and knowledge products on urbanization that complement this Guidance Note.

Supporting the implementation of the SDGs

UNDP will support subnational governments and other subnational actors – namely, the private sector and civil society – to localize Agenda 2030. The localization concept refers to the process of designing,

² JMDI. 2015. *MY JMDI Toolbox training materials on migration and local development*.

³ United Nations, Department of Economic and Social Affairs, Population Division. 2014. *World Urbanization Prospects: The 2014 Revision, Highlights (ST/ESA/SER.A/352)*.

⁴ United Nations Habitat. 2016. *World Cities Report 2016: Urbanization and Development – Emerging Futures*.

implementing and monitoring SDG strategies in alignment with the priorities and opportunities in this case at the municipal level. This Guidance Note aims to contribute to sustainable human development for migrant women and men, communities of origin, transit and destination alike to help achieve this localization. Particular attention is paid to Goal 11 – to make cities and human settlements inclusive, safe, resilient and sustainable – and to SDG target 10.7, which aims at facilitating orderly, safe, regular and responsible migration and mobility of people.⁵ Importantly, the right policy mix at the local level will contribute to the overarching objective of the SDGs to leave no one behind. Mobile populations can be targeted as vulnerable groups to address age- and gender-specific economic, health, educational and security vulnerabilities as well as actors that can significantly contribute to enhancing sustainable development outcomes.

Human mobility is a gendered process that needs gender-sensitive responses.

Understanding the gendered nature of migration and responding to the specific challenges faced by women and girls on the move is crucial to ensuring sustainable development. In 2015, almost half of all 244 million international migrants worldwide were women (48 percent).⁶ Thirty-two percent of international migrants were under the age of 30 and about half of young international migrants were women and girls.⁷ In addition, data suggests that women living in protracted displacement slightly outnumber men and, given the difficulty in accessing female IDPs in many contexts, it is likely that their number is underestimated.⁸ As human mobility is essentially gendered and can lead to different potentials and vulnerabilities of men and women on the move, it is paramount to design gender-specific protection systems, development programmes and participation mechanisms.

Other guidance documents

UNDP has produced a range of knowledge products that provide comprehensive guidance on issues of human mobility. These include the following strategic documents:

1. UNDP's 'Programming Guidance Note on Migration and Displacement' (November 2015) spells out key areas of work that UNDP engages in. With regard to *managing migration for long-term positive development impacts at the subnational and local levels*, the 'Programming Guidance Note' highlights UNDP's work with host and return communities to address the local drivers of migration and root causes of displacement (economic, social, political or environmental) while managing the impact of immigration, emigration, internal migration and displacement.
2. As co-chair of the Global Migration Group (GMG)'s Working Group on Mainstreaming Migration into Development Planning in 2015-2016, UNDP and IOM led the drafting process of the 'Guidance Note on Integrating Migration and Displacement in United Nations Development Assistance Frameworks' (UNDAFs) that spells out key programming options regarding the interlinkages between human mobility economic development, social development, agriculture and rural development, climate change and the environment, good governance and rule of law, as well as peace and security.

⁵ For a detailed overview of the links between human mobility and the SDGs, see the Global Migration Group (GMG) *Guidance Note on Integrating Migration and Displacement in United Nations Development Assistance Frameworks* (UNDAFs).

⁶ United Nations (2016). *International Migration Report 2015*, United Nations Department of Economic and Social Affairs, Population Division.

⁷ UN World Youth Report 2013.

⁸ Norwegian Refugee Council and IDMC, *Global Overview 2015: People Internally Displaced by Conflict and Violence*.

3. The JMDI-IOM ‘White Paper on Mainstreaming Migration into Local Development Planning and Beyond’, which was published within the context of the UNDP-led Joint Migration and Development Initiative (JMDI). This provides a thorough analysis of what has been done thus far to mainstream migration at the local level and assesses functioning practices to paint a global picture of working processes, lessons learned and policy recommendations for future mainstreaming exercises.
4. UNDP’s ‘Sustainable Urbanization Strategy’ outlines UNDP’s response to the rapid urbanization of the developing world and its consequences for sustainable development. It outlines UNDP’s approach and the policy and programme support that UNDP will provide countries to achieve sustainable, inclusive and resilient urbanization across core thematic areas. This includes policy and programme support with regard to poverty reduction, local governance and local economic development, resilience and risk-informed development, migration, jobs and livelihoods, gender equality and women’s economic empowerment, health, HIV and non-communicable diseases, environmental sustainability, South-South and triangular cooperation, and private sector partnerships.
5. UNDP’s ‘How to Guide on Local Governance in Fragile and Conflict-affected Settings: Building a Resilient Foundation for Peace and Development’ presents policy and programming options drawing upon the extensive experience of UNDP and the United Nations system in working with local governance institutions in fragile and conflict-affected settings. Given that local institutions, systems and processes represent for most people the daily interface between state and society, local governance is a critical arena for these efforts. Inclusive and accountable local governance can help restore social cohesion in divided communities, facilitate participation in public life, distribute resources and opportunities equitably, safeguard minority rights and test new forms of decision-making that blend formal and informal processes of representation and participation, including for migrant communities.
6. UNDP’s ‘Youth Strategy 2014-2017’ and ‘Youth Global Programme 2016-2020’ outline UNDP’s response to the historic and systematic marginalization of young people from mainstream social, economic and political processes and call for young people’s meaningful participation in civic engagement, political participation, economic life and peacebuilding, and address the development challenges related to migration by acknowledging the role young people play as partners in development and peace.

UNDP’s Strategic Role in Human Mobility and Local Development

On the ground the world over. Migration is a global phenomenon. On the ground in over 170 countries, UNDP assists national counterparts to formulate and implement their own solutions to global, national and local development challenges. As the UN’s global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build better and more resilient lives, UNDP can leverage its global experience, presence and activities to support local, regional and international programmes and collaborations on human mobility.

Human mobility through a development lens. UNDP is working to maximize the developmental benefits of human mobility for poor countries, women and men and to mitigate any negative consequences. While humanitarian agencies provide invaluable and critical short-term responses to large-scale displacement and refugee scenarios, UNDP works with partner countries to balance short-term responses to addressing the impacts of migration and displacement with long-term sustainable development solutions. UNDP offers specific solutions for youth and women and considers the different development needs of vulnerable populations. Thus, UNDP addresses human mobility

through a development lens. UNDP has considerable experience working with partners supporting the gender-sensitive integration of human mobility into development planning, managing the inflows and outflows of populations, safeguarding migrants’ rights and promoting sustainable urbanization and programmes to harness remittances and diaspora contributions.

Focus on local development. UNDP has a strong track record of advancing local governance and local development through concrete local initiatives as well as through our experience with local development planning and decentralization processes.⁹ These experiences are critical in addressing human mobility at the local level. To tackle the impact and causes of mobility, UNDP is uniquely positioned to help countries make smart investments in gender-sensitive solutions at the local, national and regional levels that tackle the root causes of crises—poverty, inequality, climate and disaster risks and lack of jobs, justice and opportunity—and strengthen resilience to future shocks. This includes focusing on the development outcomes for youth and other vulnerable groups.

Strong, inclusive partnerships. UNDP gives particular attention to strengthening cooperation with UN agencies and international organizations, civil society and other development partners and key stakeholders.¹⁰ In particular, our work on partnerships with the private sector is highly relevant to the expansion of sustainable options to manage human mobility for cities and mobile populations alike.

Often, the combination of these factors characterizes UNDP’s specific value proposition. With extensive on-the-ground presence and trusted local knowledge and as a partner with a focus on development solutions for mobility challenges and the ability to promote the important interface between local, national and global communities, UNDP is uniquely positioned to work with cities to harness the positive benefits of human mobility and manage the negative impacts.

Basics Terms of Human Mobility

Human mobility encompasses various forms of movement. People cross internationally recognized borders or shift within administrative districts. Their movements may be labelled forced or voluntary, economic or environmentally induced migrations. From a development perspective, any form of human mobility can have important development consequences for stayers and movers (UNDP 2009). However, it is equally important to recognize the legal, data and development ramifications of different categories of human mobility. Box 1 below provides a brief overview of how this Guidance Note will use the terms ‘international migrant’, ‘displacement’ and ‘refugee’. Annex 1 contains a more detailed discussion of the terminology pertaining to human mobility, including additional definitions on diaspora, internal migration and statelessness.

Box 1: Defining International Migrants, Displacement and Refugees

International Migrants	Displacement	Refugees
Although there is no universally agreed definition of who constitutes an international migrant, statistical definitions include all persons who reside outside their country of birth, irrespective of the motivation to move. Several countries collect information on foreign citizens only, regardless of their	Displacement is a forced movement of persons from their home, often due to armed conflict or natural disasters (IOM 2011). An internally displaced person, or IDP, is someone who is forced to flee his or her home, but who remains within his or her country's borders. ¹¹ So, unlike	According to the 1951 UN Refugee Convention and the 1967 Protocol, refugees are persons who have fled their country because of a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group, or political opinions. Regional refugee norms,

⁹ This includes a broad range of programmes on local development, including the UNDP ART Initiative.

¹⁰ For a discussions of key partnerships to implement activities related to municipalities and human development, see the section “Fostering Partnerships and Collaboration” below.

¹¹ The Guiding Principles on Internal Displacement, 1998.

<p>country of birth. Often, the term 'migrant' is used to refer to voluntary migrants, who choose to move across international borders, as opposed to forced migrants, who are compelled to leave their communities of origin.</p>	<p>refugees or international crisis migrants, an IDP has remained inside his or her home country. IDPs also remain legally under the protection of their own government, even though that government may be the cause of their flight.</p>	<p>namely, the 1969 Organisation of African Unity Convention and the 1984 Cartagena Declaration, also regard groups of people as refugees who flee because of external aggression, occupation, foreign domination or events seriously disturbing public order.</p>
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Basis of This Guidance Note

This Guidance Note draws initially on a desk review of literature on migration and local development and municipal policies in the area of migration. Reflecting the experiences of UNDP country offices in all major regions of the world, this Guidance Note further presents policies and programmes collected by UNDP and key implementing partners. In addition to experiences shared by country offices and regional bureaux, the following mapping exercises and programmes inform this Guidance Note:

1. The UNDP Displacement Mapping 2016 documents 125 displacement-related initiatives undertaken at the global, regional and national levels over the last five years.¹²
2. An internal mapping in 2013 revealed that UNDP has implemented at least 192 migration-related initiatives in a variety of countries.
3. UNDP's 'Programming Guidance Note on Migration and Displacement' (November 2015) contains an overview of key experiences of UNDP offices and bureaux at the local, national, regional and global levels.
4. UNDP's experience of mainstreaming migration into national development strategies, in which context the municipal dimension of development planning has been taken into account in many programming countries. UNDP leads efforts to mainstream migration into national development strategies in Bosnia-Herzegovina and, in cooperation with IOM, UNDP implements a Joint Global Programme in this area in eight countries.¹³
5. Several mapping exercises on local programmes to maximize the potential of migration for local development by the Joint Migration and Development Initiative that UNDP has been implementing since 2008 in cooperation with IOM, ITC-ILO, UNHCR, UNITAR, UN Women and UNFPA.
6. The note also benefitted from in-depth discussions at the Regional Meeting of Local Authorities on 'Managing migration for long-term positive development impacts' that UNDP organized on 4-5 October 2016 in Belgrade. The forum with municipalities and key stakeholders addressed good practices and challenges with regard to balancing public finances; management of municipal assets; exposing capacity gaps; maintaining social cohesion; social and economic inclusion of migrants and refugees; and reducing environmental impacts.
7. Lastly, this Guidance Note considers presentations of cities, civil society organizations (CSOs)¹⁴ and municipal associations at international forums, such as the Global Forum on

¹² UNDP (2016) UNDP's support to crisis-induced displacement. UNDP Displacement Mapping (May 2016).

