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White **Paper**

- mainstreaming migration into local development planning and beyond

International Organization for Migration (IOM)
Joint Migration and Development Initiative (JMDI)

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The drafting process was undertaken in close cooperation with an expert steering committee, which provided valuable content and feedback to ensure the relevance and accuracy of the various local contexts examined. In addition, the steering committee was instrumental in guiding the elaboration of the policy recommendations contained in this White Paper.

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Foreword

Migration governance does not evolve as quickly as migration itself, and decentralization patterns throughout the world have led to the emergence of local actors as key stakeholders of migration policymaking. Local and regional authorities are indeed among the most dynamic and innovative policymakers, working in the closest proximity with the reality of the field, while responding to the challenges and opportunities brought by migration. As policymakers and service providers, they are at the forefront of managing migration dynamics for inclusive growth and local development.

Yet, their pivotal role is barely recognized at the national and international levels and, as a result, local and regional authorities are often excluded from the roundtable of global migration governance. Similarly, their innovative approaches to migration remains largely under recognized, which makes it difficult to build on the good practices and lesson learnt of the plethora of existing local initiatives and policies. This is highly regrettable as, when it comes to integrating migration into policy planning, the local level is essential for ensuring policies are duly implemented at the grass roots level.

It is within this context that this White Paper aims to raise awareness on the local and regional authorities' actions in migration and development for their acknowledgement as key stakeholders of migration governance and of development. Through the analysis of various migration and development related policies and initiatives around the word, the White Paper aims to answer a simple question: what are the key success factors that allow for the integration, or mainstreaming, of migration into local development planning?

Such a challenging question could only be responded to through an integral collaborative effort. This is why this White Paper was developed within the framework of the Joint Migration and Development Initiative (JMDI), an EU-SDC funded interagency programme led by UNDP in strong partnership with IOM, ITC-ILO, UN Women, UNHCR, UNFPA and UNITAR. The participation of a steering committee composed of representatives of local authorities, migrant associations and civil society organizations, also provided valuable contributions to IOM and the JMDI throughout the research and drafting process.

We hope that this Paper will mark a milestone in reaching global acceptance and support for a form of partnership that gathers local, regional, national and international institutions around the complex topic of migration and development.

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List of **Acronyms**

AA	Asylum Access
ACIM	Agence pour la Coopération Internationale et le développement locale en Méditerranée (Agency for the International Cooperation and local development in the Mediterranean)
ADEL	Agency of Local Economic Development
ADO	Agence de l'Oriental (Agency of L'Oriental)
AFD	Agence Française de Développement (French Development Agency)
ANAPEC	L'Agence nationale de promotion de l'emploi et des compétences (The National Agency for the Promotion of Labour and Skills)
ARCES	Associates in Research and Community Empowerment Services
ARDS	Regional Development Agency of Sedhiou
ASSRC & CLG	Ateneo de Naga University
BAOS	Bureau d'Accueil, d'Orientation et de Suivi des Actions de Réinsertion des Émigrés (Office of Welcome, Orientation and Support for the Reinsertion of Emigrants)
BCI	Bureau cantonal pour l'intégration (Office for Integration and Prevention of Racism)
CACOF	City Advisory Committee on Overseas Filipinos
CADO	Collectif d'Associations de migrants pour le Développement de l'Oriental (Associations for the Development of Oriental [Morocco])
CCCI	Cantonal Consultative Chamber of Foreigners (Switzerland)
CCCI	El Consejo Cantonal de Coordinación Institucional (Cantonal Council for Inter-institutional Coordination [Costa Rica])
CCME	Conseil de la communauté marocaine à l'étranger (Council of the Moroccan Community Abroad)
CDL	Directorates of Local Governments
CDMYPE	Centro de Desarrollo de Micro y Pequeñas Empresas (Centre for Development for Micro and Small Enterprise)
CDT	Comités de Desarrollo Turístico (Tourism Development Committees)
CECP	Equal Opportunity and Parity Committees
CENDEROS	Centro de Derechos Sociales del Migrante (Centre for the Social Rights of Migrants)
CeSPI	Centro Studi di Politica Internazionale (Study Center of International Politics)
CFO	Commission on Filipinos Overseas
CIADEL	Comité Interinstitucional de Apoyo al Desarrollo Económico Local (Inter-institutional Support Committee for Local Economic Development)
CIC	Citizenship and Immigration Canada
CNCE	Council for the Citizenship of Foreigners
CNSS	La Caisse Nationale de Sécurité Sociale (The National Social Security Fund)
COIA	Canada–Ontario Immigration Agreement
CONAMYPE	Comisión Nacional de la Micro y Pequeña Empresa (National Commission for Micro and Small Enterprises)
CONGOPE	Consorcio de Gobiernos Autónomos Provinciales del Ecuador (Consortium of Autonomous Provincial Governments of Ecuador)
CONMIGRANTES	Consejo Nacional para la Protección y Desarrollo de la Persona Migrante y su Familia (National Council for the Protection and Development of Migrant Persons and their Families)
CRI	Centre Régional d'Investissement de la Région (Centre of the Regional Investments)
CRS	Regional Council of Sédhiou
DC	decentralized cooperation
DDCS	Department Division of Social Cohesion
DILG	Department of the Interior and Local Government
DMP	diaspora and migration policy
DP	public defender
DPE	Department of the Ombudsman
DSS	Department of Social Services
EATS	Equity and Authenticity for Territories in Solidarity
ECOPTER	Ecole opérationnelle des produits du terroir méditerranéen (Operational school for local Moroccan products)
EIC	Equality, Integration and Citizenship Mission
EU-MIA	European Migrant Integration Academy
FAISE	Fonds d'Appui à l'Investissement des Sénégalais de l'Extérieur (Fund for the Support of Investments Abroad)
FAS	Fundación Ambiente y Sociedad (Foundation Environment and Society)
FE	Fundación Esperanza (Hope Foundation)

FOM	Federal Office for Migration
GADP	Autonomous Provincial Government of Pichincha
GE@W	Global Experience @ Work Project
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
HIAS	Organización Hebrea de Ayuda a Inmigrantes y Refugiados (Hebrew Support Organisation for Migrants and Refugees)
HOM	Help Office for Migrants
HRA	human resources administration
IAMM	Institut Agronomique Méditerranéen de Montpellier (Institute of Mediterranean Agronomy of Montpellier)
ICE	Immigration and Customs Enforcement agency
IDNYC	Identification Document of New York City
ILO	international labour organization
INSEE	Institut national de la statistique et des études économiques (National Institute of Statistics and Economics Studies)
IOM	International Organization for Migration
JMDI	Joint Migration and Development Initiative
LCE	local chief executive
LGUs	local government units
LIEPR	Cantonal Law on the Integration of Foreigners and Prevention of Racism
LIPs	local immigration partnerships
LRAs	local and regional authorities
M&D	migration and development
M&E	monitoring and evaluation
MACI	Ministry of Citizenship and Immigration
MCMRE	Ministère chargé des marocains résidant à l'étranger (Ministry of Moroccans Residing Abroad)
MD	migration et développement (migration and development)
MDCD	Migration Développement Citoyenneté et Démocratie (Migration Development Citizenship and Democracy)
MOIA	Mayor's Office of Immigrant Affairs (US)
MOIA	Ministry of Overseas Indian Affairs (India)
MRE	Marocains résidant à l'étranger (Moroccans residing abroad)
NEDA	National Economic Development Authority
NORKA	Department of Non-Resident Keralites' Affairs
NRKs	non-resident Keralites
OCHIA	The Office of Citywide Health Insurance Access
OEI	Organization of Ibero–American States
OFII	Office Français de l'Immigration et de l'Intégration (French Immigration and Integration Office)
OFs	overseas Filipinos
PACA	Provence-Alpes-Côte d'Azur
PCD	plan communal de développement (communal development plan)
PDHU	Plan de Desarrollo Humano de Upala (Upala Human Development Plan)
PEDCU	Plan Estratégico de Desarrollo Cantonal (Strategic Plan for Upala Cantonal Development)
PIC	Programme d'Integration Cantonal (Cantonal Integration Programme)
PNIP	people in need of international protection
QLIP	Quinte Local Immigration Partnership
QUIS	Quinte United Immigration Services
QRIAC	Quinte Regional Immigration Advisory Committee
SEM	Swiss State Secretariat for Migration
SII	Immigration and Integration Services
SJR	Servicio Jesuita a Refugiados (Jesuit Service for Refugees)
TWG	technical working groups
UAM	Universidad Autónoma de Madrid (Autonomous University of Madrid)
UNDP	The United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees

Part 1
Introduction

"Given the profound local dimension of migration and historically unsurpassed rates of urbanization, it is clear that LRAs, and other local agents who provide assistance and support in managing migration, are fast becoming crucial actors in migration governance. Focusing on the impact of migration on local development and vice versa is also all the more important as the local dimension of development becomes increasingly essential."

During the last two decades, the discourse on the link between migration and development (M&D) has become increasingly important within the international arena, sparking several international forums.[1] International working groups, such as the Global Migration Group (GMG), also contributed to shaping the migration and development (M&D) agenda, while at a national level several countries have put in place dedicated ministries in charge of engaging with their diaspora and developing M&D policies. The relationship between migration and sustainable development is also now prominently reflected in the 2030 *Agenda for Sustainable Development*,[2] which underlines how migrants contribute to development, and how better governance of migration can reduce global inequalities. This is also clearly reflected in the *Financing for Development* outcome document from the Addis Ababa Third International Conference,[3] in which the international development community has committed to ensuring the economic benefits of migration are fully harnessed.

The acknowledgement that migration is a cross-cutting issue, affecting and being affected by a variety of sectoral policies, led the GMG to publish the handbook *Mainstreaming Migration into Development Planning* in 2010.[4] The objectives of the handbook are to identify modalities to integrate migration into sectoral policies, such as health, education and environment. This approach is being operationalized by the International Organization for Migration and the UN Development Programme in eight countries.[5]

However, in the global approach to migration and development, greatest attention has been given to national policies and actors, leaving aside important, numerous and extremely creative institutional actors, namely local and regional authorities (LRAs). With focus and priority for the management of migration traditionally given to national actors, it is only very recently that the international community has started to recognize LRAs as important actors in the field of migration and development. The Joint Migration and Development Initiative (JMDI)[6] is a pioneer in this field. The JMDI, which started operations in 2008, has shown that initiatives that have a strong anchorage with local authorities and local development priorities have a more far-reaching and sustainable development impact. For this reason, since 2013 the JMDI has focused its work on this specific dimension, building on the opportunities to effectively connect migration and development in a local context.

These local dynamics are all the more important given that migrants tend to migrate between specific territories, creating broadly varied local migratory contexts. The majority of migrants and displaced populations are moving to urban areas, as per the global trend (more than half of the world's population now lives in urban areas). Indeed, some 60 per cent of the 14.4 million refugees worldwide and 80 per cent of the 38 million internationally displaced persons (IDPs) are thought to live in urban areas.[7] Local and regional authorities thus find themselves at the forefront in dealing with the effects of migration

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[1] Among the most important: 1994 Cairo Conference, High Level Dialogues on M&D within the UN General Assembly in 2006 and 2016, the Global Fora on Migration and Development, ongoing since 2007.

[2] Available from Sustainable Development and Knowledge Platform, https://sustainabledevelopment.un.org/post2015/transformingourworld.

[3] United Nations, Adis Ababa Action Agenda of the Third International Conference on Financing for Development (Adis Ababa Action Agenda) (New York, 2015).

[4] Global Migration Group (GMG), Mainstreaming Migration into Development Planning: A Handbook for Policy-makers and Practitioners (Geneva, 2010).

[5] Mainstreaming Migration into National Policy Planning is an IOM-UNDP Project funded by the Swiss Agency for Development and Cooperation. It is operationalized in Bangladesh, Ecuador, Jamaica, Kyrgyzstan, Moldova, Morocco, Serbia and Tunisia.

[6] The JMDI is an interagency programme funded by the European Commission and the Swiss Agency for Development and Cooperation. Managed by UNDP and implemented by the IOM and the International Training Centre of the ILO (ITC-ILO) with UN Women, UNHCR, UNFPA and UNITAR, the programme focuses on the local links between migration and development.

[7] United Nations Conference on Housing and Sustainable Urban Development, Habitat III Issues Papers (New York, 2015). Accessed from http://migration4development.org/sites/default/files/habitat-iii-issue-paper-2_2_migration-and-refugees-in-urban-areas-2.0.pdf.

at the local level, where the impact of migration is most strongly felt. This results in an increased responsibility for addressing a wide range of issues related to integration, reintegration, legal protection, education, public order, economic development and health. Given the profound local dimension of migration and historically unsurpassed rates of urbanization, it is clear that LRAs, and other local agents who provide assistance and support in managing migration, are fast becoming crucial actors in migration governance. Focusing on the impact of migration on local development and vice versa is also all the more important as the local dimension of development becomes increasingly essential. Persisting inequalities exist not only among different countries, but also within countries, forcing us to go beyond comparing national data. Urbanization patterns, climate change and environmental change require local adaptation and resilience – building from the bottom up. These trends are transforming the development landscape and call for new, broader partnerships that include migrants and their associations.

As evidenced by the experiences of the JMDI, cities have become important learning and implementation laboratories for migration practitioners, where local administrators develop practical solutions and apply inventive approaches to migration management for development. Of particular interest, LRAs have initiated innovative partnerships with peers and with non-State actors, and are taking a service-oriented approach upon which a new pragmatic paradigm to migration management can be built for: (a) integrating human mobility into development dynamics and planning; and (b) positively impacting development and minimizing the negative effects of migration. Indeed, through the services they deliver to local populations, LRAs facilitate migrants' access to rights, benefits and services.

The close proximity of LRAs to their constituencies, as well as their direct experience in implementing policy, their potential to initiate multi-stakeholder dialogue and participatory decision-making, and their range of skills in spatial development planning, make them important and, certainly, the missing piece in the migration management puzzle. Furthermore, the experiences of the JMDI have shown that local authorities can play a role in strengthening social cohesion, including fostering links between migrants' territories of origin and of destination, using migrants as bridges between territories connected by migration flows.

This local dimension is increasingly being captured and supported through the organization of international events such as the Global Mayoral Forum on Migration, Human Mobility and Development[8] and the Conference on Migrants and Cities[9] (2015), while IOM's 2015 flagship publication, the *World Migration Report*, focuses on "Migrants and Cities". These initiatives are fundamental in ensuring the presence of local voices in international policy discussion, while also feeding local initiatives through an exchange of experiences.

In the framework of the new 2030 *Agenda for Sustainable Development*, both the IOM and the JMDI address their belief that local authorities have a role to play in implementing and monitoring the outcomes. This was also an underlying reason for developing this White Paper, providing an initial document to accompany the ongoing global processes in which LRAs are increasingly involved and to promote this involvement. In doing so, the role that LRAs already play in addressing the link between migration and development is recognized. The recommendations formulated by this White Paper provide a conceptual framework for realizing this objective, emphasizing the role of local authorities as key actors in M&D.