¹³ Namely, in Bangladesh, Ecuador, Jamaica, Kyrgyzstan, Moldova, Morocco, Serbia and Tunisia.

¹⁴ This includes JMIDI's report (2016) 'Global Civil Society Consultation on Migration and Local Development', which contains 70 contributions from CSOs around the world.

Migration and Development (GFMD) and the previous three Global Mayoral Forums on Human Mobility, Migration and Development.¹⁵

Structure of This Guidance Note

After a brief elaboration on key terms related to human mobility, the Guidance Note will discuss programming options related to:

1. **Managing the impacts of inflows** of male and female immigrants, internal migrants, refugees, IDPs, trafficking survivors and returning migrants into cities.
2. **Managing the impacts of transit movements** by refugees or IDPs on cities.
3. **Addressing the consequences and causes of population outflows** and diminished populations in cities. This includes addressing the gendered implications and causes of emigration as well as promoting an active migration management that enhances migrant men and women’s rights and information about migration processes.
4. **Harnessing diaspora contributions** to local development.
5. **Mainstreaming migration into local development policies and programmes.** This final chapter will provide guidance that cuts across the other programming domains. It illustrates how human mobility can be mainstreamed into local development policies, plans and programmes from a gender-sensitive lens; what inclusive local institutions and processes can be established to support the meaningful integration of human mobility concerns into local development endeavours; and what partnerships can be established to implement relevant programming activities. The final chapter also addresses issues associated with stakeholder participation of male and female migrants, refugees, IDPs, trafficking survivors and diaspora populations.

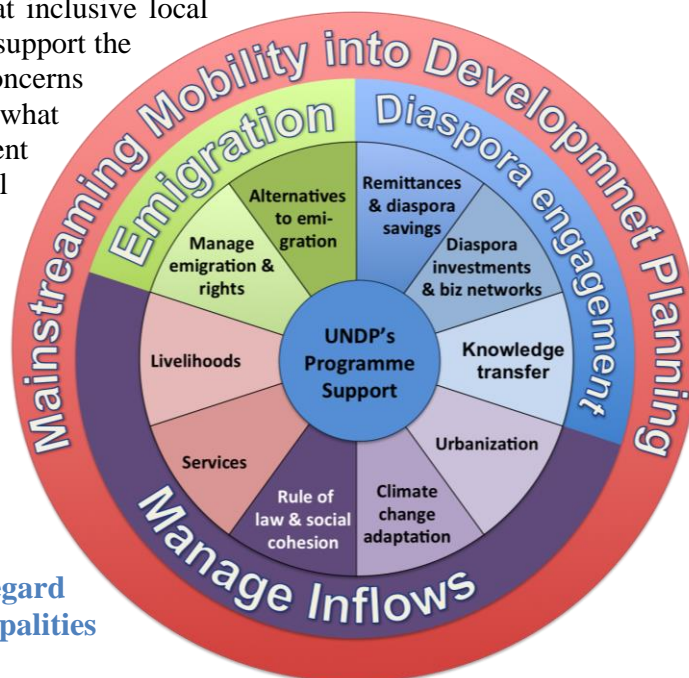


Figure 1: UNDP’s Key Activities with Regard to Human Mobility and Municipalities

Programming Activities

¹⁵ The references and resources section at the end of this Note contains several resources that provide further information on good practices by local authorities on human mobility and development.

Managing the Inflows of Persons into Cities

Cities are magnets for many different flows of people. Inflows can consist of male and female immigrants, internal migrants from rural areas or other cities, refugees, internally displaced persons or returnees (Figure 2). In many cases and for many cities, the actual inflow of persons will be a mix of the below categories. Municipal administrations need to understand the different gender-specific needs and potentials of these populations. They also have to understand the potential impact that these inflows may have on existing public policies, sustainable human development and social cohesion.

UNDP country offices support municipalities in addressing a wide range of such local inflows. The right policy mix depends on the specific context, the nature and size of the flows as well as the conditions in the respective receiving municipalities. To devise the appropriate public policies, it is important to differentiate between large and sudden inflows and more steady, low-volume inflows of persons. In his report on large movements of refugees and migrants, the UN Secretary-General spells out what accounts as a large movement depends on the context and should not be defined in absolute numbers:

Whether a movement is characterized as ‘large’ is less dependent on the absolute number of people moving than on its geographical context, the capacities of the receiving States to respond and the impact caused by its sudden or prolonged nature on the receiving country. Large movements often involve mixed flows of people who move for different reasons and use irregular channels. (United Nations 2016, para 11)

Needless to say, ‘small’ and ‘large’ flows have to be understood as a continuum of size and impact. UNDP country offices and their partners have to determine what set of policies are needed to adequately respond to the challenges. Typically, large flows are characterized by a state of emergency that does not allow a city to continue ‘business as usual’. A large inflow has immediate implications for shelter and housing, solid waste management, access to food, health care and education and can lead to tensions between newcomers and local communities.

The first policy responses to large inflows are often temporary, transitory and humanitarian. However, as the World Humanitarian Summit has highlighted, it is paramount to start introducing sustainable development programming from the beginning of humanitarian interventions. It is critical to pay special attention to the predicted duration of the inflow.

The emergency humanitarian response to large-scale population influxes aims at alleviating human suffering. On the other hand, the sustainable development response to a large and sudden population movement aims at returning the host community to normal development pathways and at minimizing the cost that the host community might incur as a result of the crisis. In financial terms, these costs may include damages and losses as a result of (1) faster depreciation of municipal assets; (2) increased cost to fill capacity gaps to sustain the shock; and (3) the cost to maintain community cohesion.

The policy and programming responses in scenarios where inflows are deemed transitory differ from others where it is foreseeable that persons moving into municipalities will be remaining for a significant period of time. In this regard, UNDP country offices have to recognize that official proclamations can be politically motivated. To devise and plan adequate responses, country offices have to assess the aspirations and plans of the male and female migrants, refugees and displaced populations, the realistic conditions in the regions where they originate, their original destinations and alternative migration destinations.

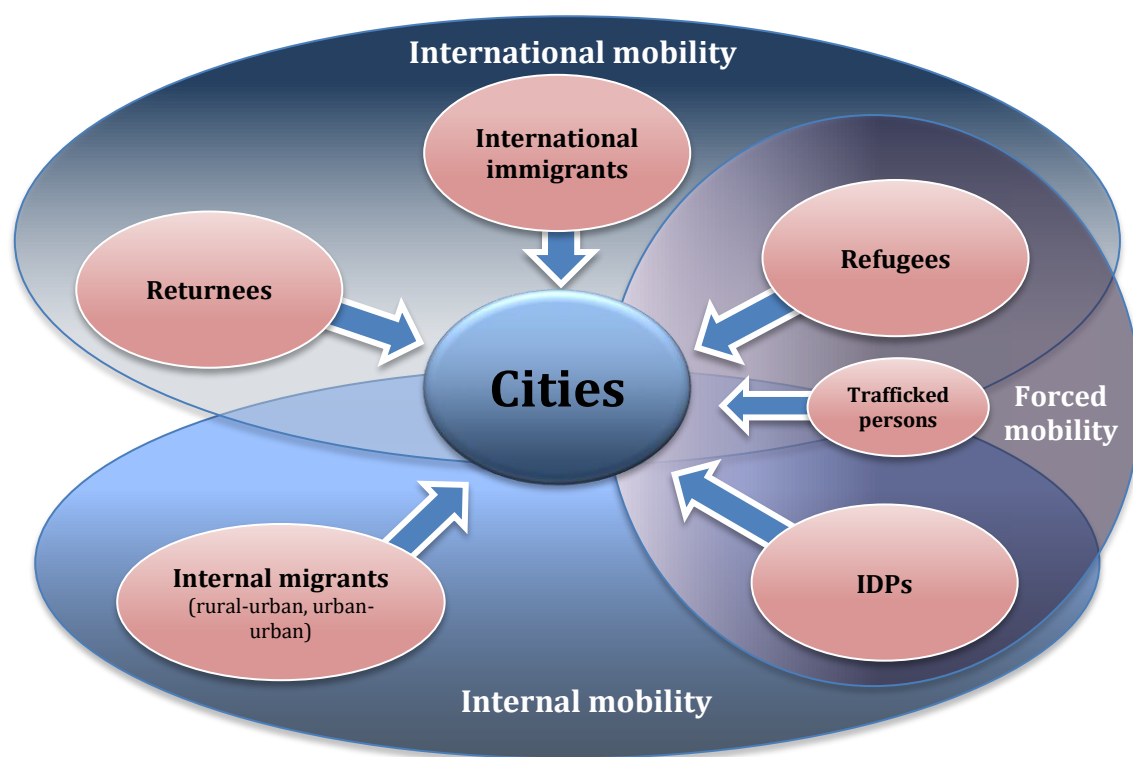


Figure 2: Human Mobility Flows into Cities

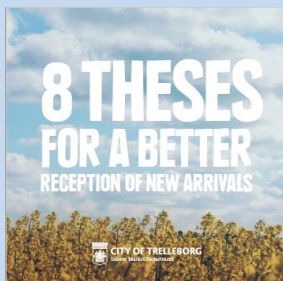
In cities that experience inflows of persons, UNDP can support municipal governments to (1) set up inclusive development planning and budgeting systems for the provision of gender-sensitive services; (2) promote social cohesion and stability; (3) reinforce the rights and obligations of newcomers and engage them in livelihood activities; (4) set up accountability systems that include the entire population including the migrants; and (5) plan inclusive urbanization that takes inflows of new persons into consideration.

Provide Inclusive and Decent Services

Sudden and/or large increase in population can be particularly challenging if there are pre-existing vulnerabilities such as limited access to basic services, limited livelihoods opportunities, scarcity of natural resources, high poverty levels or ethnic/sectarian strife. Most recently, UNDP has documented the significant strains that the increase in population due to refugees arriving from Syria has put on vulnerable municipalities in host countries like Turkey, Lebanon and Jordan, where infrastructure and services are overburdened and local communities may resent refugees as competition for limited housing, jobs and services.