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[8] The first edition took place in Barcelona in 2014 and it will be followed by a second edition in Quito in 2015 and a third in Quezon City in The Philippines in 2016.

[9] Organized by IOM as a high level event in the framework of the International Dialogue on Migration (IDM), gathering local and national authorities from around the globe.

Objectives and approach of the White Paper

The overall objective of the Paper is to develop and articulate an understanding of what mechanisms, actors and parameters are mobilized when migration is integrated into local policy making. The Paper provides a broad and realistic picture of these mechanisms, highlighting the similarities found while respecting the unique contexts across territories.

A thorough analysis of what has been done thus far to mainstream migration into local initiatives, services, activities and/or policies allows for the identification of functioning practices and lessons learned, as well as similarities among and differences between the processes applied locally in different settings around the globe. It is important to develop a picture of working processes and lessons learned and related recommendations based on existing experiences to guide future mainstreaming exercises in other comparable settings and locations. This will not only have great value in territories where such mainstreaming is envisaged, but will also contribute to increasing the support of national and international policymakers for the implementation of initiatives focusing on the territorial level. The approach adopted in this White Paper is therefore driven by three main considerations:

1. Recognizing that the relevance of the local level lies in its proximity to socioeconomic realities, but also in the contextualization that this proximity offers. The White Paper will not attempt to establish rules or standards about how to implement the mainstreaming mechanisms under analysis. For example, while this paper stresses that mechanisms ensuring migrant participation are crucial in the establishment of local mainstreaming policies, it also recognizes that the modalities, both formal and informal, of such mechanisms vary greatly across territories. In other words, the White Paper does not aim to standardize these mechanisms, but instead recognizes the benefits of diversity and creativity.

2. Acknowledgment that the links between migration and development are complex and nonlinear: migration and development have an influence on one another, and this influence can be positive as well as negative. This recognition prevents the analysis from defaulting to a simplistic approach, where migration is solely understood as a driver of development, and remittances and entrepreneurship are the main focuses of M&D policies.

3. The analysis is based on an inclusive definition of "human mobility", rather than on restrictive approaches based on flux directions or statistical definitions. In other words, the policies and mechanisms examined in this document are not analysed under the limiting categories of global North or South, nor as "sending", "transit" or "receiving" territories. This approach recognizes the transnational and varying nature of human mobility.

What is meant by "mainstreaming migration into local policy planning"?

For this White Paper, in agreement with the definition provided by the Global Migration Group (GMG, 2010) and taking into account an e-discussion organized by the JMDI through its M4D Net platform,[10] "mainstreaming" is to be understood as a process aimed at inserting migration as a parameter across different policy areas, through multi-stakeholder and multi-level mechanisms.

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[10] The report of the e-discussion is available at www.migration4development.org/sites/default/files/consolidated_reply_eng_final.pdf.

Beyond economic and social dynamics, where the link with migration has long been widely acknowledged by policymakers, it is important to recognize that, depending on the context, there can be a strong connection between migration and other elements such as environment, health, education, employment and housing. This point was made during e-discussion organized by the JMDI. Therefore, mainstreaming migration into policy planning means recognizing its complex, global and transnational nature. This leads to the underlying objective of mainstreaming exercises: to bring coherence among policy areas that affect and are affected by migration.

What is meant by "local"?

This White Paper focuses on the local level and the key role of Local and Regional Authorities (LRAs) in managing migration for local development. "LRA" is used here in its broadest meaning to embrace the great diversity that exists across the globe when it comes to sub-national governance frameworks. Therefore, the focus of the White Paper is on any relevant level of sub-national governance that is in charge of or has established and implements initiatives aimed at integrating migration into policy planning. This level differs according to context: it can be exclusively municipal, as in the case of the New York Identity Card (see Part 4); it can be regional, as in the case of Kerala, India; or it can result from the coordination between different levels of governance, as in Bicol, Philippines. It should also be noted that this paper will not attempt to define which is the most relevant level; rather, relevance is determined by the possibility and by the necessity to develop a specific policy, but also by the way the policy is linked to other administrative levels and by other factors that differ from one setting to another (for example, historical, social and political factors).

It is also important to take into account that LRAs are not isolated entities. They are an integral part of wider national and regional realities with which they may interact in different ways, depending on the level of decentralization, existing coordination mechanisms and other factors.

Therefore, when analysing the different initiatives, this White Paper also analyses their institutional and decentralization contexts and the way different administrative realities are linked together, work together and coordinate their efforts.

Methodology for the development of the White Paper

To systematize the fundamental elements of mainstreaming mechanisms, this White Paper builds on a comparative analysis of a set of existing policies and initiatives, as well as on the experience of policymakers and practitioners in local M&D processes.

The information was therefore gathered through the following sources:

1. A selection of 13 local initiatives, which presented various approaches to mainstreaming migration into local policy planning. These initiatives represent the core of the data analysed in this paper, and are summarized in the case studies of Part 4.
2. The organization of an e-discussion through the JMDI M4D Net website, where a list of guiding questions allowed a wide range of M&D practitioners to share their views and experiences on mainstreaming migration into local development planning (the summary of the e-discussion is available at: http://www.migration4development.org/sites/default/files/consolidated_reply_eng_final.pdf
3. The establishment of a steering committee composed of local authorities and practitioners, both from public institutions and civil society, as well as representatives of international

organizations. The Steering Committee was not only responsible for reviewing and endorsing the White Paper, but also for sharing its experience and formulating the recommendations laid out in Part 3.

4. Interviews undertaken with key stakeholders such as members of the Steering Committee, JMDI focal points in the eight countries targeted by the programme and representatives of the initiatives studied.

To capture the essence of the selected mainstreaming initiatives, an analytical grid was applied to sort and synthetize the information. This analytical grid was based on the following main elements:

- Migratory context
- Institutional background to the initiative
- Decentralization context
- Triggering factors
- Actors
- Coordination mechanisms
- Objectives of the policy/initiative.

This allowed the identification of the key mainstreaming elements for each initiative, which in turn drove the synthesis and the systematization presented in Part 2. From the synthesis, the Steering Committee, after having enriched its content, formulated a series of recommendations, which are presented in Part 3.

It should be noted that the authors of the White Paper recognize that the scope of this study may not be sufficient to definitively systematize local mainstreaming mechanisms. Despite the great diversity of existing local policies that could be labelled "mainstreaming" according to the definition provided, they are very difficult to identify through a desk review. Such a mapping exercise would entail further research, including thorough field work, which is outside the scope of this paper. The experience shared by key stakeholders, the M&D practitioners that participated in the e-discussion and the expertise of the Steering Committee, together with the collected data, allow for an initial analysis that hopes to inspire future in-depth study, while providing the first crucial steps towards understanding the main features, importance, relevance and diversity of local mainstreaming mechanisms for development.

Part **2**

Results of the Analysis – A systematic approach to local mainstreaming processes

"The initiatives analysed in this paper show that most often the objectives of mainstreaming processes are directly related to the local migratory context. The broad objectives can be identified as follows:

- To facilitate the socioeconomic integration of migrants: mainstreaming approaches ensure that integration is understood as the promotion of inclusive societies where migrants are involved in the formulation of the many policies that cut across the process of integration.
- To build on the opportunities brought by diaspora: mainstreaming approaches avoid reductionist approaches based on economic factors and ensure that diasporas are considered for their whole set of transnational assets, and also for the challenges they face.
- To encourage decentralized cooperation: mainstreaming approaches ensure that decentralized cooperation also builds on the assets brought by migration.
- To comprehensively address important migration flows and adopt a rights-based approach."

The objective of this section of the paper is to provide a holistic picture of the process of mainstreaming migration into local development planning.

This synthesis is based on three complementary sets of information:

1) The policies and initiatives described in the case studies in Part 4;
2) The results of an e-discussion organized under the JMDI on the M4D Net website between 19 June and 24 July 2015 (a summary of the e-discussion is available at: www.migration4development.org/sites/default/files/consolidated_reply_eng_final.pdf);
3) Information provided by key stakeholders, of particular importance the exchanges during the Steering Committee meeting, as well as the bilateral communications that also contributed to the case studies in Part 4.

As mentioned in the introduction, "mainstreaming" is understood to be a process aimed at inserting migration as a parameter across different policy areas, through multi-stakeholder and multi-level mechanisms. This is the common thread that drives the analysis. This analysis aims to develop a general picture, balancing the necessity of systemizing the initiatives with the understanding that their richness and effectiveness resides in their diversity and integration in unique local realities.

Specificities of the local level

The definition of "mainstreaming" used in this paper broadly corresponds to the one outlined in the GMG handbook *Mainstreaming Migration into Development Planning*,[11] which applies more to national than local dynamics. While it is possible to build on the standard mainstreaming procedures that have been envisaged at the national level, mainstreaming at the local level involves a much greater variety of parameters.

Two key elements that strongly influence the mechanisms involved in mainstreaming exercises, and which explain the great variability of these mechanisms among the initiatives described in Part 4, have been identified as:

1. the modalities of the link between national and local institutions and policies; and
2. the different sub-national levels and their interrelation.

The modalities of the link between national and local institutions and policies

By definition, local or regional jurisdictions are included in a national territory; however, the modality of this inclusion varies considerably from one country to another, and even within a single country. Local policies and initiatives are designed and implemented in agreement with or following national policies and directives, but the way in which this is done is highly contextualized. There are multiple reasons for this, which can include inter alia, linguistic, historical and electoral factors. The following modalities of connection between national and local levels have been identified as determining factors in the migration mainstreaming process.

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[11] Global Migration Group, *Mainstreaming Migration into Development Planning: A Handbook for Policy-makers and Practitioners* (Geneva, International Organization for Migration, 2010).

Decentralization

The level of decentralization directly influences the competencies held by LRAs. Although migration management policies are very rarely the responsibility of LRAs (exceptions can be found, for instance in Canada), the development of frameworks to manage opportunities and challenges related to migration are likely best addressed locally. In other words, while policies on admission, stay and access to the labour market are most often defined at the national level, the measures to directly deal with the tangible realities of migration are implemented at the local level. The level of decentralization does not affect the fact that part of the implementation of policies related to migration takes place at the local level, but rather whether the decisions on implementation are made locally or not (for example, defining policies and having access to a dedicated budget). The study shows that:

- **Mainstreaming exercises are not necessarily undertaken only in decentralized contexts**. The example of Souss Massa Drâa, developed in the Moroccan centralized context, illustrates a response to local needs and implementation according to local realities. In this context, centralization implies a vertical coordination with the central state in which modalities need to be negotiated.
- **A decentralized context does not mean that the whole policy is defined locally**. The Swiss example of Vaud shows how the means of implementation of a national policy are delegated to each single canton, who is responsible for defining a pertinent regional policy in agreement with the national policy. In this case, the dialogue with national authorities takes the form of a peer negotiation in which each party has its own share of sovereignty, and the result is a policy agreed upon at both the national and local levels.
- While not a prerequisite for setting-up mainstreaming mechanisms, as highlighted in the e-discussion, **decentralization adds value to the whole mainstreaming process**, since LRAs are closer to their constituencies, possess better understanding of the needs of their communities and are better able to reach out and collectively pull actors and information together to feed into policy planning. In this sense, decentralization processes allow for more enhanced participation of all local actors, which means that policy design and implementation efforts will respond more accurately to local needs and thus be more effective.

Dialogue and knowledge sharing mechanisms between national and regional/local authorities

Regardless of the level of decentralization, the dialogue mechanisms that exist between national and regional/local authorities are key to the establishment of pertinent policies that are in line with both national priorities and local realities. These mechanisms aim to share, diffuse and manage information, as well as to facilitate negotiation and allow coherence between national and local policies. The nature of these mechanisms can be very diverse, as shown by the examples in Part 4. For instance:

In the Philippines, the Department of Interior and Local Government (DILG) ensures the local–national dialogue and sharing of information through *inter alia*, its National Bureau of Local Government Development, while the Regional Office of the National Economic Development Authority (member of the Regional Development Councils) ensures multilevel (national–regional–local) coherence. In this case, a context characterized by both decentralization and devolution ensures multilevel coherence.

In other contexts, dialogue is maintained through the governance model rather than through dedicated institutions. In France, the different regions, represented by their presidents, are brought together under the Association des Régions de France (association of France's regions). This ensures interregional dialogue as well as joint dialogue with the central State. Although this is a semi-institutional mechanism in France, as is the case of most parliamentary regimes, it is also characterized by a high degree of porosity between national and local representation through the parliament, the national assembly and the political parties.

The interrelation between different sub-national levels

The different levels of sub-national governance (for example, municipalities, districts, regions) and their respective roles and responsibilities also determine the way in which policies are designed and implemented. What we label as "local" is different from context to context, as are the responsibilities attributed to each sub-national entity. This implies that the way different levels of local governance interact influences the way policies are developed and implemented.

In the Swiss example, a national law introduced in 2007 determined the modalities of integration at the national level, leaving the responsibility to develop and implement a regional strategy to the cantons (regions). Prior to this law, integration had been dealt with by the municipalities, which were therefore more experienced than cantons. After the introduction of the new law, different cantons adopted different strategies. While the Vaud canton decided to work in cooperation with the municipalities, other cantons decided to impose their own strategies on their municipalities. This provides for very different policies and implementation means within the same national framework.

In France, the Nantes Council for the Citizenship of Foreigners (CNCE) is an exclusively municipal initiative implemented in metropolitan Nantes. However, another municipal service, the Equality, Integration and Citizenship Mission (EIC), is charged with ensuring the collaboration of the council with institutions at the national, regional and departmental levels.

It seems evident from the analysis of the initiatives, as well as from interviews undertaken with key stakeholders, that the way different local levels interact is also related to the model of decentralization adopted. Therefore, when talking about mainstreaming at the local level it is very important to take into account which local levels are involved, as well as the relationships among them.

Why are mainstreaming exercises undertaken at the local level?

While the policies and initiatives presented in Part 4 present great variety, factors triggering the establishment of mainstreaming mechanisms, as well as the objectives underlying these mechanisms, seem to be recurrent and not mutually exclusive.

Establishment of a new regional policy cycle

The preparation of a new local policy cycle or local development plan seems to be one of the occasions that allows LRAs to initiate a mainstreaming mechanism when migration is identified among the key features to integrate into the next policy cycle.

This is what happened in Kerala, India, where the establishment of the Kerala 2030 prospective plan, as well as the recognition of the importance of in, out and return migration, led to the designation of NORKA as the institution responsible for integrating migration into the perspective plan. Consultative processes have included dialogue with diaspora associations, policymakers, the civil society, among others, and have led to the determination of the strategic priorities related to migration. Norka-Roots, the field agency of NORKA, is in charge of implementation.

Changes in the national legislative framework

A change in the national policy related to migration can have repercussions for the local-level governance of migration and lead to the establishment of mainstreaming mechanisms. This happened

for instance in Switzerland, where a migration law adopted in 2008 led to the national harmonization of the principles related to migrant integration. In Vaud, as in other cantons, the institutional landscape of integration was modified, and the creation of the *Bureau cantonal pour l'intégration des étrangers et la prévention du racisme* (BCI) led to the establishment of consultative processes and eventually to the development of the cantonal programme for integration.

Changes in migration patterns

In recent years, migration patterns have changed significantly; the global economic crisis in 2008 has in some cases led to an increase in the return of migrants, while the progressive intensification of crises situations around the world has led to an increase in immigration from affected areas towards many European countries and others. Several countries have had to define policy responses to these changing patterns, and this has also had repercussions at the local level.

The initiative established in Pichincha, Ecuador, was implemented in a context of increased human mobility, including the arrival of returnees, economic migrants and persons in need of international protection, including refugees.

Changes in migration patterns can also mean the progressive intensification of migration and changes to the way migrants are perceived. In the example of Barcelona, Spain, the activities that led to the establishment of the city's intercultural plan began in the late 1990s, when the percentage of foreign-born population began to quickly increase. Similarly, the establishment of the Nantes Council for the Citizenship of Foreigners in 2003 followed an increase in immigration.

Up-scaling/replication/institutionalization of existing initiatives

Several of the initiatives analysed in this paper are the result of increasing acknowledgement of the importance of migration and of the progressive implementation of policies aiming to institutionalize this acknowledgement over several years.

The up-scaling of existing initiatives is the essence of the projects supported by the JMDI, which represent a good share of those presented in Part 4.

The regional mainstreaming exercise undertaken in the Bicol region, the Philippines, is an example of this up-scaling: building on the previous experience undertaken at the municipality level in Naga City, it was decided to adopt a similar strategy to scale it up to the regional level. In Sédhiou, Senegal, PAICODEL-S builds on the existence of the initiative Help Office for Migrants (HOM) and aims to strengthen it within the regional development agency in order to position it as a key actor in the institutionalization of M&D in the region. In La Unión, El Salvador, the activities of the Local Economic Development Agency (ADEL) were enriched by the integration of M&D into their local development activities. In the case of Quinte, Canada, policy measures implemented since the 1990s paved the way for the establishment of the Quinte Local Immigration Partnership, while the Milan for Co-Development initiative in Italy is inscribed into a framework in which both the State, the region Lombardia and the city of Milan have been promoting M&D activities and decentralized cooperation, especially with Africa, for some time.

These examples stress the importance of temporality: policies directly or indirectly derive from events or other policies anchored in the past. This point is essential, as it shows that to ensure the sustainability of policies, not only are budget and institutionalization processes essential, but so are

the historical and social context in which they are rooted. This reiterates the importance of considering the contextualization of mainstreaming policies in terms of local, social, economic, political and migratory dynamics.

Lack of coherence between national policies and local contexts

As previously mentioned, the lack of coherence between national policies and local realities can trigger the establishment of local dedicated policies. Inadequacies can exist for different reasons:

- The particular conditions in some localities: for instance, municipalities situated along a border (as in the case of Upala, Costa Rica) that require a specific transborder strategy;
- A lack of communication channels between local and national authorities;
- Difficulties in setting up a national legislative framework to deal with identified challenges compared to the relative facility to do so at the local level, as in the example of New York with the establishment of the New York ID card for all citizens, including undocumented migrants, in spite of national regulations.

External intervention

Finally, initiatives can be triggered by external interventions under the form of projects or programmes supported in the framework of development cooperation.

Bottom-up and top-down approaches

Another important aspect to mention is the level at which initiatives are triggered. The initiatives analysed in this paper include a variety of triggering actors, leading to either bottom-up or top-down approaches.

Top-down approaches can be, for instance, those aiming to directly implement national policies. In the case of Kerala, India, the integration of migration into the Kerala strategic planning follows its identification by the Kerala State Planning Board as a key factor for development, which led to the nomination of NORKA as the institution responsible for developing the part of the strategy related to migration. In the case of Switzerland, however, a top-down approach led the Vaud Canton to try to establish a more horizontal implementation of the policy by recognizing the longstanding experience of municipalities and involving them as much as possible, while in other cantons, the top-down model prevailed.

The most emblematic types of bottom-up approach are those initiated or advocated for by civil society or migrants themselves. The example of Souss Massa Drâa and L'Oriental, in Morocco, shows how initiatives implemented by civil society progressively led to their institutionalization. Similarly, in Milan, the Milan for co-development initiative was established by the municipality of Milan following positive experiences in decentralized cooperation projects implemented by migrants.

The case of New York City can also be seen as a bottom-up approach. It illustrates that local leaders with strong political capital can develop separate local practices that may contradict national/federal level policies. This is due to the highly diverse population of New York City (from a migratory context), but it can also be viewed as a political statement with national repercussions.

What are the objectives of mainstreaming processes?

The initiatives analysed in this paper show that most often the objectives of mainstreaming processes are directly related to the local migratory context. The broad objectives can be identified as follows:

- **To facilitate the socioeconomic integration of migrants**: mainstreaming approaches ensure that integration is understood as the promotion of inclusive societies where migrants are involved in the formulation of the many policies that cut across the process of integration.
- **To build on the opportunities brought by diaspora**: mainstreaming approaches avoid reductionist approaches based on economic factors and ensure that diasporas are considered for their whole set of transnational assets, and also for the challenges they face.
- **To encourage decentralized cooperation**: mainstreaming approaches ensure that decentralized cooperation also builds on the assets brought by migration.
- **To comprehensively address important migration flows and adopt a rights-based approach**.

What actors and what roles?

Based on the initiatives presented in Part 4, we can draw a broad classification of the different types of actors involved in local mainstreaming exercises and their respective roles. As mainstreaming requires coordination and coherence, the interaction between these actors will be addressed in the section on mechanisms on the following page. What is important to point out is that when the initiatives are developed and implemented at the local level, the range of actors can go from very local to international levels. Similarly, local mainstreaming exercises may address issues that go well beyond the local context, reflecting the intrinsic transnational nature of migration.

It is also important to mention the institutions and working groups created to support the initiative through consultations. These groups are consultative bodies often composed of representatives of all the actors, which ensures ownership and broad participation.

Type	Sub-type	Role in mainstreaming mechanisms	Example
National government institutions	Institutions in charge of ensuring national–local dialogue Ministries/departments in charge of sectoral policies	Sharing of information, coherence between national and local policies Sectoral policies and their implementation	Department of the Interior and Local Government (DILG) in the Philippines
Local government institutions	Municipalities, regional councils, and so on Technical institutions and services (including services created to lead the policy design and implementation)	Responsible for the whole regional/municipal policies Responsible for the implementation of policies and establishment of consultative processes; often act as focal points and leaders of the implementation	BCI in Vaud, Switzerland; municipality of New York
Civil society	Local, regional, national and international CSOs	Advocacy, expertize, service provision, consultation, fundraising	GRDE in Senegal
Migrants (including organizations)	Migrants abroad (diaspora) Migrants in the territory (including return)	Consultation, keeping the link, role in decentralized cooperation Consultation, service provision, link with home and host	M&D in Morocco
Private sector	Various (including media)	Various, including service provision, funding, communication	In Milan, the private sector is among the stakeholders of "Milan for co-development"
Academia	Academic institutions and training institutions	Data collection, capacity building	Universities in Barcelona
International	International and bilateral organization	Support or scale-up of existing initiatives, technical assistance, capacity-building, funding/fundraising	JMDI in scaling-up existing initiatives

What are the key mechanisms for mainstreaming migration into local development planning?

This study has identified several key mechanisms that appear to be essential and are generally recognized across the board when mainstreaming migration into local policy planning. The order of the list that follows does not necessarily reflect a timeline, and these mechanisms should be seen as interdependent.

Triggering mechanisms

The need for a triggering mechanism may seem trivial, but it is essential for the development of any policy. Indeed, several different elements may lead to the decision to establish a mainstreaming mechanism, and often only in the presence of strong political will.

Members of the e-discussion pointed out the importance of the following when triggering mainstreaming policies:

- **Acknowledgement of the importance of migration for local policymaking**. This can mean recognizing the existence of challenges or opportunities, or the necessity to consider migrants under a rights-based point of view. Advocacy by migrants or civil society groups, changes in national policies, the availability of new data and changes in migration patterns are all elements that can lead to this acknowledgement.
- **Presence of a strong political will** to initiate the policy planning.

Designation of a leading coordination institution

All the initiatives described in this paper were established and implemented under the supervision of a coordinating institution and this is a key feature highlighted by the participants in the e-discussion. The coordinating institution does not necessarily hold decision-making power; rather, it leads in coordinating the implementation of activities. In some instances, such as in the Swiss example, the coordinating institution also supervises the process leading to the development of the policy, and therefore has an active role from its inception. The coordinating institution can be created as a step in the policy development (as in Quinte, Canada), or this role can be taken by an existing institution (as in the case of NORKA in Kerala, India). In other cases, existing institutions are modified or replaced to take over this new role.

Stakeholder analysis and establishment of participative mechanisms

To ensure a participative/multi-stakeholder approach, which is by definition necessary to establish mainstreaming mechanisms, several options exist. The common principle is to gather, at a very early stage, the voices of all pertinent stakeholders. Participative mechanisms can have different forms, which may or may not imply the creation of institutions, for example:

- **Councils** gathering representatives of different stakeholder groups (as in Vaud, Switzerland), where the Chambre cantonale consultative des immigrés gathers representatives of existing local groups (commissions Suisses-étrangers) composed of Swiss and migrant representatives;
- **Thematic working groups** gathering stakeholders from identified thematic areas (as in Quinte, Canada);
- Organization of **thematic workshops** to gather stakeholders' voices;
- Qualitative **research** aimed at gathering stakeholders' voices; and
- **Online platforms**.

One of the important features of consultative processes present in most of the examples, and stressed in the e-discussion, is the **integration of migrant voices** as a prerequisite to ensure the relevance and sustainability of the whole process. Participants in the e-discussion emphasized the importance of creating spaces where migrants, government bodies and civil society can come together to share experiences, understand needs and ideas and reflect on how best to continue their work. Such spaces also allow for migrants, their associations and NGOs to lobby at the governmental level and this advice and knowledge can subsequently be fed into local policy planning. The analysed initiatives show a variety of mechanisms for integrating migrant voices (from councils to platforms, through participation in implementation), which depend on the context. Contextualization seems to be key in successfully integrating migrant voices, and it would be impractical to attempt to create a typology of such mechanisms here.

Participative mechanisms can also have different objectives, from the collection of information to the integral participation of migrants in policy development and implementation.

The establishment of consultative mechanisms entails a clear vision of who the potential stakeholders are. This implies the necessity for a **stakeholder analysis**, another point that was stressed during the e-discussion.

Both the stakeholders' analysis and the consultative processes are complementary mechanisms that are intrinsically linked and may be part of the same exercise.

Situation analysis

A situation analysis is an exercise aimed at collecting all the necessary information to design and implement a policy process and is a key mechanism for the establishment of pertinent and sustainable policies. Situation analyses are varied and, depending on the study, can include:

- **Consultative processes** to establish the policy areas linked with migration
- **Data** collection (qualitative and quantitative) on:
    - Migration patterns
    - Migrant profiles
    - Migrants' needs and assets
    - Migrant organizations
    - Public perception on migration
- **Assessment of the existing institutions and services**:
    - Comprehensiveness
    - Strengths and weaknesses
    - Compatibility with migration
    - Capacity and needs for capacity building
- **Assessment of the budget requirements and of the possible sources** (budget is an essential feature as it strongly contributes to the sustainability of an initiative).

Data and, more generally, accurate information was strongly stressed by the participants in the e-discussion. Several of the initiatives described in Part 4 set up specific mechanisms to collect data, such as the databases established in Séhdiou, Senegal, and in the Bicol region, the Philippines. Data gathering may also mean collecting and compiling existing data scattered across different services, both national and local, or advocating to introduce data on migration in national/regional census mechanisms.

Awareness raising and capacity building

As migration can bring up sensitive issues, participants in the e-discussion stressed the importance of **raising the local public awareness on migration** in order to demystify the false perceptions surrounding it and to highlight its benefits. In several of the cases presented, this is the object of dedicated policies aimed at fighting xenophobia.

Another key element in mainstreaming processes is to provide capacity building and space for knowledge exchange for LRAs, other local actors, as well as for migrants and their associations. Capacity building can be in such areas as:

- How to gather migration data;
- The linkages between migration and development;

- The specific needs and vulnerabilities of migrants; and
- Project development and implementation.

As stressed in the e-discussion, creating space for knowledge exchange among actors in one territory or between territories can facilitate peer-to-peer review and support, allow lessons learned to be shared and contribute to enhanced capacities. As was pointed out previously, these spaces can be created though such things as decentralized cooperation processes, temporary return programmes and online networks.

Similarly, capacity-building can be a continuous process that is part of the implementation of the policy; this happens in Vaud, where the BIC provides support to civil society organizations who wish to apply for grants to implement integration services. Capacity-building can also mean **building financial capacities** and therefore providing grants to support project design and implementation.

One important point stressed by key stakeholders is that capacity-building needs to be **institutionalized** in order to be sustainable. Building the capacity of actors in an ad hoc manner does not ensure that this capacity is maintained over time, while the institutionalization of capacity building through dedicated budget and regulations allows for its perpetuation.

Monitoring and evaluation

Members of the e-discussion stressed the importance of sound monitoring and evaluation mechanisms, and the allocation of an adequate budget to support them.

However, the analysis of the initiatives and discussions with key stakeholders revealed that in practice monitoring and evaluation are very difficult to implement in a pertinent way when it comes to policies, which, by nature, are very different from projects. Indeed, while the concepts related to monitoring and evaluation fit well in the framework of cycles (such as projects), policies rarely follow that model.

This does not mean that policies are not monitored nor evaluated, but that it most often happens through indirect or informal means. These means can consist of continuous consultations, which lead to the identification of strengths and weaknesses of policies, but also through the establishment of annual reports. From this it seems that if monitoring and evaluation are essential for the sustainability of policies and initiatives, this does not necessarily imply the need to establish formal mechanisms, but rather to ensure that weaknesses are identified when they occur. Frequent communication and consultation could, in this sense, be efficient indirect monitoring and evaluation mechanisms.

Decentralized Cooperation

Although decentralized cooperation is not a requisite for the establishment of mainstreaming mechanisms, it is a central element of some of the initiatives analysed (for example Milan) and was often mentioned during the interviews with key stakeholders. It is indeed one of the key partnership mechanisms that can be established at the local level. Throughout the 1990s, local and regional governments emerged in the international development landscape and became fully acknowledged in the first decade of the new century. Usually called decentralized cooperation (DC) partners, these local and regional governments have grown their capacity to establish effective and sustainable territorial partnerships for development, fostering multilevel governance by complementing national plans and taking part in global debates, including the process leading to the Post-2015 Development Agenda.

The main innovative features of DC include:

- The proximity of LRAs to the citizens and territories;
- The potential to complement national frameworks and plans;
- The horizontal partnership, different from the vertical one that is traditionally linked to the donor–recipient approach, is an enabling partnership, overcoming or at least reducing asymmetrical relations between the different actors involved;
- The concept of co-development, as the relation of proximity each LRA builds with its territorial actors within the DC initiative also implies a strengthening of cohesion in the territory itself;
- The potential for South–South and triangular cooperation at the local level, with a great variety of fast-developing practices; and
- The effective complementarity with multilateral frameworks in order to reduce fragmentation and increase overall effectiveness.