Early recovery interventions in support of host communities typically focus on support for local administration capacities for planning and budgeting that ensures: access to basic services by strengthening local infrastructure (including, in some cases, the provision of infrastructure for IDP camps) and service delivery capacities; support for municipal solid waste management; access to livelihoods through the creation of emergency employment, e.g., in community infrastructure rehabilitation and waste and debris removal; support for local administration capacities for planning and budgeting; and support for access to justice and psycho-social counselling for vulnerable groups. Specific consideration should be given to the needs of unaccompanied minors as well as to youth more broadly. They often have specific protection and service needs that have to be assessed by municipal governments.

UNDP country offices should advise municipalities and regions that experience large inflows against the establishment of refugee and IDP camps, especially closed camps, i.e., locations in which refugees and IDPs must reside. While camps can facilitate the provision of services in the very immediate aftermath of a sudden, large influx, camps are associated with high human development cost and high financial cost.¹⁶ This includes opportunity cost for the inability of displaced persons to contribute to economic development in the host communities, increased incidence of gender-based violence and incentives to make displaced populations dependent on aid. This echoes the New York Declaration for Refugees and Migrants, which recognizes that “refugee camps should be the exception and, to the extent possible, a temporary measure in response to an emergency.” (para 4.10) Alternatives to establishing camps are the promotion of self-settlement and the provision of development solutions to help displaced persons and affected communities to cope with the challenges.



Box 2: Trelleborg’s Public Service Adjustments

Trelleborg is Sweden’s southernmost municipality, with just over 43,000 inhabitants. Between September and December 2015, over 45,000 refugees arrived in Sweden via Trelleborg harbour. Out of these, around 10 percent were children and young people arriving on their own. In its brochure ‘8 theses for a better reception of new arrivals’, the municipality highlights the need to normalize the approach towards new arrivals and stresses challenges for different levels of government:

“In Trelleborg, we’ve been working since 2010 for new arrivals, including both adults and unaccompanied minors, to be viewed and dealt with just like any other competent citizen. We’ve focused on establishment rather than care; we’ve based our work on a normalisation perspective. We’ve created structures and processes for children and young people arriving on their own that aim to get them to make a decision as soon as possible. The young person should know what he/she wants after no more than three months, and should be given information about what will be required for this goal to be reached. We do not have social welfare secretaries with a caring perspective. Instead, we have labour market secretaries who have skills and knowledge concerning what is required to join the labour market as well as society as a whole.

“Today’s reception of unaccompanied minors is based on a shared responsibility between the state and the municipality, where the state is responsible for the asylum-seeking process, and the municipality is responsible for the individual young person’s placement. Unfortunately, it’s not working. It is our experience, after the autumn of 2015, that this distribution of responsibility does not work, and that what is primarily the state’s responsibility is offloaded onto the municipality which, in its role as ‘first line’, meets the individuals.”

However, the provision of decent services to communities affected by population inflows and to refugees, internal migrants, IDPs and immigrants is relevant not only for large movements. Cities in developing countries the world over are increasingly hosting significant numbers of immigrants, refugees and internal migrants, which makes service provision for mobile populations and measures that promote social, residential, and labour market integration important for many local and national governments. For example, Ecuador’s Province of Pichincha promoted an inclusive approach to the integration of people experiencing human mobility and provided capacity-building that enhanced migration management through direct service provision to migrants. This includes designing specific mental health services for displaced persons and migrants, including youths, as well as promoting economic inclusion of people in human mobility through self-employment in micro-business, with a gender perspective.

¹⁶ See also UNHCR. 2014. Policy on Alternatives to Camps, available at <http://www.unhcr.org/5422b8f09.pdf>.

UNDP country offices can support local governments, other local actors and development partners to explore innovative ways to overcome inadequate access to certain services. Generally, online universities and programmes can provide an important bridge before new arrivals can join brick-and-mortar institutions. A specific example of an innovative approach is the educational NGO Kiron Open Higher Education, which innovatively combines online and offline learning to provide accessible, sustainable and cost-effective education for refugees. Having established a platform with 22 partner universities and several study tracks, the organization aims at providing millions of refugees worldwide with the opportunity to graduate with an accredited university degree, free of charge. In addition to online learning, Kiron offers blended learning, where online courses are complemented with live and direct online tutoring and offline services.¹⁷ Such opportunities are critical for young migrants and refugees and build their capabilities to be who they want to be and to do what they want to do.

Strengthen Social Cohesion, Rule of Law and Stability

Inflows of people can affect the social cohesion and stability of municipalities. UNDP country offices can promote the social integration of newcomers, build intercultural capacities and advance good governance structures to strengthen dispute resolution and to prevent xenophobia and discrimination. It can be a foundation of many activities carried out with the municipalities, including the establishment of dialogue platforms and participatory planning.

For example, UNDP established peacebuilding and crisis management mechanisms as part of the development planning that delivers basic services in 45 of the most-impacted Lebanese communities hosting Syrian refugees. These mechanisms for social stability run alongside efforts to deliver basic services and capacity-building in the areas of governance, dispute resolution and dialogue targeting over 80,000 beneficiaries. In addition, the mechanisms sought to link programmes by Lebanon's Ministry of Interior with local initiatives to promote increased effectiveness of the programmes and to foster policy coherence.

In Mexico, four communities in Oaxaca and Chiapas facing challenges regarding undocumented transit migration managed to improve day-to-day coexistence between 650,000 local inhabitants and up to 400,000 migrants. Through participatory planning processes, communities and migrants identified the issues challenging coexistence and together designed social cohesion plans. This included the establishment of a Strategy to Promote Social and Community Cohesion comprising four key elements: (1) processes for dialogue with the inhabitants of communities, shelters and local governments; (2) follow-up on actions (developed by the communities) to protect migrants; (3) local social communications strategy addressing the communities in transit to promote peaceful coexistence of the latter with migrants; and (4) development of actions to build capacity of the local governments and other local governance actors to promote public policy focused on local development as relates to migration.

Comprehensive and gender-sensitive development approaches at the municipal level have to assess the gender-specific, age-specific and group-specific vulnerabilities and to address them. Migration



Box 3: Promoting Interculturalism among Youth and Children

Watch a video on a six-month-long process of working with children and youth in Ecuador to reflect on migration. In a series of training workshops and peer socialization, children and youth reflected on their migration stories and perspectives through the use of urban language, cultural expressions, artistic tools and collective construction.

<http://www.migration4development.org/en/TV/proceso-migrarte>

¹⁷ For more information on the organization, see <https://kiron.ngo/about>, archived at <http://www.webcitation.org/6lWg1n3cS>.

can lead to increased risks for migrants at their destination and in transit, such as risk from crime, gender-based violence, human trafficking and other human rights abuses. UNDP country offices can support municipal governments to address these risks, including issues of gender-based violence, by ensuring protection and building capacities to prevent it. Critical elements for the integration of children and youth in the context of forced migration include legislative and policy reform; provision of shelters; vocational training; education; health and psycho-social support; facilitation of family reunification; legal assistance; and public education about children's rights – almost all very relevant to mandate and role of municipalities

The provision of municipal services discussed above can also lead to a reduction of tensions and thus to more social cohesion. For example, UNDP's project 'Palestinian Refugees in Lebanon 2015 – Towards sustainable solutions for improved living conditions of Palestinian refugees in Lebanon' sought to improve living conditions for communities in Palestinian Gatherings (including Adjacent Areas of Palestinian Refugee Camps) through enhanced access to basic urban services. Evaluations show that the project was successful in mitigating tensions by bringing together the host communities and the refugees to address the concerns of both communities through infrastructure projects that upgraded the environment for the community as a whole.

In Iraq, UNDP supported the establishment of six court-based legal aid desks in five cities and seven legal assistance centres inside refugee and IDP camps. Over 20,000 individuals benefitted from awareness initiatives on legal rights and legal aid, which is critical for building stability and the rule of law.

To improve public perception of migration and thus social cohesion, country offices can support media training around issues of mobility, in particular with regard to religious and ethnic aspects of such movements. Municipal governments and UNDP country offices can support migrant communities to communicate with established local media to inform people about the realities of migrants' lives. This will foster understanding of migrants' challenges and fight exclusion, xenophobia and discrimination of immigrants in host communities. These strategies can also promote counter-narratives – in particular, on the role of young migrants and refugees. Such work can also include collaboration with traditional and religious leaders through municipal structures.

In addition to programming activities that directly aim at affecting social and community cohesion, the perceived or real impact of newcomers on livelihoods and employment of the host community and the provision of public services are intrinsically linked to efforts promoting cohesion.

Livelihoods and Employment

Promoting inclusive socio-economic development through creating jobs and livelihood opportunities is critical for male and female migrants, refugees, IDPs, trafficking survivors and those vulnerable to human trafficking and returnees as well as for the affected host communities.

Box 4: Municipal Economic Responses to Inflows of Refugees in Jordan and Lebanon

In municipalities that were highly affected by Syrian refugees, UNDP Jordan provided vocational training to 500 unemployed vulnerable youth. One-hundred-eighty-eight youth were employed; 328 youth were trained in entrepreneurial skills; and 80 micro-businesses employing 200 youth started operating through a UNDP-NGO micro-venture grant capital. In addition, UNDP provided emergency employment to 300 youth in three municipalities most affected by the influx of the refugees. To promote peace and stability, UNDP Jordan included civic education in all training courses, highlighting the multi-dimensional interventions in the country.

This includes designing local programmes for the integration of returning migrants into the labour market and society, including the creation of entrepreneurship opportunities packages and facilitating accessible frameworks for investments. In this regard, it is paramount that skills be matched by market demand and that micro-businesses be sustainable in the long run. In concert with national strategies and plans, UNDP country offices can devise partnerships with municipalities and local governments to promote the gender- and

age-sensitive integration of immigrants' capacity needs assessments.

Box 5: The Regional Refugee and Resilience Plan in Response to the Syria Crisis

Humanitarian and development actors have acknowledged the necessity of a resilience-based response to protracted crisis. The [Regional Refugee and Resilience Plan \(3RP\)](#) has paved new ground in the humanitarian and development response to the Syria crisis and the impact on neighbouring countries (Jordan, Lebanon, Egypt, Iraq and Turkey). [Regional Response Dashboards](#) provide monthly progress reports to gauge progress towards the goals of the 3RP. The [3RP Regional Guidance Kit](#) provides generic regional guidance to be tailored at the country level in line with specific needs and circumstances in each country.