Decentralized cooperation can take different forms and can be triggered by different factors (including migrant initiatives, as in Milan). Further study would be necessary to characterize these forms, which is outside the scope of this paper. Therefore, DC is only mentioned as a very important dynamic among those that contribute to mainstreaming migration into policy planning. Indeed, DC allows for the insertion of the mainstreaming approach into a transnational perspective across borders.

Sustainability

Sustainability was identified as a key factor for the success of any policy and initiative. This is of course not only valid for mainstreaming exercises and for local level policies, but is a key feature of any policy, project, programme or initiative.

Budget is certainly one fundamental assurance of sustainability. This does not only include the availability of funds, but also the mechanisms to perpetuate their availability. According to the interviews undertaken with key stakeholders, this implies setting up mechanisms that allow a budget dedicated to mainstreaming to be inserted into a legal/institutional framework, which ensures that it is part of broader (municipal, regional, national) budget planning.

Institutionalization is another identified key factor contributing to sustainability. If the will of single actors can trigger the establishment of mainstreaming mechanisms, their institutionalization allows them to survive electoral periods or pilot phases and to be inserted into wider policy planning.

It seems important, therefore, to **ensure the insertion of mainstreaming exercises into an appropriate legal framework** at the most appropriate governance level in order to strengthen their sustainability.

Challenges

Although the initiatives analysed do not allow for the discussion of challenges related to the development and implementation of mainstreaming mechanisms, the results of the e-discussion and the interviews with key stakeholders have brought important challenges to light. Some of the challenges that can hamper the development/implementation of initiatives include:

- **Political/public opposition**: this is especially true in the case of migration, as it may be a sensitive topic that is approached very differently according to political orientations and public perceptions;
- **Conflicting positions regarding respective responsibilities**: these can arise among institutions who claim the legitimacy of coordination, but also between different governance levels (for example municipal/regional);
- **Conflicting positions among stakeholders**: these can be frequent when negotiation does not lead to acceptable compromises, for instance among institutional and non-institutional stakeholders;
- **Electoral dynamics**: if initiatives are developed but not institutionalized, changes in elected authorities may hamper the sustainability of processes;
- **Budget constraints**: budgets being key in perpetuating initiatives, their unavailability or obstacles preventing their institutionalization can hamper the development or the sustainability of mainstreaming exercises.

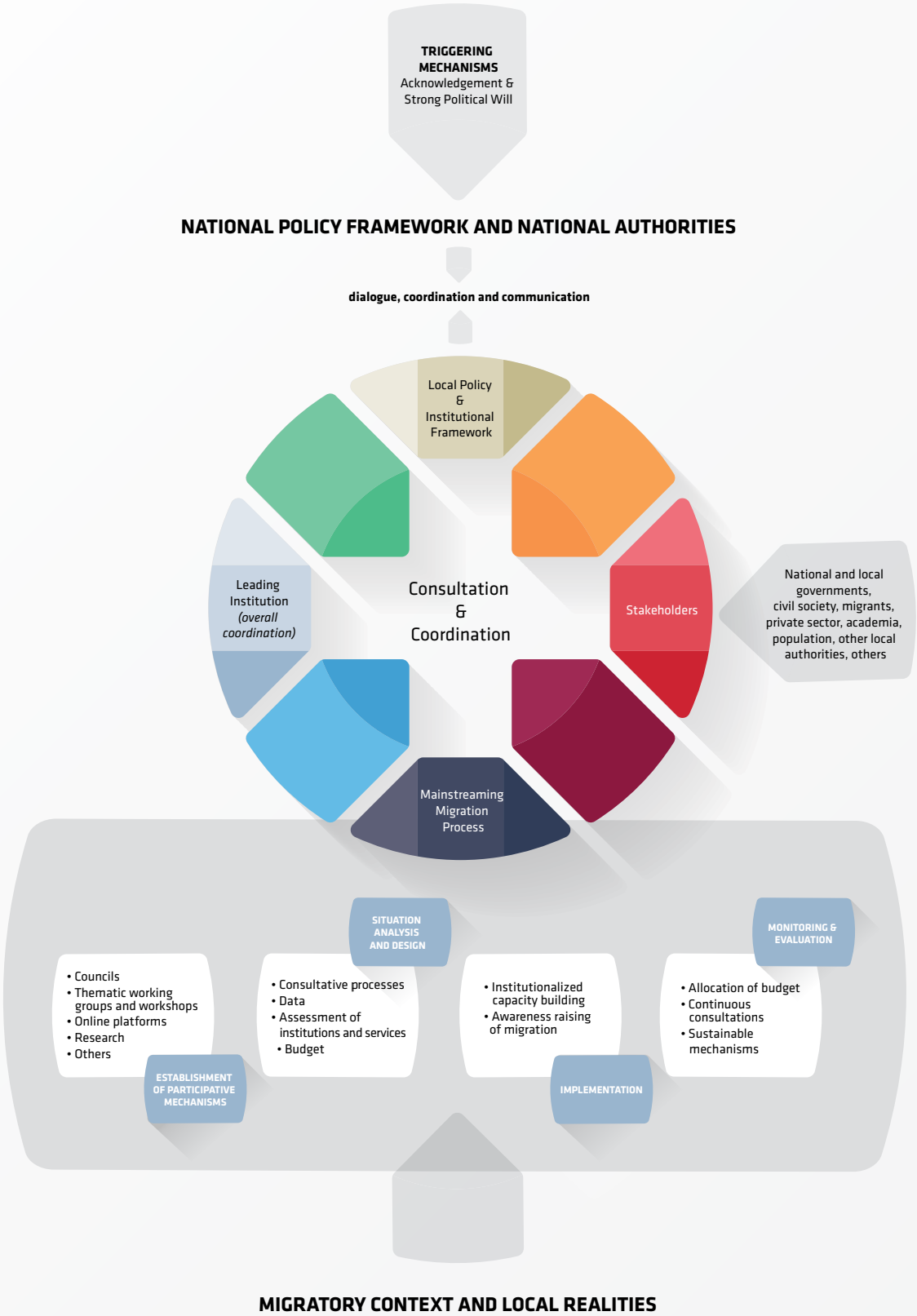
A schematic representation of the mechanisms involved in mainstreaming processes

While mainstreaming mechanisms are coherent with those usually depicted in a classic policy cycle (problem definition, agenda setting, policy development, policy implementation and evaluation, with consultation throughout the cycle), they are not depicted here as a cycle. This is to reflect that, in reality, policymaking is not strictly cyclical, as it is affected by a variety of factors, such as:

- Its dependence on triggering events;
- Its intimate relationship with politics;
- It does not happen in distinct, subsequent stages;
- The complex and deliberate process of designing policies; and
- Its effects are not immediate, or easily measurable, and are most often indirect.

This is even more evident in the case of local policies related to migration, which are intimately linked to national dynamics and influenced (and even determined) by events that continually occur, for instance in relation to migration patterns and public perception.

The following graphic therefore aims to represent the broad lines of a local mainstreaming process in terms of the interrelation among the different mechanisms.


TRIGGERING MECHANISMS
Acknowledgement & Strong Political Will
NATIONAL POLICY FRAMEWORK AND NATIONAL AUTHORITIES
dialogue, coordination and communication
Local Policy & Institutional Framework
Stakeholders
National and local governments, civil society, migrants, private sector, academia, population, other local authorities, others
Leading Institution (overall coordination)
Consultation & Coordination
Mainstreaming Migration Process
SITUATION ANALYSIS AND DESIGN
• Consultative processes
• Data
• Assessment of institutions and services
• Budget
ESTABLISHMENT OF PARTICIPATIVE MECHANISMS
• Councils
• Thematic working groups and workshops
• Online platforms
• Research
• Others
IMPLEMENTATION
• Institutionalized capacity building
• Awareness raising of migration
MONITORING & EVALUATION
• Allocation of budget
• Continuous consultations
• Sustainable mechanisms
MIGRATORY CONTEXT AND LOCAL REALITIES

Part **3**

Policy recommendations

"During the Steering Committee meeting, representatives of local authorities, civil society, migrant organizations and international organizations provided valuable input for the first draft of the White Paper. Building on that discussion, the last part of the meeting was dedicated to the formulation of recommendations, and Part 3 is the result of that work."

These recommendations were formulated in a meeting with the Steering Committee held at IOM Headquarters, Geneva, on 2 September 2015.

During the Steering Committee meeting, representatives of local authorities, civil society, migrant organizations and international organizations provided valuable input for the first draft of the White Paper. Building on that discussion, the last part of the meeting was dedicated to the formulation of recommendations, and Part 3 is the result of that work.

The following recommendations relate to conceptual issues and technical issues, and are designed for several different stakeholders identified during the study.

Conceptually

1) To adopt an understanding of the link between migration and development that recognizes its complexity and the mutual influence, both positive and negative, migration and development exercise on each other.
2) To adopt a rights-based approach to migration and development, where the respect of the rights of migrants is understood as a prerequisite to any other form of policy.
3) To recognize migration as a phenomenon of multidirectional movements, rather than as a phenomenon characterized by the direction of its inwards or outwards flows.
4) To recognize that "human mobility" is a concept more suitable than "migration" in a local context, since it better encompasses the complex and varied nature of the movement of people in relation to development opportunities.

Concerning mainstreaming mechanisms

5) To build mainstreaming mechanisms through participative approaches with all the relevant stakeholders identified and involved.
6) To give migrants a prominent place among the stakeholders to participate and voice their concerns throughout the entire mainstreaming process.
7) To build mainstreaming processes through multilevel approaches, efficiently linking national, regional and local issues, policies, priorities and actors.
8) To anchor mainstreaming processes in the local realities and respond to real local challenges and opportunities.
9) To rely on qualitative and quantitative data to create a precise picture of migration patterns, issues, challenges and opportunities, as well as of existing institutions and stakeholders, and their strengths and weaknesses, in order to build sustainable mainstreaming mechanisms.

For national authorities

10) To recognize the relevance of the local/regional level in addressing challenges and opportunities related to migration, in a contextualized way, and to design local/regional policies related to migration.
11) To create mechanisms, both formal and informal, to promote and support the dialogue between the national and the local/regional level, as well as among local/regional actors across the territories.
12) To support decentralization mechanisms in order to empower local authorities in their role as policymakers, so that they can address the opportunities and challenges that arise in their territory in a contextualized way, in accordance with national policies and standards.

For local and regional authorities

13) To engage in understanding the local/regional features of migration and development, in terms of trends and patterns, but also from a social, cultural and economic point of view. This understanding should be contextualized within the local/regional socioeconomic reality rather than taken as a stand-alone set of data. It should result from research and consultations and should be shared with the wider public.
14) To adopt a whole-of-society approach to migration and avoid compartmentation of approaches, policies and data. This implies:
    a. To set-up multi-stakeholder consultation mechanisms;
    b. To adopt an approach focused on human mobility that also factors in the many linkages between internal and international migration in a local context;
    c. To ensure the participation of migrants in local decision-making processes and throughout mainstreaming processes.
15) To set up institutional bodies (for example, institutions, committees) in charge of coordinating local mainstreaming processes, in consultation with the other stakeholders.
16) To establish monitoring mechanisms. These do not necessarily need to be formal, dedicated monitoring mechanisms; mechanisms such as frequent consultation with key stakeholders and the publication of annual reports allow for monitoring of the implementation of policies.
17) To support the structuring and strengthening of migrant associations as well as the mechanisms that enhance their capacities, which ensure the sustainability of their actions.

For civil society

18) To advocate for the inclusion of migration in local public policies.
19) To support the emergence of trustworthy and established representatives of the migrant population and diasporas to engage with local authorities on a long term basis.
20) To join forces and create mechanisms ensuring adequate representation of a wide range of civil society actors in local/regional policymaking.
21) To promote the civic education of migrants for their active social, economic, political and cultural participation in the host communities.

Cross-cutting recommendations

22) To ensure the sustainability of policymaking by ensuring its integration into national/regional/local legislation and by creating dedicated institutionalized budget structures.
23) To explore, when relevant, the possibility to establish decentralized cooperation mechanisms focused on the link between migration and development, as well as the modalities of such mechanisms.

At the international level

24) To set up platforms of dialogue, gathering and strengthening the voice of local actors and spreading this voice into international forums.
25) To advocate for the collection of data on migration at the local level to support the design of informed local policies and practices.
26) To develop specific and tailor-made tools for local decision-makers and actors to support the mainstreaming of migration into local development planning.

Part 4
Case studies of local initiatives

This section presents the case studies that were used to develop the synthesis presented in Part 2, and which led to the recommendations formulated in Part 3. The identification of the initiatives was made according to the following criteria:

- The initiatives can be policies, projects, and strategies, designed and implemented at the subnational level
- The initiatives have an institutional anchorage
- The initiatives imply different actors and concern different sectors of the local governance
- The initiatives are not single projects aiming to tackle a specific aspect related to migration.

Moreover, it was important to identify initiatives in different geographical and migratory contexts, both in what is usually labelled as "Global South" and "Global North", although this classification did not influence the analysis.

Some of the case studies presented here are supported by the Joint Migration and Development Initiative, which identified existing locally-led migration and development (M&D) initiatives and presently works to scale them up through the provision of financial and technical assistance, as well as tailored capacity building. All initiatives supported by the JMDI were originally set up by local authorities or other local actors, and this was also a rationale to identify the case study that are presented here.

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4.1 Quinte, Canada:

The Quinte Local Immigration Partnership

Project overview The Quinte Local Immigration Partnership (QLIP) is a collaborative initiative composed of stakeholders that come together regularly to develop coordinated, comprehensive and strategic approaches to supporting immigrants in their integration and engagement in Canadian society based on the needs of the greater Quinte area.

Purpose	The goal is to support newcomers in becoming fully engaged in the social, economic, political and cultural life of Canada.
Objectives	• To improve the region's image and create a community that welcomes newcomers. • To create an environment in which people's education, skills and experience are fully used. • To make the community economically and socially strong, and support employers in their efforts to attract, hire and retain migrants as strategic members of their workforce.
Key stakeholders	Regional employers, non-profit organizations, municipal, provincial and federal governments, educational institutions, health care providers, legal services providers, local immigrant community
Beneficiaries	The immigrants and host communities in the Bay of Quinte
Geographic location	Bay of Quinte, Ontario, Canada
Budget	N/A

Created in 2011 as the result of a multi-stakeholder consultation process for the purpose of coordinating and directing the activities of the QLIP, the QLIP Council now includes 22 organizations.[12] Its overarching objective is to oversee the creation of a local strategy that paves the way for the construction of a more inclusive social model. The QLIP is part of a wider framework of LIPs that were implemented under the Canada–Ontario Immigration Agreement (2005).