The 3RP is an inclusive model for delivering an effective and coordinated response that addresses, through national plans, immediate vulnerabilities, strengthens social cohesion and builds the resilience of people, communities and national systems. This model may be applicable in other complex and protracted crises similar to the Syria crisis. To enhance response effectiveness, increase cost-efficiency of interventions and promote greater accountability and consistency in delivery, the 3RP process produces a single planning, coordination, monitoring and evaluation framework at the regional level, focusing on refugees and on building resilience.

The 'Compendium on Good and Innovative Practices in the Regional Response to the Syria Crisis' (UNHCR and UNDP, 2015) contains key lessons regarding the expansion of resilience-based responses within and beyond the subregion.

Box 6: Maps of Risks and Resources (MRR)

To adjust programming to local needs and priorities in Lebanon and Jordan, UNDP has been using Maps of Risks and Resources (MRR) to help governments support the most vulnerable municipalities affected by the Syrian crisis. MRR is a conflict-sensitive needs assessment methodology to facilitate dialogue and collaboration between stakeholders at the local level in order to identify risks, needs and resources (available and not available), prioritize risks and needs and identify possible responses.

Impact on Programming Activities: The MRR revealed that, prior to the crisis, UNDP Jordan did not focus on the governorates most affected by the Syrian crisis and its support to micro-business development did not focus on the most vulnerable. Indeed, the selection criteria at the time prioritized those that already showed some capacity and were most likely to succeed, which normally excludes the most vulnerable. Subsequently, the programming was adjusted and now focuses on chronically bypassed municipalities, the most vulnerable municipalities (Mafraq and Irbid are hosting almost 48 percent of all refugees) and the most vulnerable unemployed youth living in these municipalities.¹⁸

Human Mobility and Climate Change Adaptation

¹⁸ UNDP. 2016. The State of Resilience Programming. The Syria Regional Refugee and Resilience Plan (3RP), Regional Bureau for Arab States, Sub-regional Response Facility (Syria Crisis), Amman, Jordan.

Human mobility is intrinsically linked to climate change. Sea-level rise may degrade living conditions in river deltas and other densely populated low-lying regions and is already causing internal relocation and displacement in some countries. Climate change is also associated with droughts and desertification, which affect the livelihoods of families, particularly those of subsistence farmers. Finally, climate change can contribute to the increased frequency of extreme weather events and natural disasters, including cyclones, storms and floods. In addition, resource scarcity and climate-induced factors are often responsible for conflicts and can lead to massive displacements. Climate change can disproportionately impact women. However, climate change is rarely the sole cause of human mobility, but rather can exacerbate existing drivers. In most cases, environmental factors affect economic and social conditions that, in turn—directly or indirectly—induce human mobility.

Increasing population in some areas of cities will also exacerbate existing climate risks, e.g., pressure on infrastructure and informal settlements. Municipal governments can manage the effects of environmentally induced displacement and migration or engage in planned relocation. UNDP country offices can make vulnerable and marginalized populations more aware of the sudden and gradual effects of climate change and start considering migration and planned relocation as an adaptation strategy. Climate risk assessments can also help municipalities identify populations who may be negatively affected by climate impacts and who thus may be forced to migrate. These activities are also connected to SDG target 13.3 on awareness-raising and human capacity on climate change adaptation as well as to target 13.1 on strengthening risk management to climate impacts.

Reflecting the Paris Agreement’s call to respect, promote and consider obligations on human rights and migrants when addressing climate change (preamble) as well as recognizing displacement as a key issue in the context of climate change ‘loss and damage’, municipal governments should vigorously provide legal safeguards and rights for persons displaced by climate change and environmental factors.

UNDP can bolster preparedness strategies at the local level to ensure proper assistance and protection for people on the move, strengthen resilience and enable sustainable solutions for communities that have to move or are already displaced and for the communities that host them. Thus, municipal environmental sustainability and disaster risk reduction systems should plan the identification, protection and documentation of displaced persons and migrants.

Managing the Impact of Transit Movements on Cities

Municipalities affected by transit migration face specific programming and policy challenges. It is necessary to acknowledge the diversity of movements that fall under the ‘transit’ label. These can entail stays of mobile populations in local communities for a few days, months or even years. Thus, the policy responses depend on the magnitude and concrete attributes of the movements. In some scenarios, the policy response resembles *de facto* immigration and integration strategies. In other situations, refugees and migrants do not consider staying in the transit communities and have the means to move on. In these scenarios, development actors are generally limited to supporting municipalities to maintain the level of service delivery and the social cohesion of transit communities.

However, it is increasingly recognized that the management of transit flows is critical for human development outcomes of migrants and for safeguarding development gains in transit communities. UNDP has supported transit communities in the Former Yugoslav Republic of Macedonia, Serbia and Mexico. Under the interagency Regional Refugee and Migration Response Plan (RRMRP) for Europe, for example, UNDP takes the lead on ‘Support to Local Communities’ to complement humanitarian assistance for refugees and migrants. The aim is to ensure that basic services in transit communities are not compromised by shortages in water and electricity or deficiencies in sewage treatment and waste management. In maintaining the level and quality of services for local communities, the

response also seeks to support solidarity with newcomers and to promote social cohesion, preventing and combating xenophobia and creating an enabling environment for well-coordinated volunteer engagement.

By applying the development approach to crisis scenarios, UNDP contributes to a long-term response, aiming at the sustainability of intervention and assurance of stability to local populations while preempting causes of xenophobia. The benefits of service delivery remain after the current crisis and contribute to the livelihoods of the local population in the selected municipalities, reducing the outflow of the local population. Also, they make local communities prepared and resilient to the recurrence of the current crisis as well as new surges in migration transit or prolonged stay in communities that were originally only communities of transit.

Box 7: Transit Migration and Municipal Development Challenges in Serbia

The transit of more than 800,000 people through Serbia in 2015 posed significant humanitarian challenges. However, significant development challenges also arose from lowered service delivery standards and depreciation of municipal assets. This, in turn, affected the community cohesion and contributed to the discontent, which had already existed in the past due to prevailing poverty in the affected municipalities. While most of the mixed migrants hoped to continue their journey toward Western Europe, primarily Germany, many stayed for several weeks in Serbia.

Challenges for local services

The prolonged stay affected the provision of local services in affected municipalities. Apart from Belgrade and Kanjiža, the transit movements predominantly affected border municipalities that already were experiencing significant development challenges. The over-use of municipal assets resulted in their faster depreciation, for which there was neither a replacement plan nor earmarked funds. The pressure on waste management and water supply was the most visible throughout the crisis. The strain on the functioning of the local utility companies and local administration was less visible, which was covered through increased depreciation of assets and extra hours for its staff. For instance, the local public utility company used its septic pit-cleaning tank throughout the crisis, which resulted in its full depreciation. This was a development challenge in itself.

Challenges for social cohesion

In addition, the prospect of prolongation of the situation has generated considerable fear in the local communities. According to UNDP–Gallup’s *Survey on the Attitudes towards the Impact of the Refugee and Migrant Crisis in Serbia’s Municipalities*, 70 percent would be afraid for the safety of women if migrants were admitted. Alarming, conservative forces in Serbia have politicized migration, which can have negative impacts on the political stability and cohesion in affected areas.

The assessment of the influx and transit dynamics is usually done in close coordination with the humanitarian agencies and conflict-prevention and conflict-mitigation actors. These assessments are political and include a gender-sensitive analysis of global and regional politics, humanitarian trends and the viability of ongoing or planned political and humanitarian solutions. Such assessments should provide demographic information on the transiting population—including age, sex and origin—the duration of their stay, their intent to remain in the transit communities and their perspectives to continue their journey. UNDP can facilitate the sharing of this information between municipalities intra-country and cross-border.

People in transit often rely on information that they receive on their mobile phones. Such communication devices enable keeping in touch with family members elsewhere, engaging in monetary exchanges and receiving and giving information, including information on dangerous practices and threats of human traffickers. Municipalities can support transit migrants by establishing cell-phone charging stations. These can also provide free wireless internet that enables migrants and refugees to access their networks. Such booths can be powered by solar panels and their construction can be linked to creating employment opportunities for local youths.

A key lesson from the Joint Programme on Migrants in Transit in Mexico is that municipal cultural projects can be an effective vehicle for the sensitizing the population to the migrants' situation. The participation of shelters in the UNDP call for cultural projects has reinforced their role in the community as local stakeholders offering important services to the communities to which they belong.

Addressing the Consequences and Causes of Population Outflows

A significant outflow of the resident population can be a challenge for cities and municipalities. While we have moved past the simplistic 'brain drain' narrative, according to which sizeable emigration of skilled and highly skilled men and women can have negative and lasting impacts on economic and social development, cities may experience challenges for their workforce, productivity and sustainable human development outcomes when many of their working-age inhabitants leave for other cities or abroad.¹⁹ It is not only a question of how many leave, but of who leaves. When people do not see their futures in their city, people with the most drive, initiative, valuable skills and qualifications are most likely to leave first.

Addressing the Implications and Causes of Emigration

UNDP can support municipal governments to address the implications of large-scale emigration and address its causes, especially by focusing on youth and by adopting a gender-sensitive lens. Supporting youth participation in development and protecting and promoting the rights of young people as well as creating livelihood and education opportunities can be important strategies for offering alternatives to out-migration. For example, UNDP is the only agency that participated in all 15 joint programmes on youth, employment and migration (YEM) that were implemented under the MDG Achievement Fund.²⁰ In addition, UNDP can help local governments to consider projected out-movements in gender-sensitive policy and development planning.

In this regard, UNDP has reoriented some existing initiatives to more specifically target areas of high emigration – for example, in Central America²¹ – and has launched new initiatives such as the Support to Afghanistan Livelihoods and Alternatives to Migration (SALAM) programme in Afghanistan.²² Other examples include the Department of Morazán in El Salvador, where low opportunities for youth lead to a high propensity of the youth to emigrate irregularly in search of better prospects. Through the Regional Development Agency, the JMDI is supporting youth entrepreneurship in seven

¹⁹ The UNDP Youth Strategy 2014-2017 highlights that, without job prospects at home, young people are often forced to leave their families and communities behind in search of job opportunities abroad or in urban centres.

²⁰ For more information on the YEM programmes, see

http://www.mdgfund.org/sites/all/themes/custom/undp_2/docs/thematic_studies/English/full/YEM_Thematic_Study.pdf

²¹ As part of the UN's joint regional humanitarian and development response in Central America (Northern Triangle), which addresses the crisis of children and youth who migrate alone and under very dangerous circumstances to reunite with family or seek asylum in the United States, UNDP is undertaking a regional programme focusing on the prevention of violence affecting girls and boys. The programme includes the development of national prevention programmes and targeted interventions in areas with high rates of displacement and outward migration.

²² SALAM (1) supports a comprehensive and coherent national policy and institutional framework for migration in time of crisis and (protracted) conflict; (2) supports the Afghan Government in dissuading Afghans from migrating illegally; (3) contributes to reducing poverty and other factors that drive migration and supports returnees to reintegrate through development solutions at the subnational and local levels; (4) provides innovative and legitimate alternatives to illegal migration for semi-skilled and unskilled workers; (5) institutionalizes linkages to the national and international private sectors; and (6) from the onset, engages with vulnerable groups, community leaders and powerbrokers.

municipalities to enhance local development and to provide youth with income-generating opportunities with the technical and financial support of the Salvadoran diaspora. The project has fostered local economic development in the region of Morazán by facilitating the creation of businesses and cooperatives led by young people. It has provided more than 100 youth with training on leadership, entrepreneurship, accounting, business administration and planning and marketing and assisted them in running their own businesses. They have also received the necessary equipment and funding to allow them to conduct their businesses. As a result, four cooperatives have been created and 17 young entrepreneurs have launched their own businesses, mainly in the agricultural sector, making a total of 101 young people who are now working to earn their own income. This has thus supported the creation of positive alternatives to irregular and unsafe migration from a region characterized by high emigration.

Ninety-seven percent of the 180 male and female participants of Young Entrepreneurs in Safe Cities programme in El Salvador are either employed or have started their own small businesses. UNDP contributed to the generation of livelihoods for 134 young rural women in seven municipalities highly affected by migration in Morazan and La Union and promoted the inclusion of 88 women in technical working groups that proposed local development policies. These opportunities arose by identifying the two leading causes of migration for women: the lack of sources of income and opportunities for local participation. The COMMIT Youth Forum in the Greater Mekong subregion in Asia, co-facilitated by UNDP's United Nations Action for Cooperation Against Trafficking in Persons (UN-ACT) project, supports young people in designing and implementing interventions against human trafficking and provides them with platforms to inform policy developments in anti-human trafficking.

UNDP can support local governments to take measures, including in their municipal adaptation plans, and to prevent and reduce internal and cross-border displacement due to climate change. To this end, actors at the local, regional and national levels can mitigate the harmful effects of climate change on vulnerable communities by ensuring water and food security and by strengthening resilience to risks (e.g., natural disasters such as flooding and drought). This also includes programmes that tackle land degradation and degradation of ecosystem services, which undermine the ability of people to subsist. Such interventions increase the resilience of vulnerable populations so that they can remain where they live if they choose to do so.

Lastly, in municipalities with an excess of labour and a shortage of decent employment opportunities, city governments can facilitate the emigration of their citizens to alleviate local employment pressure. To this end, municipal governments can provide job seekers with gender-sensitive information about employment opportunities abroad. In addition, municipalities can provide pre-departure information for departing labour migrants. This may include training on rights, protection and redress mechanisms as well as financial literacy education that will enable migrant men and women to make sound financial decisions to achieve their goals in saving or remitting money safely and inexpensively to their home communities.

Active Migration Management: Enhancing Migrants' Rights and Access to Information

Households often resort to internal and international migration to increase or diversify their opportunities to improve livelihood strategies. Notwithstanding, male and female migrants, refugees and displaced persons are often unable to maximize their potential when they are insufficiently or erroneously informed about regular channels, their earning possibilities, their rights and the cost associated with such mobility; this makes them vulnerable to exploitation and human trafficking. No person should be prevented access to opportunities or confined to what his or her birthplace offers. This may lead to a different framing of mobility and a more facilitative approach. The human-rights-based approach demands the recognition of migrants as agents of human and labour rights, an increase

in their potential to contribute to development and a reduction of the economic and social costs of migration and displacement without a commodification of their labour contribution. Sometimes, migrants' journeys are perilous and they do not enjoy the gender-responsive protection of their economic, civil and social rights. This makes them vulnerable and leads to lose-lose-lose scenarios in which the migrants, the host societies and the localities of origin lose out on the positive development potential of human mobility. For example, migrant women and girls are often vulnerable to gender-based violence, so UNDP country offices can support municipalities to provide gender-sensitive information to limit these vulnerabilities and to provide appropriate protection mechanisms, such as through the UN-ACT project in Southeast and East Asia.

To address shortcomings, cities can use decentralized cooperation with cities of destination to better protect their emigrant women and men. They can establish programmes that provide gender-sensitive information on labour migration opportunities, rights and obligations. Many countries have established various forms of migrant resource centres, often in municipalities that witness large outflows. Such centres were established in several countries under the Youth Employment and Migration (YEM) window of the MDG-Fund as well as with the support of the Joint Migration and Development Initiative in Naga City in the Philippines and the regions of Sedhiou and Djourbel in Senegal. These centres regularly act as one-stop hubs for services, information and projects for diaspora actors and their families as well as for returnees.

Activities at the municipal level may include the use of ICTs to improve recruitment processes (e.g., Fair Recruitment Initiative) and the improvement of migrants' access to crucial information. Regardless of their countries of origin, there will be identifiable differences between the migration experiences of men and women throughout the different migration stages. This may include method of recruitment, sector of recruitment, pre-departure training, length of migration, level of wages, and amount and method of remitting. As such, it is crucial that efforts to enhance the provision of migration services and information respond appropriately to the contextual and gendered differences in migration experiences.

Harnessing Diaspora Contributions to Local Development

The economic and development contributions of emigrant and diaspora populations have long captured the imagination of local and national governments the world over. Policy proposals are often led by the desire to harness the development potential of financial remittances of migrants. But migrant women and men can also contribute by making direct investments or by accumulating their savings in local development initiatives. Diaspora actors can help local businesses, municipal governments and local development actors to access networks, funding and technology in migrants' places of residence.

Remittances and Diaspora Savings for Sustainable Development

UNDP has established programmes that link remittances, investments and philanthropic contributions to local development. As UNDP country offices engage with government partners and other stakeholders to support the development impacts of remittances, the following points are critical:

1. While some initiatives may specifically target diaspora populations, this is not always necessary. Instead of 'diaspora-only' processes, it is more appropriate in many instances to create age- and gender-sensitive frameworks in which diaspora initiatives can be linked to local institutions and to general processes. Thus, employment, entrepreneurship and economic development initiatives can be 'migration-sensitive' without targeting only remittance-senders or diaspora investors. This leads to more inclusive programming; it can mitigate inequalities that arise from unequal access to mobility, and it shifts the focus to creating generally applicable frameworks that consider migrant-related contributions.
2. Programming activities have to be clear whether they aim at capturing intra-family remittances, diaspora savings, philanthropic contributions and/or diaspora investments, as each of these forms of diaspora contributions requires specific activities.
3. All diaspora contributions are private funds. For this reason, programme activities that attempt to 'channel' diaspora funds into development projects need to consider the self-interest of senders and recipients. However, successful programming activities can provide incentives for and facilitate such contributions.
4. Remittances and economic contributions are important not only for labour migrants. Male and female IDPs, refugees, trafficked persons and trafficking survivors also engage, or can engage, in such activities, and programming activities need to explore to what extent such populations need to be included into respective activities.
5. All data and analysis must be gender-disaggregated and -responsive. Women and men earn different amounts, remit different amounts, use different methods and spend their remittances in different ways. These issues all impact development and are important to define.



Box 8: Migration and Local Development Project in Moldova

UNDP Moldova is implementing the Swiss-funded Migration and Local Development Project that aims at engaging migrants in local development at all stages. The project pilots the concept of mainstreaming migration into local development in 25 target communities.

1. All 25 local communities established hometown associations that help to connect emigrants and their home cities.
2. Migrants, jointly with local authorities, have implemented more than 100 projects.
3. A local crowd-funding platform was established and upgraded to meet the needs of fund collection for local projects implementation – jointly by local public authorities and migrants.
4. Twenty-five local projects were identified jointly with migrants to improve local basic services, including water and sanitation, local infrastructure, social services and education. The projects will be implemented with the financial support of migrants originating from these localities.²³

UNDP country offices can work with municipal authorities to provide financial literacy education for migrants and their families that help them to establish and meet saving targets. They can work with financial institutions and cooperatives to develop pro-poor, gender-sensitive and migrant-targeted financial products and services (including technology-enhanced remittance transfer services) in areas underserved by financial institutions. This may include local programmes to help women receiving remittances to become financially independent. Interventions to develop diaspora investment models aimed at leveraging migrant savings for local business development are a means of boosting local economic development. Efforts to this end are already underway in Bosnia and Herzegovina, El Salvador, Kosovo, Lesotho, Morocco, Nepal, Nigeria, Philippines, Russia, Senegal, Sri Lanka, Tunisia and Tajikistan.

In Nepal, the Safer Remittances and Improved Livelihoods project (SRIL) increased the effectiveness of remittances and investment from Nepalese migrants abroad by increasing the availability and choices of financial products. This was done by enhancing financial literacy and the savings and credit management skills of low-income migrant households

through tailored capacity-building. The Kailali and Surkhet Provinces trained 20 staff in the operation of new financial products. It also allowed 50 men and 152 women to benefit from the introduction of more adequate and less costly financial products for seasonal migrant families. Furthermore, the project oriented 526 women regarding these financial products, allowing them to better understand savings and credit facilities and how to access financial services and safe remittance mechanisms. In order to increase seasonal workers' access to safer and more reliable financial products, the project has promoted the use of these financial mechanisms to three cooperatives, one microfinance company and one remittance transfer company.

The aforementioned project on youth entrepreneurship in seven municipalities in El Salvador previously also included a project component for diaspora engagement. To engage the diaspora in local development, an agreement of cooperation has been signed with an organization representing the community of Salvadorians living abroad. This facilitates the involvement of the Salvadorian diaspora in the economic development of the region of Morazán through economic investment in the business initiatives of young people.

²³ More information at the project website, archived at www.webcitation.org/6lKy1HA2R, including a success story at www.webcitation.org/6lKyArcnI.

Box 9: Overseas Filipinos Diaspora Remittances for Development: Building Future Back Home (OFs-ReD Project), UNDP Philippines

UNDP Philippines, in partnership with the Commission on Filipinos Overseas (CFO), the Philippines' National Economic Development Authority and the Western Union Foundation, has been working with civil society organizations and the local government leaders of the province of Ilocos Norte and the city of Taguig to implement the Overseas Filipinos Diaspora Remittances for Development (OFs-ReD) Project: Building a Future Back Home. The project harnessed the potential of overseas remittances for poverty reduction and local economic development. It supported policies to transform overseas remittances for development, savings and investments and to build up a viable collective remittance fund. It sought to channel migrant savings and investments into cooperatives, rural banks, microfinance institutions and social enterprises. The funds remitted collectively by overseas Filipinos into select development projects were matched by funds from the Western Union Foundation and by the local government, turning the programme into a '2 x 1' scheme.

The project was based on thorough planning and an assessment of local needs. It built meaningful partnerships with the private sector, diaspora and other civil society partners and has the strong involvement of local authorities.

Local commitment is critical. A lesson learned was the importance of commitment from local public leadership. In one of the two project sites, the mayor's commitment was insufficient and the project was not successful. Meanwhile in the other project scenario, the project yielded the expected positive local development outcomes. This stresses that local development projects have to build on the firm commitment of local policymakers and decision makers.