Migratory context Immigration is an important component contributing to Canada's population growth. Between 2010 and 2014, around 1.3 million foreign-born people migrated to Canada. In 2014, immigrants made up 0.7 per cent[13] of the total population in Canada. Currently, the majority of foreign-born people migrating to Canada come from the Philippines, India and the People's Republic of China.[14] The last available data published by Statistics Canada state that for the year 2014, the vast majority of migrants come from Asia (51.4%), while 23.9 per cent come from African and Middle Eastern countries and 11.6 per cent from Europe.[15] According to the QLIP Report published in 2012,[16] as per the Statistics Canada Census, there are 14,395 immigrants in the greater Quinte area, including Hastings County, Prince Edward County, Brighton Municipality and Cramahe Township.

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[12] As of 2015, these organizations are: Belleville & Quinte West Community Health Centre, The Hastings & Prince, Edward Counties Health Unit, Community Employment Services – Loyalist College, Loyola School of Adult and Continuing Education, TESL Teachers of English as a Second Language – Kingston, Quinte & District Rehabilitation Inc., City of Belleville, City of Quinte West, East Central Ontario Training Board, Corporation of Hastings County, Quinte Economic Development Commission, Quinte Manufacturers Association, Manufacturers Resource Centre – Loyalist College, Quinte United Immigrant Services, Quinte West Chamber of Commerce, Prince Edward County Chamber of Tourism & Commerce, Community Advocacy and Legal Centre, Community Development Council of Quinte, Citizenship and Immigration Canada, Corporation of the County of Prince Edward, Francophone Immigration Support Network of Eastern Ontario.

[13] Statistics Canada, *Facts and figures 2014 – Immigration overview: Permanent residents* (Canada, 2014). Available from http://www.cic.gc.ca/english/resources/statistics/facts2014/permanent/10.asp.

[14] Statistics Canada, *Facts and figures 2014 – Immigration overview: Permanent residents* (Canada, 2014). Available from http://www.cic.gc.ca/english/resources/statistics/facts2014/permanent/10.asp.

[15] Statistics Canada, *Facts and figures 2014 – Immigration overview: Permanent residents* (Canada, 2014). Available from http://www.cic.gc.ca/english/resources/statistics/facts2014/permanent/08.asp.

[16] QLIP, *Local Settlement Strategy and Action Plan* (Quinte, 2012). Available from http://www.quintelip.ca/images/QLIP2012.pdf.

Decentralization context Canada is a federation divided into ten provinces and three territories. Local and regional municipalities in Canada are provincial decentralized authorities, with the power over their respective local issues. According to the Constitution of Canada, provinces have the authority to make laws about education, property, civil rights, administration of justice, hospitals, municipalities and other local or private matters within the provinces. Municipalities are granted the power of legal personality and are in charge of public protection, local services and territorial planning.

Since the 1990s, the Department of Citizenship and Immigration Canada (CIC) has increasingly recognized the importance of M&D at the local level, while Canadian government has made migration a principal component of development plans at both the provincial and national levels. As such, federal funds are provided to the region and its municipalities for integration programmes and services through regional immigration agreements.[17]

Institutional background to the initiative The Quinte Local Immigration Partnership (QLIP) was born of the efforts of the Quinte United Immigration Services (QUIS) with funding and support from CIC through the regional immigration agreement between Canada and Ontario that was signed in 2005.[18] QUIS provides direct and essential services to migrants and collaborates with and assists other organizations concerned with migration in Canada. QUIS has also supported Quinte with specific projects and in 2007 established a group of Quinte-area stakeholders to work with the three levels of government on attracting foreign investors to the greater Quinte area. In 2008, this group was re-established as the QUINTE Regional Immigration Advisory Committee (QRIAC) to look into the possibility of creating a future immigration strategy for Quinte's development. In 2009, QRIAC formed a smaller advisory group to attract, recruit and retain foreign trained professionals through a project called the Global Experience @ Work Project Quinte (GE@W). This project was launched by the Quinte West Chamber of Commerce and supported by the Quinte Manufacturers Association, the East Central Ontario Training Board and the Quinte United Immigrant Services and was funded by the Government of Ontario CIC under an initiative of the Ontario Chamber of Commerce. The project was successfully completed in 2011, its legacy being the creation of an Employers Toolkit that helps employers contract highly skilled migrant workers in the greater Quinte Area and which is still being used today. It is within this context that the QLIP was then launched in 2011, building on what had been achieved and aiming to revitalize relationships with all stakeholders under a new mandate in order to close the gaps in services and create new protocols for all services for migrants.[19]

Key stakeholders involved in the implementation of the partnership The QLIP is managed by the QLIP Partnership Council of various stakeholders such as local Chambers of Commerce, civil society, health institutes, training boards, local and national government entities (CIC, QUIS, and the National Ministry of Citizenship and Immigration). Coordination, facilitation and administration are carried out by three members of the Council: the project coordinator, the facilitator and the person in charge of administering the services. Many of these stakeholders also form groups for action, which are coordinated by the QLIP Partnership Council.

Key mechanisms adopted for the implementation of the initiative The overall objective of the QLIP is to advocate, recommend and advise on initiatives that will build upon the greater Quinte area's capacity to provide a welcoming and inclusive community for migrants and thus a better community for all.[20] Since the QLIP aims to build on and enhance existing efforts, one of the first activities undertaken in the framework of the QLIP was the development of a process for the collection of local immigration information regarding the nature, characteristics and needs of migrants in Quinte. For this, two different online surveys were developed and administered, one targeting service providers and the other targeting immigrants, in a bid to understand service gaps, needs, challenges and opportunities. The results were collected and analysed in late 2011 and a database on the region's immigrants was built. Focus groups and supplementary interviews, along with analysis and reports on findings, were also carried out to examine the key concerns of immigrants in the Greater Quinte area.

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[17] Gouvernement du Canada, *Accord Canada – Ontario sur l'immigration* (Canada, 2005). Available from http://www.cic.gc.ca/francais/ministere/lois-politiques/ententes/ontario/ont-2005-accord.asp.

[18] Ibid.

[19] Robertson, L. J., *QLIP Local Settlement Strategy and Action Plan* (Canada, Quinte Local Immigration Partnership, 2012). Available from http://www.quintelip.ca/images/QLIP2012.pdf.

[20] Ibid.

The QLIP also aims to improve coordination and access to services for immigrants in the areas of health, education, language training, employment and integration in the labour market. The Quinte Local Immigration Partnership (QLIP) therefore consists of groups that address each of these areas, coordinated by the project coordinator, the facilitator and the person in charge of administering the services. Each group was designated with the specific roles as outlined below.

Health group	Quinte United Immigration Services and Quinte Health Care	Implements a protocol for the functioning of interpreting services to assist new immigrants when they use the services provided by Belleville General Hospital, Prince Edward County Memorial Hospital or Trenton Memorial Hospital. In addition, these services will be included in the services provided by the Belleville and West Quinte Community Health Centre.
Education group	Algonquin and Lakeshore Catholic District School Board (Loyola), ESL teachers of Kingston, Loyalist College, East Central Ontario Training Board, United Nations Association in Canada (Quinte and District branch), Belleville public library and John M. Parrott Art Gallery	Works in the definition of an interculturally oriented educational system.
Social and legal services group	Hastings County Social Services and the support network for French-speaking immigrants	Works along with invited partners to promote and create awareness in the community and among newcomers about the services available to immigrants in terms of housing, education and so on.
Economic development group	West Quinte Chamber of Commerce, Prince Edward County Chamber of Tourism and the Manufacturing Resource Centre (supported by the Quinte Manufacturers Association)	Aims to improve immigrants' access to the labour market through advocating for the commitment of local employers, mentoring initiatives, coordination of local job services and unpaid practices. The group acts as the liaison between around 800 employers in the Greater Quinte area and the QLIP to promote employment opportunities for the migrants.

In order to promote the recognition of the value of immigrants' contributions to the Quinte region, the QLIP also signed an agreement with COGECO Community TV and Channel 4 for the creation of a six-part series *Breaking Barriers: A Local Look at a Global Perspective.* The series provides an in-depth look at the challenges and triumphs of immigrants who live in Canada, and specifically their experiences in the Quinte Region.

Key mainstreaming elements

- **Commitment to accurate data and research:** The efforts of this initiative are based on the acknowledgement of the need for and value of having accurate data and mapping exercises to ensure policies respond to the reality on the ground.
- **Consultation process:** Consulting directly with migrants and service providers through surveys and focus groups indicates the clear adoption of a needs-based approach that also analyses weaknesses, opportunities and service gaps among service providers and allows for a more effective response to migrants' needs.
- **Multi-stakeholder and cross-sectoral approach:** With around 25 organizations on the QLIP Council, this initiative shows a clear multi-stakeholder and cross-sectoral approach that allows for the consideration of migration issues and the provision of services and support to migrants across a wide variety of sectors by a wide array of actors with different stakes and expertise.
- **Awareness raising for social cohesion:** Awareness raising in this initiative focuses on highlighting the benefits of migration in the Quinte Region through a TV series, which can mitigate xenophobia and enhance social cohesion among migrant and non-migrant populations.

4.2 Upala, Costa Rica:

Migration as a facilitator for inclusive human development

Project overview The "Migration as a facilitator for inclusive human development" project is co-funded by the JMDI, with 25 per cent of the overall budget covered by local contributions, and is implemented in the municipal territory of Upala, province of Alajuela, where Costa Rica shares a land border with Nicaragua. The project was designed to strengthen the capacities of the key institutional and social actors of the Upala municipality, as well as to articulate actions for sustainable human development, focusing on human rights and gender, with a transborder perspective. With the aim of improving the quality of life of the populations along the border, the ultimate goal of the project is to institutionalize the "transborder mobility management model" being developed on the ground. At the same time, project activities include coordination with national bodies in charge of migration to encourage political movement towards the formalization of the Upala model.

Purpose	To improve the quality of life of the populations along the border in the region of Upala.
Objectives	• To strengthen institutional capacities so that human mobility and security in the transborder context is comprehensively addressed based on inter-institutional and intersectoral articulation. • To develop community management capacities that help the migrant and transborder populations become part of the processes of citizen participation and local economic development, with special emphasis on transborder workers, young people and women.
Key stakeholders	Upala municipality, local officials of Canton Upala, the actors participating in the Cantonal Council for Inter-institutional Coordination (Consejo Cantonal de Coordinación Interinstitucional), the Federation of Municipal Governments (Federación de Gobiernos Municipales), the National Council of Migration (Consejo Nacional de Migración), the Centre for the Social Rights of Migrants (Centro de Derechos Sociales del Migrante, or CENDEROS Foundation) and JMDI
Beneficiaries	Young, women and cross-border migrants, all persons residing in the areas surrounding the border and key stakeholders
Geographic location	Costa Rican canton of Upala, province of Alajuela
Budget	JMDI: USD 230,000; local contribution: USD 80,000 Total: USD 310,000 over a duration of 20 months

Migratory context Costa Rica is primarily on the receiving side of migration and refugee flows. Data from the last census in 2011[21] indicates that close to 9 per cent of the country's current residents were born abroad. Of this group, the Nicaraguan population is the largest portion, representing 75.57 per cent of all foreigners living in Costa Rica. Colombians are the biggest portion of asylum seekers, and there is seasonal migration from Panama related to the coffee harvesting season. Many people also pass through the country on their way to the United States of America. It should be noted, as well, that 250,000 Costa Ricans live abroad.[22] The northern section of Costa Rica is where 12 per cent of all Nicaraguan immigrants live, 17 per cent of whom live within the canton of Upala.[23]

In the canton (municipality) of Upala, daily cross-border migration is an important feature; thousands of people from Nicaragua cross the Costa Rican border every day to work, study or to access the health system. The transborder identity is the outcome of the synergies produced between Nicaraguans and Costa Ricans, who form a binational community around the border between the two countries.

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[21] INEC Costa Rica, Official Costa Rica Statistics. Available from http://www.inec.go.cr/Web/Home/GeneradorPagina.aspx.

[22] Banco Central de Costa Rica, "Investigación de Campo: Aspectos Socioeconómicos de las remesas familiares 2012" (División Económica – Departamento Gestión Información Económica Área de Encuestas Económicas, 2013). Available from http://www.bccr.fi.cr/publicaciones/.

[23] Ibid.

Costa Rica also has the *Integral Migratory Policy 2013–2023*,[24] which reflects the will of the Costa Rican government to manage human mobility and enhance the social inclusion of migrants in the national territory. The *General Law of Migration and Aliens* is the core legal instrument to manage migration. It establishes that the State needs to promote, regulate and drive the dynamics of immigration and emigration in order to boost the economic and social development of the nation, while protecting migrants' rights.

Decentralization context Costa Rica is divided into 7 provinces, 81 cantons (municipalities) and 478 districts. The process of decentralization has advanced little in Costa Rica, as in the rest of Central America, and thus a centralist model of government persists. The absence of an elected meso level between central and municipal governments hampers the possibility of expanding a general devolution policy. Indeed, the low capacities of the often atomized municipal administrations are both the effect and cause of this centralist model.

At the local level, the cantons rely on two legal instruments to drive their own development policies and reduce development asymmetries. Firstly, the Cantonal Plan of Human Development[25] aims to generate an inclusive and participative strategy to encourage sustainable human development, including through migration conditions. Secondly, the Municipal Strategic Plans[26] establish the specific medium-term guidelines at the cantonal level to strengthen municipal governance in the pursuit of a better management of development policies. Both instruments stress the relevance of including participative processes that reflect directly the interests of local residents.

Additionally, the National Union of Local Governments[27] is a group formed by municipalities and federated municipalities (commonwealth, mancomunidades) engaged to advocate for the political decentralization of Costa Rica, while strengthening local governments by increasing their autonomy, competences and resources.

Institutional background to the initiative It is within this context that the canton of Upala has become a pioneer in promoting local development plans with a human rights perspective in which migration is a central element. Indeed, the canton of Upala designed a Strategic Plan for Upala Cantonal Development (Plan Estratégico de Desarrollo Cantonal – Upala, or PEDCU) 2012–2017 and an Upala Human Development Plan (Plan de Desarrollo Humano de Upala, or PDHU) 2013–2023. The PEDCU was designed in various phases with the participation of all the key actors, including senior authorities and civil servants of the municipality of Upala, as well as civil society organizations, private actors and others. The PDHU is the result of a participatory process involving local government officials, civil society organizations, migrants' groups and private sector actors. The plans place a priority on addressing the needs of persons in situations of vulnerability (specifically children, young people, young migrants and people living in the border area) in order to foster the development of the canton. In the plans, human mobility is considered a strategic focus that contributes to the development goals of the territory. The plans include policies designed to respond to the development needs of all the residents, including transborder migrants, and are strategically linked with the national Comprehensive Migratory Policy for Costa Rica (Política Migratoria Integral para Costa Rica) 2013–2023.