Diaspora Investments and Business Networks

Municipal governments can establish links with their diaspora business communities, incentivize investments and the transfer of knowledge and facilitate access to the markets and networks in emigrants' host communities. To this end, cities can map their diaspora business communities and hold regular business and diaspora investment days in which they bring local and diaspora entrepreneurs together. They can link business incubators to male and female diaspora entrepreneurs for mentorship or to diaspora 'angel investors' for funding. They can also promote links between diaspora-owned firms and municipal technology parks and programmes for micro, small and medium-sized enterprises (MSMEs). In addition, cities can provide certain investment incentives, including the establishment of streamlined bureaucratic processes. Such administrative processes need not be exclusively for diaspora investors, but could include emigrant investors, among other target groups such as domestic and regular foreign direct investors. Cities can encourage male and female diaspora members to act as cultural and economic ambassadors of their home cities. Cities can also appoint diaspora businesspersons with relevant expertise to be board members of municipal corporations and companies. In this way, municipal corporations can benefit from the knowhow and networks of such individuals.

Volunteering, Temporary Returns and Youth Engagement

Since UNDP started the Transfer of Knowledge Through Expatriate Nationals (TOKTEN) programme in 1977 in Turkey to help reduce adverse effects of 'brain-drain' or the 'reverse transfer of technology', it has facilitated the temporary return of expatriate nationals with lengthy experiences in their fields of specialization. TOKTEN modality is considered to be an efficient development intervention, as male and female TOKTEN experts can merge their acquired learning with their familiarity of local culture and language in order to effectively transfer their knowledge and skills. Such activities can work at the local level and UNDP country offices can support municipalities to reach out to diaspora experts to work on specific projects. Establishing an expert database and designing gender-sensitive programmes in which diaspora actors can volunteer in municipal projects or with local civil society organizations or businesses can contribute to building transnational communities that can create

positive development outcomes. Particular attention should be paid to engaging diaspora youth. Special outreach programmes, youth days, exchanges with local youth and opportunities to volunteer can be devised.

Diaspora Contributions to Address the Impacts of Disasters and Climate Change

Migrants and their financial, technical and norm-setting contributions can help to offset the impacts of climate change and environmental degradation. For example, municipalities can explore the potential of harnessing impact investment and crowd-funding from emigrants and diaspora populations as part of a new and emerging set of solutions to build green infrastructure, renewable energy and climate change adaptation. This can also create green jobs, especially targeting young people. UNDP can also support municipal governments to bring in diaspora experts on environment, risk reduction and climate-change-related questions that would support relevant strategies.

Mainstreaming Migration into Local Development and Inclusive Local Institutions and Processes

The previous chapter of this Guidance Note highlighted several concrete programming activities to manage the inflow and outflow of populations or the contributions of diaspora populations to development. This chapter is concerned with building institutions and establishing processes that will support and enable these programming activities and that highlight cross-cutting issues.

Namely, this chapter elaborates on the importance of (1) including human mobility into municipal policy and development planning; (2) building inclusive institutions and promoting policy and institutional coherence; (3) facilitating meaningful and gender-sensitive participation of target populations; (4) fostering partnerships and collaborations; and (5) enhancing the participation of municipal governments in national-level policymaking on human mobility.

Including Human Mobility into Municipal Policy and Development Planning

As human mobility is linked in many ways to sustainable development outcomes, governments and development partners at all levels increasingly aim at mainstreaming human mobility into their development activities. Mainstreaming mobility is generally understood as the process of integrating mobility issues in a balanced manner into the design, implementation, monitoring and evaluation of policies and programmes in any sphere related to development and poverty reduction.²⁴ Thus, governments consider human mobility in their national development strategies as well as in sectoral development plans and policies, such as agricultural, health, gender equality, investment and education plans, as well as in territorial planning instruments, such as regional and municipal strategies. Given the importance of gender-specific needs and potentials of target populations, a municipal development process that considers human mobility should follow a gender-mainstreaming approach.²⁵

²⁴ Global Migration Group (2010) ‘Mainstreaming Migration into Development Planning. A handbook for policy-makers and Practitioners’; JMDI-IOM (2015) ‘White Paper on Mainstreaming Migration into Local Development Planning and Beyond’.

²⁵ Mainstreaming gender has been defined as “the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women

Integrating human mobility issues into development strategies enables the participation of a wide range of stakeholders. It is the foundation for systematically aligning different development efforts and is essential for moving from *ad hoc* projects to medium-term and long-term strategies. It is also important that development strategies reflect human mobility issues, as budget decisions and external funding are often connected to key development instruments.

A content analysis of current UN Development Assistance Frameworks (UNDAFs) revealed that 91 percent of all 119 current UNDAFs contain some reference to migration and displacement.²⁶ Eighty-four percent of all frameworks refer directly to migration, migrants and related terms, while three quarters mention refugees and displacement. However, integrating human mobility issues is relevant not only for national-level development strategies, but also for municipal plans and policies. The *Quezon City Commitment to Action* (2016) highlights the need to maximize the local development impact of migration through the integration of migration into local and regional development planning, stressing the need to provide financial and technical support, establish appropriate structures and facilities, implement related programmes and services and forge sustainable partnerships.

UNDP has supported a large number of such processes. For example, in Moldova, migration and gender are being mainstreamed into local development in 25 target communities and local planning strategies are being developed that consider emigration, immigration and diaspora contributions. The following points need to be considered when integrating human mobility into municipal development strategies from a gender-sensitive approach:

1. *The intensity of mainstreaming human mobility into development plans can vary.* In municipalities that are highly affected by immigration, emigration, refugee or IDP issues, many key activities may have a gender-sensitive human mobility component, while, in other municipalities, only a select few sectors or activities will be linked with outcomes and activities related to human mobility.

For this reason, the quality and depth of planned activities linking human mobility and development matters more than the indiscriminate use of migration and displacement references. In a recent online discussion on mainstreaming migration into local policy planning, two contributors from Ecuador warned against mainstreaming migration in a way that concept and actions become so vague and transversal that no specific actions or objectives are achieved. To mitigate this, specific budgets and units dedicated to this are essential, as are specific migration- and development-related initiatives and policies; this must be done while still ensuring that mainstreaming is carried across all other policy planning.²⁷

2. *Mainstreaming human mobility is a process as much as it is an output.* Keyword analysis reveals how often a planning instrument refers to migrants, refugees, IDPs, human trafficking, diaspora actors, remittances and other concepts associated with human mobility. However, mainstreaming human mobility is first and foremost a process. The discussion of policy priorities with a wide range of government and non-government stakeholders is key, as is building capacities through trainings, seminars and discussions.

and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality.” ECOSOC Agreed Conclusions. Report of the Economic and Social Council for 1997 (A/52/3, 18 September 1997)

²⁶ The earliest of the examined 119 UNDAFs began in 2009, while the most recent started in 2016. This is based on a keyword analysis in English, French and Spanish using the qualitative research software NVivo. Automatic codes were individually checked and adjusted. The results exclude references to keywords in agency names, such as the IOM or UNHCR.

²⁷ JMDI. 2016. ‘Consolidated Reply to the E-discussion: Mainstreaming Migration into Local Policy Planning’

Box 10: Mainstreaming Migration and Development into the Governance of Local Authorities in the Bicol Region, Philippines

The project has raised awareness among Bicol local governments about the strategic value of migration and development and has fostered the capacity of selected government units to mainstream migration and development into their local development plans. This was achieved through the organization of a regional forum on migration and development as well as three capacity-building activities and a series of mentoring and coaching session for 16 government units. Training sessions were held with over 50 local government officials from the planning, social welfare, PESO, investment and gender- and development-related offices. In total, eight regional and five provincial capacity-building programmes were conducted. Approximately 600 individuals benefited from this.

To further foster the mainstreaming of migration into local development planning, an incentivizing programme was established whereby the five top-performing local government units were selected for additional technical and funding support primarily for the preparation and promotion of investment and entrepreneurial activities for migrant women, men and their families. Another factor key to the success of mainstreaming efforts was the multi-stakeholder approach that convened all key actors through the creation of technical working groups across the various municipalities. The groups were composed of representatives from public and private institutions such as local governments, civil society organizations, academic institutions, religious organizations and families of migrants.

The project has also established and institutionalized local structures and mechanisms promoting migration and development. Subsequent to the trainings, 10 local governments passed ordinances or executive orders and created migration and development councils or working groups. Furthermore, one Regional Committee on Migration and Development was created, in which 14 regional agencies, 10 provinces and cities and six migrant organizations are represented.

Another important manner in which migration was mainstreamed into local development planning was through the establishment of local projects and services. One Migrant Resource Centre in Naga was established (since launching in December 2015, various activities and services directly assisted approximately 300 people) and six migrants/families organizations have been established. Furthermore, 10 overseas Filipinos workers' desks were established with appropriate funding from the local government units in question. These Migrants Resource Centres in the Bicol Region act as one-stop hubs for services and projects for overseas Filipinos and their families and contribute to improving the provision of social and economic services for these groups.

3. *Funding and budgetary allocations are critical.* In many contexts, government officials can produce well-rounded policy objectives and plans. For their implementation and for the sustainability and longevity of such policy plans, they must include concrete budgetary allocations. For this reason, the early participation of municipal finance and budget departments is critical for the success of mainstreaming endeavours. To account for sudden inflows of people following conflicts or disasters, municipalities can establish a budget line that will be used only if such inflows materialize. Similar budgetary provisions are often included to increase authorities' abilities to react to natural disasters. A gender-sensitive approach requires analysing the impact of the budgetary allocations for projects that are predominantly affecting men or women.
4. *Levels of decentralization matter.* Local governments' ability to respond well to human mobility depends chiefly on the level of decentralization and transfer of competencies. A lack of decentralization limits the financial capacities, the authority, the knowledge and the resources that can be combined and implemented through policies for migrants at the local level.²⁸ However, local mainstreaming exercises are not necessarily undertaken only in decentralization contexts.²⁹ For this reason, UNDP country offices working with municipalities must assess whether and to what extent national or regional policies/programmes facilitate or impede the activities at the municipal level.

²⁸ JMDI. 2013. 'Mapping local authorities' practices in the area of migration and development'

²⁹ JMDI. 2015. 'White Paper on Mainstreaming Migration into Local Development Planning and Beyond', p. 19.

5. *Horizontal learning and South-South exchanges are important.* During mainstreaming processes, particular emphasis should be given to facilitating meaningful exchanges with other local governments. These may happen between municipalities in the same country or internationally, especially through South-South and triangular cooperation.
6. *Data and information are required for evidence-based development planning.* UNDP can support local authorities in collecting meaningful and disaggregated data. This includes data on resident male and female immigrants, returnees, refugees, IDPs and trafficking survivors as well as transit migrants, emigrants and diaspora actors. The analysis should identify specific vulnerabilities and specific potentials of these populations from an age- and gender-sensitive perspective. Data sources may include publicly available data as well as special diaspora mappings and populations surveys in the municipalities' territories. Such data can be collected in cooperation with universities. In addition, UNDP country offices can support national governments in collecting data that is relevant for municipalities and that allows for disaggregation by locale, sex, age and legal status.

For further information on how to mainstream human mobility into development strategies, see the Global Migration Group/UN-DOCO 'Guidance Note on Integrating Migration and Displacement in United Nations Development Assistance Frameworks (UNDAFs)', the JMDI-IOM 'White Paper on Mainstreaming Migration into Local Development Planning and Beyond', MY JMDI 'Toolbox training materials on Migration and Local Development', and the Global Migration Group 'Handbook on Mainstreaming Migration into Development Planning'.

Box 11: Mainstreaming the Concept of Migration and Development into Relevant Policies, Plans and Activities in Bosnia and Herzegovina

From 2013 to 2015, the project Migration and Development: Mainstreaming the Concept of Migration and Development into Relevant Policies, Plans and Activities in Bosnia and Herzegovina contributed to the establishment of a favourable environment for migrant men and women who are willing to promote and energetically support the country's development in relevant domains of transition and socio-economic progress at all institutional and societal levels. Following participatory processes and the standardized approach to integrated local development planning that was spearheaded by the Integrated Local Development Planning Project (ILDPP), policies and measures for effective integration of migrants' contributions to the country's development were introduced into local development strategies of 10 local governments for the first time in the planning practice of Bosnia and Herzegovina.

Vertical effects: The local government experience triggered the initiative and the interest of seven cantons in the Entity of the Federation of Bosnia and Herzegovina to embed the migration aspect into their cantonal development strategies. Importantly, this provided for vertical alignment across government levels of policies and priorities in the area of migration for development by ensuring downstreaming to local and cantonal levels those priorities that were identified within the Bosnia and Herzegovina Strategy on Migration and Asylum. This has further been reinforced by the national-level Ministry of Human Rights and Refugees' public grant scheme to support projects for migration and local economic development.

From planning to tangible impacts: Following the adoption of the local development strategies by municipal councils/assemblies, the Project launched process-based assistance in 2014 to support partner LGs in designing and kicking off the implementation of pilot local interventions exploring the migration and development concept in practice and contributing to local socio-economic development by partnering with diaspora. Based on the adopted local development strategies, 14 priority interventions on migration and local development were implemented, resulting in 60 new jobs—23 percent for women—and 10 retained jobs (all men). The projects also improved income streams through agriculture for 477 households, with anticipated additional annual income of around KM 1.3 million (approx. US\$730,000) in total.

The project also bolstered the institutional capacities of the municipal government of Maglaj to cooperate with the diaspora. Thus, in 2014, when devastating floods destroyed the municipal health care centre, which serves 27,900 people, the local government was able to draw upon diaspora contributions that, together with other donations, covered 40 percent of the cost of

Building Inclusive Institutions and Promoting Policy and Institutional Coherence

Another issue that cuts across policy interventions is the establishment of inclusive institutions. UNDP country offices can support local governments to build governmental processes and structures that allow for a meaningful whole-of-government approach, to promote policy coherence and to foster synergies among various actors. This includes the designation of specific **local migration focal points**, which is an outcome of the local migration and development project implemented by, for example, UNDP Moldova in 25 municipalities.

Multi-stakeholder municipal working groups and councils can enable meaningful discussions. For example, establishing maps of risks and resources (MRR) to help governments support the most vulnerable municipalities affected by the Syrian crisis UNDP in Lebanon and Jordan helped establish a municipal working group in each targeted municipality that includes local authorities, civil society and the private sector.

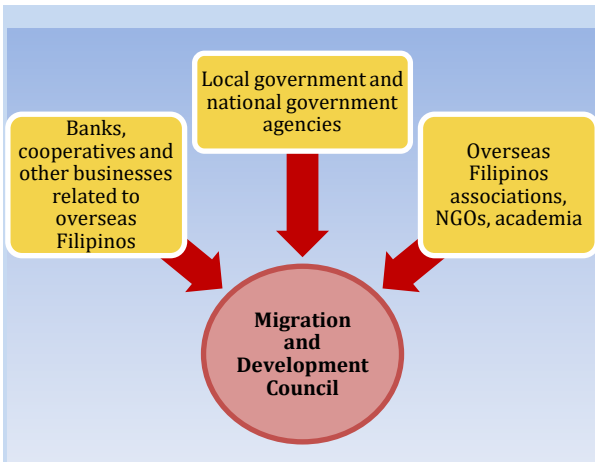
Box 12: An Inclusive Approach to the Integration of People Experiencing Human Mobility in Ecuador

This project has pioneered an innovative and successful migration management model for the inclusion and integration of migrants, displaced persons and refugees through the mainstreaming of migration into provincial and local development planning. This was achieved through the provision of tailored capacity-building and technical and financial support to strengthen the **Human Mobility Unit (HMU)**. The HMU is a dedicated unit within the government that provides legal, social and labour insertion services to migrants and displaced persons to ensure their social, economic and cultural inclusion in society. At the same time, the HMU is responsible for ensuring the mainstreaming of migration across all sectors of the government and supporting the municipalities of the region to do the same. Thus, this mainstreaming approach improves migration management through enhanced direct and gender-sensitive service provision to migrants as well as through ensuring that other policies and sectors integrate the issues of human mobility for policy coherence.

The HMU is also a clear reflection of the human-rights-based approach that the government applies to migration management whereby services and support ensure that migrants have equal access to and protection of their rights as Ecuadoran nationals. These services included tailored psychosocial counselling, labour inclusion orientation and legal counselling. Moreover, the Human Mobility Unit has designed and implemented a methodology for economic inclusion of people in human mobility through self-employment in micro business, with a gender perspective. In addition, the Provincial Government of Pichincha signed an agreement with the Ministry of Labour to have the National Job Search System localized at the territorial level within the province and thus adapted to the local demands and labour supply of all citizens in the province. The Human Mobility Unit also supports the municipalities of Pichincha in applying the same approach through capacity-building and technical support.

The success of this project has led the national authorities to endorse Pichincha's migration management model and its replication in other provinces through the Consortium of Provincial Governments of Ecuador. Moreover, based on the experience of the two JMDI projects in Ecuador, the new national law on human mobility acknowledges the importance of working locally in migration and development. In this regard, we have seen that a bottom-up approach that is in line with and supported by the priorities of national authorities can benefit local and national policymaking and ensure that migration is considered to be a key development driver.

Following capacity trainings on mainstreaming migration and development into the governance of local authorities in the Bicol Region in the Philippines, 10 local governments passed ordinances or executive orders creating migration and development councils or working groups. In addition, one regional committee on migration and development (CMD) was created that saw the participation of 14 regional agencies, 10 provinces and cities and six migrant organizations. This exemplifies how mainstreaming processes can further institutionalize local structures and mechanisms to promote migration and development. Country offices should recognize that the gender composition of such institutions is critical.



Box 13: The Provincial OFs-ReD Migration and Development Council

In the framework of the Overseas Filipinos Diaspora Remittances for Development: Building Future Back Home (OFs-ReD) project—implemented by UNDP Philippines in partnership with the Commission on Filipinos Overseas, the Philippines’ National Economic Development Authority and the Western Union Foundation—the Governor of Ilocos Norte established the provincial Migration and Development Council (MnD Council).

The Migration and Development Council is a multi-stakeholder mechanism led by the provincial government; its 15 members represent a variety of institutions. The Council develops migration and development initiatives, coordinates various initiatives, serves as referral

system and operates as a ‘clearing house’.

Even though the focus of the Council is on tapping into the development potential of overseas Filipinos’ remittances, it is meant to respond to requests for assistance to address other challenges faced by Filipinos abroad and their families, especially those in distress, through a referral system. The Council is also set to integrate migration into the provincial development plan and it is supposed to recommend and advocate remittance-related policies.

Facilitating Meaningful Participation of Target Populations

The human-rights-based approach to development planning demands meaningful youth- and gender-sensitive public participation, inclusion and access to/demand for information. For this reason, institutional mechanisms for multi-stakeholder participation and coordination may include a wide range of additional stakeholders. A stakeholder can be an individual, a community, a group or organization with an interest in the outcome of an intervention, either as a result of being affected by it positively or negatively or as a result of being able to influence the intervention positively or negatively. Stakeholders can have different levels of interest, different motivations and different levels of power and influence. Giving male and female migrants and refugees a voice and coming up with projects that work not only ‘for’ them, but also ‘with’ them is paramount. In this recent report on large flows of refugees and migrants, the UN Secretary-General stresses:

Inclusion is not accomplished by States working in isolation. There should be the broad engagement of a wide range of actors to include refugees and migrants. Local civil society organizations, faith communities, the private sector, the media, national human rights institutions and refugees’ and migrants’ associations should be encouraged to play more active roles, and Member States should build partnerships with them. (United Nations 2016, para 66)

Meaningful stakeholder participation involving male and female migrants, refugees, IDPs and trafficking survivors can lead to particular challenges that municipalities and UNDP country offices designing human mobility-related local development initiatives need to address systematically:

1. Migrant women and men in irregular situations, asylum seekers, refugees, and trafficked and stateless persons are generally formally excluded from participatory processes in their countries of residence. Involving them in planning processes can be not only politically but also practically challenging if such populations fear that their status might become exposed. Even though IDPs are formal citizens, their *de facto* disenfranchisement and their lack of organization often lead to an inability to participate in planning processes. Special attention should be given

to ensure youth's³⁰ and women's participation and to recognize their active roles in all forms of stakeholder participation.

2. Immigrants, emigrants, refugees, asylum seekers, IDPs, trafficked persons and trafficking survivors are often not organized in meaningful associations that can claim a certain degree of representativeness, which makes it hard to select appropriate interlocutors. Inclusive local democratic institutions, such as immigrant and integration councils, can promote migrant and refugee participation. UN-ACT-supported 'survivor gatherings' in Myanmar empower trafficking survivors to give comfort and advice to each other and enable them to directly engage with policymakers to inform decisions affecting their lives. The Joint Programme on Conflict Prevention, development of agreements and peacebuilding for IDPs in Chiapas State created three inter-institutional 'dialogue spaces' to respond to specific needs of over 5,000 displaced families for the prevention of conflict and the search for long-term solutions. However, it is paramount to avoid tokenism. These groups are regularly heterogeneous populations with important ethnic, linguistic and cultural differences, as well as different needs, vulnerabilities and potentials. Endeavours to select representatives also have to consider the impacts on power dynamics, stability and security within these populations and the representation of migrant, stateless, refugee and IDP women and men, as, for example, many cultural diaspora associations are led by male migrants.
3. Emigrant and diaspora populations are not present *in situ*, which can hinder their involvement. Sometimes, online or written consultations or consultations during government-organized diaspora days or during times when emigrant men and women commonly visit their home country provide opportunities. In the Philippines, Migrant Resource Centres regularly create migrant and family organizations that act as interlocutors with local authorities. During the implementation of the Migration and Local Development Project, UNDP Moldova consulted over 5,000 migrant men and women to identify local priorities. Local authorities in this project also established hometown associations that convene male and female migrants who live in different parts of the world but who originate from the same municipalities.
4. Whereas municipalities in several parts of the world organize annual diaspora days and fairs, these often do not provide meaningful platforms for interaction between local actors and diaspora populations.