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[24] The creation of a comprehensive migratory policy was one of the priority objectives of the National Migration Council (Consejo Nacional de Migración, or CNM). The CNM recommended the creation of a technical committee to draft the migratory policy. Various actors were on the committee, including representatives of the Costa Rican Tourism Institute (Instituto Costarricense de Turismo), the Costa Rican Social Security Fund (Caja de Seguridad Social Costarricense), the Centre for the Social Rights of Migrants (Centro de Derechos Sociales del Migrante, or CENDEROS), the Jesuit Migration Service, the National Council for Rehabilitation and Special Education (Consejo Nacional de Rehabilitación y Educación Especial), the National Institute of Women (Instituto Nacional de las Mujeres), the National Commission to Improve the Administration of Justice (Comisión Nacional para el Mejoramiento de la Administración de Justicia), the General Directorate of Migration and Aliens (Dirección General de Migración y Extranjería) in a coordinating role, and representatives of the various ministries. There was also technical and financial support from four international organizations: the International Organization for Migration (IOM), the United Nations Population Fund (UNFPA), the United Nations High Commissioner for Refugees (UNHCR) and the International Labour Organization (ILO).

[25] A. C. Escalante, *Plan Nacional de Desarrollo 2015–18* (Ministerio de Planificación Nacional y Política Económico, 2014). Available from: http://documentos.mideplan.go.cr/alfresco/d/d/workspace/SpacesStore/cd1da1b4-868b-4f6f-bdf8-b2dee0525b76/PND%202015-2018%20Alberto%20Ca%C3%B1as%20Escalante%20WEB.pdf.

[26] Ibid.

[27] Unión Nacional de Gobiernos Locales, *Código Municipal Comentado Ley N° 7794* (2014). Available from http://ungl.or.cr/sites/all/themes/ungl/img/Codigo-Municipal-2014.pdf.

Key stakeholders involved in the implementation of the project The municipality of Upala and the CENDEROS Foundation designed and are in charge of the implementation of this project.

The key actors contributing to the mainstreaming of migration in the local development agenda are the local officials of the canton of Upala, the actors participating in the Cantonal Council for Inter-institutional Coordination (Consejo Cantonal de Coordinación Interinstitucional), the Federation of Municipal Governments (Federación de Gobiernos Municipales), the National Council of Migration (Consejo Nacional de Migración) and the CENDEROS Foundation.

It is also important to note that the public institutions in the territory are represented in the Cantonal Council for Inter-institutional Coordination (Consejo Cantonal de Coordinación Interinstitucional), which functions autonomously. As an entity that provides institutional representation, it includes different public actors and is led by the mayor. The strategic objective of the coordination councils is inter-institutional planning for local development from a comprehensive, inclusive and participatory perspective.

Key mechanisms adopted for the implementation of the project To strengthen institutional capacities so that human mobility and security in the transborder context are comprehensively addressed based on inter-institutional and intersectoral articulation, two intersectoral and inter-institutional mechanisms were set up. Firstly, a rapid response mechanism to orient, assist and protect migrant and transborder female victims of violence was created by CENDEROS. This essentially consolidated and strengthened the existing Women's Support Network (Red de Mujeres Promotoras) to provide assistance to migrants, transborder and refugee women within 72 hours of the request through awareness and capacity building. In addition, the foundation does important lobbying and provides policy and programme advice to local governments in the area. CENDEROS also contributes at the national policy level, for example through its participation in the consultation carried out by the technical committee that drafted the country's Comprehensive Migratory Policy (Política Migratoria Integral). CENDEROS also works closely with the national General Directorate of Migration and Aliens (Direccion de Migracion y Extranjeria) within the Ministry of the Interior, as well as local authorities and other key actors that form a monitoring team for the rapid response mechanism.

Secondly, a mechanism was created corresponding to the Transborder Mobility Management Model approved by the National Council for Migration. A specific commission has been assigned within the National Council for the promotion of two new migratory categories, transborder workers and transborder residents, which provides greater protection through rights and access to services and is essential to the successful implementation of the local human development strategy. To achieve this, a system has been created to provide the municipality with the correct migratory information to issue permits for transborder workers and residents. Additionally, a job matching database is being created to assess and promote the transborder labour market. These changes have been carried out by the municipality in collaboration with the General Directorate of Migration and Aliens (Dirección General de Migración y Extranjería), Ministry of Health and Ministry of Labour.

To develop community management capacities that help the migrant and transborder population become part of the processes of citizen participation and local economic development, community development agendas and capacity building activities have been implemented. These activities build on the participatory process used for the creation of the Cantonal Human Development Plan and bring migrant and transborder populations together with local government to feed into local development planning.

The project is also promoting the creation and validation of a local economic development strategy by fostering entrepreneurship among transborder communities through capacity building and facilitating access to credit based on existing institutional programmes.

To ensure the project's sustainability, training is offered to civil servants at both national and local levels on the mechanisms and techniques used by CENDEROS and the municipality. In addition, community-based training courses have been created for the promotion of women on the topics of preventing violence, developing psychosocial abilities, communication, and human rights with a gender focus. Moreover, to encourage the scaling up of the Upala transborder model, lobbying and awareness raising actions are being carried out at local and national levels to

promote the insertion of migration and development into other municipalities and territorial development plans, such as the Work Plan of the Territorial Council for Rural Development in Guatuso, Upala and Los Chiles, as well as the Work Plan of the Territorial Council for Rural Development of Leon Cortes, Dota and Tarrazu (where a second JMDI project is being implemented).

Key mainstreaming elements

- **Diagnostic of migrant population:** A crucial element to ensuring the success of this project has been the identification of the needs of transborder migrants and the obstacles that limit their access to services, without which the awareness raising activities and protection services would not effectively respond to their needs.
- **Multi-stakeholder approach:** The inclusion of various important stakeholders in the creation and implementation of a network of women promotors has allowed for a tailored and rapid response to the specific and varied needs of migrant women, facilitated by the wide array of expertise and services provided by each of these stakeholders.
- **Institutionalization and sustainability:** The institutionalization of migration and development within local and national governments has been enhanced through the creation, with key stakeholders, of two intersectoral and inter-institutional mechanisms. Moreover, by ensuring that transborder and migrant populations are recognized as such with residence and work permits, these populations now have a permanent and legal mechanism for demanding their rights and protection.
- **Up-scaling approach to mainstreaming:** Through awareness raising, lobbying and capacity-building activities among other local and regional governments, this project is also promoting the replication and up-scaling of the Upala transborder model in other border areas of Costa Rica.
- **Coordination with national government:** Coordination with the national government is both crucial and necessary to ensure national support and endorsement. This coordination also supports the replication of the Upala transborder model in other border areas of Costa Rica.

4.3 La Unión, El Salvador:

Creating alternatives to migration by fostering economic development in the department of La Unión

Project overview Supported by the JMDI, this project promotes mainstreaming the migration and development connection by institutionalizing a pre-existing link between organized migrant communities of origin and destination. Organizations of Salvadorans living abroad send economic aid to their territories of origin in order to support specific agreed upon initiatives for local economic development. These initiatives respond to development priorities and value chains identified through a consultative and participatory process conducted by the implementing partner, the Local Economic Development Agency of La Unión (ADEL La Unión). The aim is to reduce economic inequalities that are partially responsible for the local migratory phenomenon and thus mitigate irregular emigration from El Salvador by providing alternative livelihoods through entrepreneurship, particularly for youth and women. The project was initiated in 2014 and its activities are currently ongoing.

Purpose	To support the local economic development of the municipalities of Conchagua, Intipucá and El Carmen in the department of La Unión by contributing to the enhancement of value chains in the sectors of tourism and small-scale fishing.
Objectives	• To develop a shared strategy for sustainable and inclusive local economic development of the tourism and fishing industries, involving actors at local and national levels as well as the communities of Salvadorans abroad. • To build capacity in local communities for the implementation of strategic economic initiatives in tourism as well as artisanal fishing sectors as detonators for identified local development value chains, with particular focus on youth and women. • To promote the creation of alliances and the systematization of knowledge among local communities, strategic public and private organizations and communities of Salvadorans abroad.
Key stakeholders	Agency of Local Economic Development (ADEL) of la Union, municipalities of Conchagua, Intipucá and El Carmen, Comunidades Transnacionales de El Salvador (COTSA)
Beneficiaries	Inhabitants of the different municipalities of the department of La Unión
Geographic location	The municipalities of Conchagua, Intipucá and El Carmen in the department of La Unión.
Budget	JMDI: USD 230,000 over a duration of 20 months

Migratory context Emigration from El Salvador is a phenomenon of major importance, especially in rural areas and those with the highest poverty and violence rates. The estimated Salvadoran emigrant population living abroad is 2.8 million people, which represents 25 per cent of the total population, 60.6 per cent of whom are women.[28] The reasons that drive this migratory flow are associated with structural problems in the country; this flow was initially related to the civil war (1981–92) and subsequent creation of refugees and then in the post-war context due to persisting poverty, lack of work opportunities and violence. Both urban and rural areas are affected, essentially being deprived by an outflow of their most valuable asset, the workforce. This is particularly true for La Unión Department (Province), situated in the eastern part of El Salvador. The municipalities of the Department of La Union have extreme, low and moderate poverty indexes,[29] and the illiteracy rate is 23.7 per cent.[30] Thus, emigration in this region has become a structural phenomenon, with youth often encouraged by their families to leave the country (even via irregular

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[28] Universidad Tecnológica de El Salvador and USCRI, *Perfil Actual de la Persona Migrante en El Salvador* (2013). Available from http://www.refugees.org/about-us/where-we-work/albany/.

[29] FISDL, *Mapa de la Pobreza (Poverty Map)* (Social Investment Fund for Local Economic Development [Fondo de Inversión Social para el Desarrollo Económico Local], 2005). Available from http://www.fisdl.gob.sv/temas-543/mapa-de-pobreza.

[30] Dirección General de Estadística y Censos), *Encuesta de Hogares de Propósitos Múltiples 2012* (Multi-purpose household survey 2012) (EHPM, 2013). Available from http://www.digestyc.gob.sv/EHPM2012/digestyc/resultado.pdf.

channels) due to gang violence and extremely high youth unemployment rates, regardless of the increasing risk associated with the route to North America via Guatemala and Mexico.

Decentralization context El Salvador is divided into 14 departments, which are in turn divided into 262 municipalities. Departments are administered by a Governor appointed by the central level, while mayors and municipal councils are elected every three years. This short period is a limitation to the enhancement of decentralized governance, as it impedes the design and implementation of multi-year processes essential to local institution building and development. As pointed out in the case of Costa Rica, in the Central American context, the absence of an elected meso level between the central and municipal hampers the possibility of expanding a general devolution policy. Indeed, the low capacities of the often atomized municipal administrations are at the same time an effect and a cause of this centralist model. The departments are themselves grouped into three zones: Occidental, Oriental and Central. Each department is controlled by a governor, directly named by the President of the Republic, and each municipality is governed by a municipal council elected by its citizens. The municipal councils are formed by a Mayor, a Comptroller and two or more Council Members. The Constitution[31] recognizes that the municipalities are autonomous entities; however, it also highlights that they are obligated to collaborate with the other public institutions for national and local development plans.

Institutional background to the project Prior to the establishment of this project, the municipalities of Conchagua, Intipucá and El Carmen in the department of La Unión had established informal relations with the community of migrants from those locations living abroad and small-scale local initiatives had been developed, particularly related to community infrastructure.

ADEL La Unión, the implementing partner, is a public–private territorial mechanism that was created in 2012 with the technical support of the UNDP ART Programme. ADEL La Unión provides both strategic guidance and technical services on local economic development (LED) to the territory, beyond its members. It gathers dozens of institutional, economic and social actors of the area, thus offering a coordination mechanism at a departmental scale (implicitly an attempt to fill the gap between central and municipal levels in the absence of an elected meso level).

In 2013, the National Commission for Micro and Small Enterprises (CONAMYPE), together with ADEL La Union, created the Centre for Development for Micro and Small Enterprise (CDMYPE) to facilitate entrepreneurship in the area and thus boost local economic development. Also in 2013, ADEL La Union created the project conectaDEL, which provided capacity building in local economic development to 37 strategic actors to stimulate the tourism sector in the municipalities of Conchagua, El Carmen, La Union and Meanguera del Golfo. This initiative provided the first ideas for connecting LED projects to migration: both creating opportunities so as to reduce the outflow, and integrating the potential of diaspora organization into local development planning and implementation.

Key stakeholders involved in the project ADEL La Unión leads the project with support from the Vice-Ministry for Salvadorans Abroad, the Ministry of the Economy, the Technical Secretariat of the Presidency, the Ministry of Tourism, and the National Commission for Micro and Small Enterprises (CONAMYPE). All of these institutions are part of the Inter-institutional Support Committee for Local Economic Development (Comité Interinstitucional de Apoyo al Desarrollo Económico Local, or CIADEL).

CIADEL works at the national level to encourage inter-institutional coordination on local development issues. ADEL La Unión is the entity in charge of implementing the local development strategies that CIADEL identifies for the department of La Unión.

The municipalities of Conchagua, Intipucá and El Carmen are the governmental entities connected with the direct implementation of the project. The small-scale fishing cooperatives in the municipality of Conchagua and the Tourism Development Committees (Comites de Desarrollo Turístico, or CDT) of Intipucá, Conchagua and El Carmen also participate, representing small business people in the tourism sector (restaurants, inns, transportation enterprises, crafts people and so on).

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[31] Constitution of the Republic of El Salvador, Chapter VI. (Art. 203). Available from http://www.csj.gob.sv/idioma.html.

Comunidades Transnacionales de El Salvador (COTSA) is one of the main Salvadoran migrant organizations and is based in the USA, where around 80 per cent of Salvadorans abroad reside. It has recently decided to move from isolated and mainly infrastructure-related projects funded by Salvadorans abroad through their savings, to more integrated actions tackling identified development priorities. The aim is to both improve the sustainability of the projects and support the empowerment of local authorities and citizens' participation.

The National Council for the Protection and Development of Migrant Persons and Their Families (CONMIGRANTES) is another key actor where the Salvadoran community abroad is represented and forms part of the Salvadoran Ministry of Foreign Relations. Its mandate is to develop, propose, channel and monitor the implementation of the comprehensive migrant protection policy and policies on migration and development. It also supports the articulation of policies and programmes between the different institutional levels of the State.

The activities of this JMDI-supported project are directly coordinated in the field by a JMDI Focal Point, who acts as the link and contact person of the different implementing partners and the JMDI. This Focal Point provides technical assistance and monitors the implementation of the different activities developed in the framework of the initiative.

Key mechanisms adopted for the implementation of the project Capacity building for relevant actors related to the importance of migration and development policies at the local level is a key element of the project, with the objective of ensuring migration is mainstreamed into local development planning.

To ensure these plans respond to the real needs of the community, in line with the identified artisanal fishery and tourism value-chains, ADEL La Union also implemented a participatory consultative process for the development of the project, organizing meetings and workshops with young people to inquire about the causes and consequences of migration for them and their families and their specific needs and aspirations.

The inclusion of Salvadorans abroad in the design and implementation of local development planning is promoted through consultative processes, channelling part of their savings and promoting knowledge transfer, all of which support entrepreneurial projects. This also ensures that the Salvadorans abroad who are involved are directly connected to the initiatives they are supporting, thus creating useful linkages for the promotion of the initiatives among other members of the community abroad or communities of origin and encouraging further visibility and widened involvement in the initiatives. To consolidate these linkages and engagement, a cooperation agreement has been signed with various municipalities, territorial development committees in the fishing and tourism sectors, and Salvadoran organizations abroad.