Fostering Partnerships and Collaboration

To implement the programming options set out in this Guidance Note, UNDP can build partnerships across a wide range of organizations, sectors and disciplines to strengthen the linkages between migration, mobility and development. Key partnerships are needed with governments at all levels; international, national and local action groups; youth organizations, local communities and migrants/diaspora organizations; donor partners; development organizations, including other UN and non-UN organizations; international financial institutions (IFIs); and the private sector.

Among the international organizations, UNDP will collaborate with all member agencies of the Global Migration Group (GMG). It will seek specific collaboration with the International Organization for Migration (IOM), the International Labour Organization (ILO) and the International Centre for

³⁰ The Compact for Young People's Participation in Humanitarian Action that was launched at the 2016 World Humanitarian Summit and signed by UNDP stresses the need for systematic engagement and partnership with youth in all phases of humanitarian action through sharing of information and involvement in decision-making processes. The Compact is available at http://www.unfpa.org/sites/default/files/event-pdf/CompactforYoungPeopleinHumanitarianAction-FINAL_EDITED_VERSION.pdf

Migration Policy Development (ICMPD) on policies and programmes towards mobile populations and migration governance; with UNHCR, UNCDF, UNCTAD, IFAD and the World Bank on the management of savings, investments and remittance products at the local level; with UNHCR and IOM on refugee populations; with OHCHR on human rights of migrants and their discrimination; with UNODC, ILO and IOM on issues related to human trafficking; and with UN-HABITAT on urbanization and municipal planning, among others.

UNDP will liaise with relevant international financial institutions, including the World Bank Group, European Investment Bank, Islamic Development Bank, Eurasian Development Bank, Council of Europe Development Bank and KfW Development Bank, amongst others, to explore potential cooperation on joint research and project implementation. This will be especially with regard to (1) linking local development to responses to inflows of people, (2) financial inclusion of migrant men and women and their families and (3) harnessing diaspora contributions for development.

UNDP can also draw on its experience from several joint programmes. This includes:

1. UNDP-IOM Joint Programme on Mainstreaming Migration into National Development Strategies, which integrates human mobility into development strategies in eight countries; global knowledge products demonstrating meaningful collaborations with all GMG agencies; and specific partnerships at the country level that also include collaborations with UN Women and other agencies.
2. The global inter-agency programme Joint Migration and Development Initiative (JMDI), led by UNDP in partnership with IOM, ITC-ILO, UN Women, UNHCR, UNFPA and UNITAR, focuses on the local dimension of migrants' contributions to development and aims to maximize the potential of migration for local development.
3. UNDP's collaboration with UNHCR and other agencies for the Regional Refugee and Resilience Plan (3RP) in response to the Syria crisis (see Box 5).
4. Joint Programme Migrants in Transit in Mexico collaboration with several agencies under the auspices of the UN Trust Fund for Human Security.
5. Joint Programme on Conflict Prevention, development of agreements and peacebuilding for internally displaced persons (IDPs) in Chiapas State that is implemented in cooperation with UNICEF, UNODC and UNESCO.
6. Fifteen joint programmes on Youth, Employment and Migration (YEM) that were implemented under the MDG Achievement Fund with a wide range of partner agencies.

UNDP country offices can also determine which local policymakers – such as mayors and persons on city councils – are immigrants, refugees or returnees and collaborate with them to strengthen the human mobility aspects of municipal public policies. Municipalities and UNDP country offices may also seek to establish relevant city-to-city partnerships with major cities of destination or origin of migrants that may be critical for certain programming options.

Relevant cooperation includes partnerships with academia and research institutions. UNDP collaborated with researchers at Columbia University and the University of Tunis on the first study of the impact of diaspora investments, comparing diaspora and other foreign direct investments. Under the auspices of the Ministry of Human Rights and Refugees and with support from UNDP Bosnia and Herzegovina, several roundtables and research workshops enabled local and national government officials to learn from scientific studies on migration and development.

Enhancing the Participation of Municipal Governments in National-Level Policymaking on Human Mobility

As highlighted in the Introduction and throughout this Note, municipal governments often have more direct exposure to human mobility and its impacts. Their experiences are important for well-informed national policies that affect human mobility. However, the voices of municipalities are regularly absent from national policy debates on immigration, emigration, refugees and diaspora contributions. Development partners also tend to focus on national-level projects, often ignoring the importance of implementing city-level interventions.

To close the ‘local voice gap’, UNDP will support local governments to participate in provincial and national-level policy processes related to immigration, emigration and IDPs, including through local government associations such as leagues of mayors. UNDP will equally seek to give municipal governments a stronger voice in regional and global discussions like the Global Forum on Migration and Development and through the Global Mayoral Forum on Human Mobility, Migration and Development.

Promoting Decentralized Cooperation for Migration and Development

Decentralized cooperation, understood as international cooperation activities carried out between two or more local or regional authorities and their sectoral branches,³¹ can foster international collaboration on migration and development throughout the migration cycle. Given the bottom-up approach linked to decentralized cooperation and given the spontaneity of interactions and solidarity among the actors involved, decentralized cooperation has been duly recognized as a key component of foster local development. With increasing globalization, advanced information technologies and global mobility in general, migrants now interact with and have an impact on their territory of origin and territory of destination. Decentralized cooperation efforts need to consider this ‘transnationalism’ of migration, whereby decentralized partners between migratory corridors can work together in a spirit of horizontal partnership to manage the entire migratory cycle.

UNDP can help to establish partnerships in which municipalities work together across territories to provide the necessary support, services and opportunities for growth and development on both sides, in an integral and complementary manner, for more effective migration management that can foster local development. This translates into working together on providing pre-departure orientation and preparation for the move, receiving migrants and displaced persons, attending to their most urgent needs and ensuring their long-term integration through fair access to services and support. It also requires working together to facilitate and prepare for migrants’ return, if they so choose, to ensure their successful reintegration. This can be enhanced further if decentralized actors engage with diaspora and migrant associations. Involving their wealth of knowledge, ideas, investments, remittances, social networks and cultural heritage can improve decentralized cooperation.

³¹ JMDI. 2015. MY JMDI Toolbox training materials on migration and local development.

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Annex 1: Terminology on Human Mobility

Human mobility encompasses various forms of movements. People cross internationally recognized borders or shift within administrative districts. Their movements may be labelled forced or voluntary, economic or environmentally induced migrations. From a development perspective, any form of human mobility can have important development consequences for stayers and movers (UNDP 2009). However, it is equally important to recognize the legal, data and development ramifications of different categories of human mobility.³²

International migrant

For international statistics, a person who resides outside his or her country of birth for one year or more, irrespective of the motivation to move, is counted as an ‘international migrant’. While there is currently no universally agreed definition for this term, ‘migrants for employment’ and ‘migrant workers’ are defined as “a person who migrates from one country to another, with a view of being employed otherwise than on his [or her] own account”.³³ For the purpose of this Guidance Note, unless otherwise stated, an international migrant denotes a person who has decided to voluntarily move from one country to another to stay, reside and/or work, while displaced populations can include forcibly displaced, asylum-seekers, refugees and internally displaced persons (IDPs). Government policies and laws often differentiate international migrants by their legal status. Thus, there might exist legal and public policy differences for immigrants with permanent immigration status, temporary and seasonal migrants or for migrants in an irregular situation. The latter refers to individuals who entered the country without state authorization, who overstayed their visas or who violate employment restrictions of their immigration authorization.

Internal migrant

Internal migrants are persons who move without crossing an internationally recognized border. However, there is no acknowledged definition of what constitutes internal migration. The only systematic global comparisons measure persons who cross some administrative boundaries, such as regions, provinces or districts. For this reason, the division into administrative entities has a significant impact on such measurements that are not always very useful from a policy and programming perspective. While distance matters, this is generally not reflected in terms and measurements (Lucas 2015; United Nations Population Division 2013).

Refugee

The 1951 UN Convention on Refugees and 1967 Protocol—as well as regional refugee norms—define a refugee as a person who “owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his or her nationality, and is unable to, or owing to such fear, is unwilling to avail himself of the protection of that country”. Regional refugee definitions, namely the 1969 Organisation of the African Unity Convention and the non-binding 1984 Cartagena Declaration, also regard groups of people as refugees those who flee because of external aggression, occupation, foreign domination or events seriously disturbing public order. An asylum-seeker is a person who is seeking refugee status in accordance with the 1951 Convention or a related instrument.

³² For a comprehensive glossary on migration, see IOM (2011).

³³ See the ILO Migration for Employment Convention (Revised), 1949 (No. 97), Article 11, the ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), Article 11 and the International Convention on the Protection of All Migrant Workers and Members of Their Families, 1990, Article 2(1).

Stateless person

The 1954 Convention relating to the Status of Stateless Persons sets out the criteria for statelessness in international law. A stateless person is an individual who is “not considered as, or a national by any State under the operation of its law” and consequently lacks the protections flowing from citizenship.³⁴

Trafficked person and survivor of human trafficking

The 2000 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention on Transnational Organized Crime, defines trafficking in persons as “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”³⁵ The existence of the means listed above is irrelevant where the person affected is a child. ‘Trafficked persons’ are those that are exposed to a situation of human trafficking, whereas ‘trafficking survivors’ are persons that have exited such conditions.

Diaspora

In line with government policies in many parts of the world, this Guidance Note will also reference diaspora populations as populations that encompass all persons who originate from a certain country, self-identify with that country and maintain a meaningful cultural and social relationship with it.³⁶ This includes citizens and non-citizens of the home country as well as first- and second-plus-generation emigrants. For policy discussions and statistics, all persons with a certain ancestry are generally considered as belonging to ‘the diaspora’, while the actual link between such communities and their ancestral homeland have to be considered in the design and implementation of specific policies and programmes.

³⁴ See UNHCR. 2012. Guidelines on Statelessness No. 1: The definition of "Stateless Person" in Article 1(1) of the 1954 Convention relating to the Status of Stateless Persons, HCR/GS/12/01.

³⁵ See the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, 2000 (2003), Article 3(a).

³⁶ Naujoks, Daniel. 2013. *Migration, Citizenship and Development*. New Delhi: Oxford University Press, p. 12.