This project also promotes the empowerment of women and youth in familial, social, cultural, political, educational, economic and business contexts through capacity building and empowerment activities that support them in the design and implementation of their own businesses or cooperatives. Specific investment funds were provided to select proposals by youth and women who have formed cooperative groups or individual enterprises. To ensure these initiatives respond to real needs and opportunities, workshops and analyses were carried out to assess the competitive advantages of the resources in the territory as well to create a strategy for enhancing the fishing and tourism industries.

Finally, to promote the inclusion of the local dimension of migration and development within the Migration and Development Plan, which is part of the national Strategic Plan for the Protection and Development of Migrants and their Families, territorial consultations will take place with youth, returned migrants and families with migrants abroad to assess their needs and understanding of migration and local development.

Key mainstreaming elements

- **Participatory consultative process:** A crucial element to ensuring the success of this project has been the identification of the needs, ideas and aspirations of the community to ensure that they are integrated into local policies.
- **Awareness raising and capacity building of local authorities and other actors:** This has ensured that municipalities understand the importance of the local dimension of migration and development and ensured that migration is included in their local development plans.

- **Establishing dialogue mechanisms and agreements with Salvadoran communities abroad:** This has ensured the institutionalization and permanence of linkages and channels between Salvadorans abroad and their territories of origin for more effective and consistent support for local development.
- **Multi-stakeholder approach:** : The inclusion of various important stakeholders throughout the whole process, including migrants abroad, has ensured an integral and tailored approach to managing migration for local development.
- **Feeding into national policy design:** The decision by the central level (vice ministry and CONMIGRANTES) to define a new national policy on M&D through territorial and international participatory consultations ensures that local realities and local actors' voices and expertise are taken into account at the national level.

4.4 Pichincha, Ecuador:

An inclusive approach to the integration of people experiencing human mobility

Project overview The project in Pichincha, Ecuador, builds on what has already been achieved by the Autonomous Provincial Government of Pichincha (GADP) and aims to promote strategies for integration, development and sustainable strengthening of local actors' capacities to foster the social, productive and cultural integration of individuals in situations involving human mobility.[32] This project is being implemented in the Province of Pichincha, Ecuador, in a context of high human mobility (emigration, immigration, transit, refugee flows and returning emigrants) characterized by the presence of vulnerable and socially excluded groups (such as women, youth, impoverished people). This is a project supported by JMDI that was initiated in 2014 and will conclude in 2016.

Purpose	The main purpose of the project is to promote strategies for integration, development and sustainable strengthening of local actors' capacities to foster the social, productive and cultural insertion of individuals in situations involving human mobility.
Objectives	• To promote acceptance and integration in the community. • To strengthen livelihoods and a people's economy of solidarity. • To promote social/organizational strengthening for intercultural harmony. • To provide advisory services, and legal and psychosocial support.
Key stakeholders	Ecuador: Decentralized Autonomous Government of the Province of Pichincha, Ministry of Labour, Department of the Ombudsman (DPE) and Public Defender (DP), International Labour Organization (ILO), Pastoral Social – Cáritas, Fundación Voces –Alianza Hip Hop Para las Calles, Fundación Esperanza (FE), Fundación Ambiente y Sociedad (FAS), Asylum Access (AA), Organización Hebrea de Ayuda a Inmigrantes y Refugiados (HIAS), Servicio Jesuita, a Refugiados (SJR), Spain: CIDALIA Consultoría en Diversidad, Universidad Autónoma de Madrid (UAM), Asociación de Migrantes Rumiñahui and Asociación para el Codesarrollo Liclicnán
Beneficiaries	The project will support 700 people experiencing mobility through targeted workshops, networking events and training, with a particular focus on returnees and refugees.
Geographic location	The project takes place in the cantons of Cayambe, Pedro Moncayo, San Miguel de los Bancos, the parishes of Guayllabamba, Calderón and Nayón, and the Chilibulo district of Quito, in the province of Pichincha.
Budget	JMDI: USD 230,000 Other Contributions GADPP: USD 134,440 Total: USD 364,440 for a duration of 20 months

Migratory context Ecuador stands out in the Andean Region as a territory characterized by a high level of human mobility. Not only is it a country from which enormous numbers of people emigrate – the United States, Spain and Italy being prominent destinations – but it is also a territory that absorbs a considerable quantity of immigrants, refugees and returnees, as well as people in transit to other wealthier countries in the region or to Canada and the United States (especially from Asian and African nations).

The number of emigrants is estimated to be between 1.4 million and 1.6 million as of December 2007.[33] This represents over 10 per cent of Ecuador's total population. International emigration from Ecuador is chiefly urban-based (73.6% of overall emigration being from urban areas, and only 26.4% from rural areas).[34]

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[32] Pichincha territory includes the urban area of Quito, Ecuador's capital city; the project, therefore, is implemented in a mostly urban and densely populated area.

[33] G. Herrera, et al., *Ecuador: la migración en cifras* (United Nations Population Fund and FLACSO Ecuador, Quito, 2008). Available from http://www.flacsoandes.edu.ec/libros/digital/43598.pdf.

[34] At the level of the cantons and communities, there is dense internal migration. Thus, rural areas are also involved in the migratory phenomenon, but with effects and features quite different from those of the international migration.

Due to the economic crisis across Europe since 2008, return migration to Ecuador, above all to Pichincha, has increased (between 2005 and 2010, 63,888 individuals returned to Ecuador).[35] It is estimated that 29 per cent of returning emigrants to Ecuador are in the province of Pichincha.[36] Immigration flows also come from the bordering Andean countries and the Caribbean. Colombia and Peru are among the most important countries in this respect, their nationals representing 75.2 per cent of the total volume of immigrants on record, with Colombia representing the larger portion (48.6%).[37]

Out of the 55,500 refugees recognized by the Ecuadorian government, 98 per cent have come from Colombia fleeing violence. It is estimated that 27 per cent of the total number of refugees have settled in the province of Pichincha.[38]

Decentralization context The territory is divided into 7 regions, 24 provinces, 221 cantons, 797 rural parishes and 411 urban parishes. Since 2010, the Organic Code of the Territorial Organization, Autonomy and Decentralization[39] has been approved, resulting in a restructuring of the political and administrative organization. The new Organic Code propelled political decentralization and the transfer of responsibilities and resources from the Central Government to the Decentralized Autonomous Governments (DAGs). The now decentralized and autonomous provincial, municipal and cantonal governments have been empowered with legal, judicial and electoral capacities and faculties to directly be engaged in the governance of their own territories.

Institutional background to the project It is within the aforementioned decentralization and migratory context that the GADP has created the Pichincha Agenda for Social Inclusion, which is a planning tool for defining public policy for priority groups (as determined by the Constitution of Ecuador), thus including a specific area of work related to human mobility. The agenda is outlined for the period up to 2018 and has defined goals, as well as strategies for execution, based on a mainstreamed M&D approach that provides for linkages between different levels of government.

The province of Pichincha also established a Human Mobility Unit for inclusion (reception, post-arrival and integration) for persons in human mobility and situations of vulnerability, including returning emigrants, immigrants and refugees. Planning of this Unit is responsive to the Agenda for Social Inclusion and its management model is based on two strategies: (1) strengthening of specific services and direct attention for people in human mobility provided at the Office of the Unit in Quito, complemented with the services provided by other units and offices of the provincial government for the entire population of the province (health, training, certification of labour skills and competencies); and (2) intervention in other territories of the province jointly with various organizations working in these areas and through mobile units.

Activities implemented by the Human Mobility Unit include: counselling and psychological attention; legal advice; economic inclusion through self-employment strategies (advice on micro productive enterprises and seed capital/ grant funds for implementation) and dependent employment (through the Ministry of Labour's job centre, labour skills certification and training); advocacy, participation and socio organizational support; and research.

Key stakeholders involved in the project There is a wide range of stakeholders involved in the implementation of the project. A key actor is the Human Mobility Unit, which is part of the Secretariat of Human Development and Environment of the Decentralized Autonomous Government of Pichincha. It is responsible for the management of human mobility-related issues in the province.

At the same time, non-profit associations and foundations such as Pastoral Social Caritas Ecuador, Asociación Rumiñahui and Fundación Esperanza provide assistance in the form of training and talks to promote awareness.

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[35] B. D. Jokisch, *Ecuador: From Mass Emigration to Return Migration?* (Migration Policy Institute, 2014). Available from http://www.migrationpolicy.org/article/ecuador-mass-emigration-return-migration.

[36] Gioconda Herrera, María Isabel Moncayo and Alexandra Escobar, *El Perfil Migratorio Del Ecuador 2011* (Quito: IOM, 2012).

[37] Ibid.

[38] MREMH - Ministerio de Relaciones Exteriores y Movilidad Humana, Ficha Informativa de Proyecto (2015). Available from www.cancilleria.gob.ec/wp-content/uploads/2015/04/GPR-Fortalecimiento-de-la-Direcci%C3%B3n-General-de-Refugiados.pdf.

[39] Código Orgánico de Organización Territorial, Autonomía y Descentralización (2010). Available in Spanish from http://policiametropolitanaquito.gob.ec/LOTAIP%202013/BASE%20LEGAL%20ACTUALIZADA/COOTAD.pdf.

The GADPP also coordinates different actors of the province that are active stakeholders in the project's objectives and results. Protagonists in the migratory process such as organizations of migrants, immigrants, refugees and others in situations of vulnerability are included. These organizations promote the empowerment and social inclusion of their beneficiaries.

The activities of this JMDI-supported project are directly coordinated in the field by a JMDI Focal Point, who acts as the link and contact person of the different implementing partners and the JMDI. This Focal Point provides technical assistance and monitors the implementation of the different activities developed in the framework of the initiative.

In partnership with the JMDI, State organizations such as the National Assembly, the Ombudsman Office (Defensoría del Pueblo) and various ministries (Foreign Relations and Human Mobility, Justice, Labour), as well as international organizations such as the International Labour Organization, have also provided technical assistance and training for implementing the mechanisms of social and labour inclusion, conforming with the human rights approach enshrined in the Constitution of Ecuador.

A partnership was also established with the Autonomous University of Madrid and with the CIDALIA research group, which provides academic and institutional support in developing international research/action ties for decentralized cooperation.

The Consortium of Autonomous Provincial Governments of Ecuador (CONGOPE) is also a strategic actor that the GADP is closely collaborating with to share the lessons of Pichincha's Human Mobility management model so as to allow CONGOPE to disseminate this to other GADs in Ecuador and support them in their own migration and development initiatives at the local level.

Key mechanisms adopted for the implementation of the initiative The project aims to ensure that people in situations of human mobility (above all, returning emigrants and people in need of international protection, PNIP) can exercise their rights in a framework of comprehensive human development through the promotion and strengthening of their social, productive and cultural capacities. The project assumes the constitutional mandate that individuals in situations of human mobility compose one of the priority groups in the country.[40] This project is also aligned with the objective of the National Good Living Plan 2013–2017 (Plan Nacional del Buen Vivir 2013–2017, PNBV), which takes a fourfold approach to guaranteeing the rights of people in situations of human mobility: (1) rights guarantees and protections, social inclusion and equity; (2) intercultural harmony; (3) economic and productive dimensions; and (4) international policy and shared responsibility.

GADPP has signed inter-institutional cooperation agreements to coordinate responses to various issues pertaining to human mobility in the province. Key partners in this effort are the International Organization for Migration (IOM), the United Nations High Commissioner for Refugees (UNHCR) and the Organization of Ibero-American States (OEI).

The technical team of the Human Mobility Unit and its partner organizations promote the active participation of local communities and people in situations of human mobility in the activities of the project. Such events provide socialization, training and technical assistance to foster social inclusion. The project also designed a monitoring strategy for the interventions so as to be able to monitor, adjust and evaluate their efforts.

Given the mixed context of refugees, asylum seekers, return migrants, people in transit, emigrants and immigrants found in Pichincha, GADPP has partnered with specific entities to ensure the necessary tailored response to particularly vulnerable persons, for example with UNCHR to address refugees and asylum-seekers. Also, the GADPP has worked closely with the Ministry of Labour to transmit information collected via the work of the Human Mobility Unit (HMU) regarding critical issues faced by people in human mobility when accessing the local labour market, opening up the possibility for the Ministry to identify key strategies on human mobility to be mainstreamed into national labour policies.

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[40] This process of mainstreaming may not flow from a strategy designed ahead of time; however, the way in which the project is institutionally articulated and integrated makes it sufficiently clear that an exercise of mainstreaming is in progress.

In the area of scientific research, the GADPP collaborates closely with the Autonomous University of Madrid to gain a more exhaustive knowledge of the Ecuadoran migratory phenomenon. Promoting South-South cooperation with neighbouring countries such as Peru, El Salvador and Costa Rica is also a priority for the GADPP.

Social cohesion is also promoted through the involvement of popular urban art professionals that work with youth through music and art workshops. These workshops are given by the Fundación Voces – Alianza Hip Hop Para las Calles (Voices Foundation – Street Hip Hop Alliance).

One of the most important final objectives of the project is to transfer the working methodology used in Pichincha for addressing human mobility to the rest of the provincial autonomous provincial governments (GADs). This is being supported through the sharing of good practices and lessons learned from the model with the Consortium of Autonomous Provincial Governments of Ecuador, as well as by supporting their dissemination to other GADs and providing technical assistance as they adopt their own management model for human mobility.

The strategic involvement of the Vice Ministry of Human Mobility and the Coordinating Ministry for Social Development in the National Steering Committee of the project allows for the local dimension of migration and development to be included into the National Social Development Agenda. It also allows the Coordinating Ministry for Social Development, though the National Council for Equality, to include the local dimension of migration and development in the National Agenda for Human Mobility.

Key mainstreaming elements

- **Multi-stakeholder and multi-level approach:** This initiative has a clear multi-stakeholder and multi-level approach involving all relevant actors both at the national and local levels, which is successfully working to enhance the GADP human mobility management model for local development.
- **Participatory approach:** By ensuring the active participation of mobility-affected communities in the activities of the project, this initiative manages to enhance social cohesion and integration, as well as assess and feed real needs into local development planning. This ensures that initiatives and services respond effectively and more efficiently to human mobility issues and opportunities.
- **Commitment to accurate data and research:** The efforts of this initiative are based on the acknowledgement of the need for and value of having accurate data and carrying out research in order to feed into local development policy planning, thus ensuring its effectiveness.
- **Knowledge sharing for replication:** With the GADP model recognized as a good practice at the national level, it is also being replicated in the Province of Imbabura through the second JMDI-funded project. Moreover, GADP is sharing its expertise via the CONGOPE (Consortium of Autonomous Provincial Governments of Ecuador) in order to reach out to other provinces, also with support from the JMDI.

4.5 Nantes, France:

Nantes Council for the Citizenship of Foreigners (CNCE)

Overview of the initiative The Nantes Council for the Citizenship of Foreigners (CNCE) aims to ensure enhanced and more effective participation of migrants in the design and implementation of local policy planning, particularly those relating to integration and those that directly concern the city's immigrant population.

Purpose	The institutionalization of a consultative body to facilitate the participation of foreign residents in generating the city's public policies, particularly those relating to integration and those that directly concern the city's immigrant population.
Objectives	• To improve local public policies in terms of receiving, integrating and ensuring equality for immigrants. • To try out new forms of citizen participation. • To co-develop and co-produce specific actions and tools in the areas mentioned, working with the beneficiaries themselves, including immigrants and all other relevant actors.
Key stakeholders	The Municipality of Nantes, the Regional Prefecture, Immigration and Integration Services (SII), French Immigration and Integration Office (OFII), the Department Division of Social Cohesion (DDCS), NGOs/Associations, Members of the CNCE, the Nantes Hospital, the Universities of Nantes and Angers
Beneficiaries	Foreign residents in Nantes, including EU citizens and paperless people, newly arrived and elderly adult immigrants, municipal offices, municipal counsellors, NGOs/ Associations
Geographic location	Nantes City, France
Budget	Financed by the Municipality of Nantes

Migratory context In 2000, the number of immigrants began to rise in the French region of Pays de la Loire. By 2008, there were 99,700 immigrants in the region, constituting 2.8 per cent of the region's population. This percentage at the regional level is well under the national median, which was 8.4 per cent in 2008; however, Nantes itself represents a particular context in the region, since migrants represented 7.5 per cent of its total population in 2009.[41] Driven by the economic crisis of 2008, the unemployment rate in Nantes reached 9.1 per cent in 2013, although it was still one of the lowest levels in the country (national median: 10.4%) thanks to local development in the creation of new enterprises (+7.4% in the first half of 2013). Nantes Métropole (composed of multiple municipalities) is also France's third largest industrial centre.

The origins of the immigrants living in Nantes Métropole are quite diverse. Records of the National Institute of Statistics and Economic Studies (Institut national de la statistique et des études économiques, INSEE) reflect 170 nationalities as of 2006, although there are notable percentages of immigrants from the Maghreb (33%), sub-Saharan Africa (15%) and Asia (31%). Migration from Turkey, Eastern Europe (the former Soviet republics) and Asia has grown.

Decentralization context France is an indivisible, secular, democratic and social republic with a desecentralized organization.[42] The French territory is divided into 22 regions, which are subdivided into 101 departments and 36,700 communes.[43] However, on 16 July 2015 a new law regarding the territorial organization was approved and as of 1 January 2016 there will only be 13 regions.[44] The new law stipulates the abolition of the general jurisdiction clause for the departments and regions.[45] In other words, these two levels will no longer have the right to intervene in all the public affairs and to spend in all the matters of public action. This reform will allow the new regions to have jurisdiction over economic development, land-use planning, professional training, transportation and school management.

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[41] Records of the National Institute of Statistics and Economic Studies (Institut national de la statistique et des études économiques, INSEE).
[42] Constitution de la République Française, available from http://www.assemblee-nationale.fr/connaissance/constitution.asp#titre_3.
[43] La réforme territoriale (2015). Original available from http://www.gouvernement.fr/action/la-reforme-territoriale.
[44] Ibid.
[45] Ibid.

France recognizes the role of human mobility in development and the key role that migrants have for the economic and social development of nations through economic, cultural and technical contributions.[46] The National Assembly is currently revising a law project regarding the rights of foreigners in France at the national level. Overall, this law aims to improve the reception and integration of regular migrants, facilitate the mobility of international talents and manage irregular immigration more efficiently.[47]

In 1990, the government created the Regional Programmes for the Integration of the Migrant Population.[48] Undergoing a relaunch in 2010, these local programmes base migrant integration on welcoming policies, social promotion and professional promotion while fighting against discrimination.[49] In addition, municipalities are allowed to create Consultative Commissions for any thematic area that affects their territory. For instance, the city of Nantes created an Advisory Committee for the Inclusion of Immigrant Populations to elaborate and produce policies and actions together with city councillors, municipal departments and other non-institutional actors for the integration of migrants.[50]

Institutional background to the initiative The development of a migratory policy in Nantes was initiated in 1989 with the creation of a policy for migrant integration and against discrimination, headed by the Municipal Advisor for the Integration of Immigrants. This effort and the keen political will of the Mayor led to the creation of the Equality, Integration and Citizenship Mission (EIC) in 2002 under the Directorate Genegal for Equality. This institutional body provides a structure for the Municipal Advisor for the Integration of Immigrants with support from four civil servants who coordinate and oversee all policy design and implementation.[51] It is within this context that the Council for the Citizenship of Foreigners (CNCE)[52] was created in 2003 by EIC as a consultative body formed by people of diverse non-European origins that feeds into local policy planning and implementation. The needs and opinions of undocumented migrants are represented in the CNCE by the associations that work with this population in the city of Nantes.

Key stakeholders involved in the implementation The main partners of the CNCE are the municipal offices and agencies across the various municipal sectors (such as employment, housing, education) that cooperate on the objective of integrating migrants. A number of intermediary entities in the city function as funded partners of the municipality for the implementation of specific initiatives or services.[53]

The Equality, Integration and Citizenship Mission (EIC) enjoys the collaboration of institutions at the national, regional and departmental levels in formulating local integration policy, including the Ministry of the Interior and the National Directorate for Immigration as well as the Regional Office for Social Cohesion, the Prefecture of the Region (Loire-Atlantique) and other local entities. The department of Equality and Diversity of the CNCE is charged with the coordination of all of these actors.

With regards to non-institutional actors, around ten non-government organizations[54] and local migrants' groups participate as main partners of the CNCE. They are able to participate in decision-making related issues as members

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[46] Projet de loi relatif au droit des étrangers en France (2015). Available from http://www.vie-publique.fr/actualite/panorama/texte-discussion/projet-loi-relatif-au-droit-etrangers-france.html#onglet3.

[47] Programmes régionaux d'intégration des populations immigrées (PRIPI).

[48] FORIM, *Synthese des Recherches PRIPI* (2012). Available from http://www.forim.net/sites/default/files/PRIPI.pdf.

[49] Emanuela Roman Fieri, EU-MIA Research Report (Conseil Nantais pour la Citoyenneté des Etrangers [CNCE], Nantes, France, 2014).

[50] Ibid.

[51] This ministry was created by the Nicolas Sarkozy government in 2007. It was eliminated as a ministry in 2010, becoming a division of the Ministry of the Interior in charge of managing migration policy.

[52] The CNCE is composed of roughly 40 immigrants from 26 countries (2013 figures).

[53] Namely, the job agency of Nantes Métropole; Cosmopolis, a centre for international cultural activity, and the Association for the Realization of Educational, Social and Cultural Activities (Association pour la realisation d'activités éducatives, sociales et culturelles, ACCOORD) of the city of Nantes.

[54] Migrants Health Association of Loire-Atlantique (Association Santé Migrants de Loire-Atlantique, ASMALA), GASPROM, CIMADE, Human Rights League (Ligue des droits de l'homme, LDH), International League against racism and anti-Semitism (Ligue internationale contre le racisme et l'antisémitisme), Movement against racism and for friendship between peoples (Mouvement contre le racisme et pour l'amitié entre les peuples, MRAP), Group of education sector retirees in France (GREFE), Nantes Association for the literacy of foreigners (Association Nantaise d'Alphabétisation Des Étrangers, ANADE), Association of Solidarity with Foreign Children, Federation of Lay Associations (Fédération des Associations Laïques, FAL-44), Intercultural Documentation Centre (Centre Interculturel de Documentation), Doctors of the World (Médecins du Monde, MdM), and Association Tissé Métisse.

of the group of collaborating organizations and experts within the CNCE. Within the framework of the EU-funded Coprod project, the CNCE also received funds from the European Commission to carry out some of its activities.[55]

Key mechanisms adopted for the implementation of the initiative Within this initiative, a mutual partnership has been set up between the CNCE and EIC whereby migrants and their needs and opinions are integrated into policy planning through the CNCE, which is required to advise the EIC on migration-related issues. The EIC, in turn, is mandated to respond to enquiries launched by the CNCE.

CNCE's participatory methodology contributes through workshops to the articulation of an M&D agenda at the departmental and regional levels. These workshops promote the inclusion and participation of migrants in debates regarding the main priorities of the development of the region and their particular interests and needs. The workshops are dynamic tools for the formulation of local policy. The topics to be addressed are decided on together with the members of the CNCE, which are then taken to Nantes City Council to see how they align with local policy priorities and to establish common areas for dialogue and policy initiatives. Participation in the workshops is open to members and non-members of the CNCE. Thus, all foreigners living in Nantes can participate – immigrant associations, associations whose main target or participant population is migrants, and those institutional actors concerned with whatever theme is being discussed.

The participation techniques applied in the workshop are constantly revisited and each workshop has its own dynamic. This facilitates a shared view of what is happening in different sectors, and what needs to be improved to reach the common objectives. One example of this process can be seen in the strategies that were implemented to improve the reception of immigrants in the city and to better address the situations of older immigrants. These subjects were first addressed in workshops from which policies emerged and were implemented with the support of the European Migrant Integration Aacademy (EU-MIA) in the 2012–2013 period. These workshops then became one of the ten different initiatives acknowledged by the EU–MIA as examples of good practice.

Key mainstreaming elements

- **Participatory process:** This initiative puts a great deal of emphasis on ensuring that migrants and their organizations are included in policy planning and that their needs, ideas and aspirations are heard through the CNCE's participatory methodology.
- **Multi-sectoral approach:** By ensuring that migrants participate across all pertinent policy areas, the CNCE ensures that migration issues are being mainstreamed across policies and sectors, thus enhancing policy coherence and an integral approach to migration across all sectors.
- **Multi-level coordination:** The fact that EIC enjoys the collaboration of institutions at the national, regional and departmental levels in formulating local integration policy ensures that local policies are aligned with national policies and are duly supported and endorsed at the national level.

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[55] Information regarding the project available from https://ec.europa.eu/migrant-integration/index.cfm?action=furl.go&go=/intpract/coprod-migrants-identified-by-a-study-undertaken-by-the-committee-of-the-regions.

4.6 Kerala, India:

Diaspora and Migration Strategy within the Kerala Perspective Plan 2030

Overview of the initiative The Kerala Perspective Plan 2030 is essentially the local development plan of the State of Kerala. Kerala is the only state in India whose development plan includes a Diaspora and Migration Policy (DMP) Strategy as an institutional part of the local development agenda.

The inclusion of the DMP Strategy is thanks to a clear recognition by Kerala state authorities of the development potential of migration and the need to mitigate its negative effects, such as remittance dependency and brain drain. The Strategy therefore aims to mainstream migration into the development agenda in order to harness its potential and mitigate the negative effects. To achieve this, the initiative is based on three main pillars: (1) the development of comprehensive multi-dimensional strategies to harness the development potential of migration; (2) improved protection of migrants' rights and the minimization of the negative effects of migration; and (3) enhanced engagement with migrants in order to promote their role as development actors.

Purpose	The main objective of the Diaspora and Migration Strategy is to integrate the three categories of migrants, Non-Resident Keralites (NRKs), return migrants and in-migrants, through the mainstreaming of migration into the Kerala Perspective Plan (development agenda). This is to be done by creating an enabling environment that effectively integrates migrants and empowers them to make significant contributions to the development of the State and, therefore, the country. The main approach is to harness the development potential of the diaspora (including return migrants) and in-migrants.
Objectives	• To develop comprehensive multi-dimensional strategies to harness the goodwill and resources of both the non-resident diaspora and returnees for development purposes. • To enhance the protection of migrants in order to safeguard their basic rights and standards, and minimize the negative effects of remittances and migration. • To secure maximum dialogue and cooperation with migrants/diaspora.
Key stakeholders	Department of Non-Resident Keralites' Affairs (NORKA), Norka Roots, Kerala State Planning Board, NPKs Organizations, NRKs
Beneficiaries	Migrants, immigrants, NRKs, Government of Kerala
Geographic location	State of Kerala
Budget	No data

Migratory context India is a country with a high level of migration and the largest recipient of remittances in the world, receiving $69 billion in 2012,[56] which represents over 4 per cent of India's Gross National Income. Within India, the major proportion of the expatriate population comes from the State of Kerala.[57] Kerala has a long history of migration and has been one of the largest sources of foreign workers for the Persian Gulf countries since the 1970s. Now the return of emigrants has become a determining component of its population demographically, politically and economically. The global economic crisis and the new labour policies of the Persian Gulf countries designed to favour local workers over migrants, combined with the abandonment of large-scale construction projects, are among the factors that motivated economic migrants to return to their countries of origin.

A 2011 study estimates the number of Keralites living abroad at 2.33 million and the number of returnees at 1.15 million.[58] Internal migration has also occurred at a very significant level in the Kerala Region. Remittances sent by

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[56] S. Irudaya Rajan (ed), *Global Crisis, Migration and Remittance: India Migration* (Routledge, New Delhi, 2012).

[57] KSPB (Kerala State Planning Board), *Perspective Plan 2030 - Kerala* (Kerala, 2014). Available from http://www.ncaer.org/publication_details.php?pID=255.

[58] S. Irudaya Rajan, *Migration and Development: The Indian Experience*, (International Conference on Migration Remittances and Development Nexus in South Asia Institute of Policy Studies of Sri Lanka, Colombo, Sri Lanka, 2009).

Keralites abroad (22% of Kerala's GDP[59]) has provided important support for the economy of the State of Kerala for more than three decades. Indeed, remittances represent a very large portion of Keralites' incomes, forming the backbone of the State's economy.

Decentralization Context India is a federal republic comprising 28 states and 7 union territories. The governance of federating states and of union territories is similar. Each of them is led by a Governor, advised directly by the real seat of executive power, a Chief Minister and his/her council of ministers.[60]

At the state level, each state has its own legislation and ministries to deal with issues related to local governments. In turn, local governments are broadly divided between rural authorities and urban authorities. In both rural and urban areas, local representatives are elected for a term of five years and exercise their power through a committee system. In urban areas, there must be committees specialized in finance, education, water supply and sanitary, and housing, while in rural areas committees can vary from state to state.[61]

Each state is free to enact its own specific legislation regarding their local governance as long as they respect the national amendments on decentralization entrusted by the State.[62]

Institutional background to the initiative At the national level, India's commitment to its community abroad led to the creation, following the recommendations formulated by the High Level Committee on the Diasporas in 2001, of the Ministry of Overseas Indian Affairs (MOIA)[63] in 2004.

The Kerala Perspective Plan 2030 is the Development Plan of the State of Kerala. It was developed and approved in 2014 by the Government of the State of Kerala and contains a specific chapter on diaspora and migration where the approach to the future diaspora and migration strategy is presented.

Key stakeholders involved in the design and implementation of the strategy The Kerala State Planning Board was constituted with a view to enabling the State Government to formulate development plans, based on a scientific assessment of the resources of the state and the state's growth priorities. The Board was assigned the task of preparing the Annual Economic Review to be presented along with the budget document to the state legislature. It also coordinates the design and implementation of the DMP strategy with the different actors involved in different sectoral departments.

The Department of Non-Resident Keralites' Affairs (NORKA) is a department created in 1996 by the government of Kerala. The Department's objective is to foster the welfare of Non-Resident Keralites (NRKs), carrying out actions in three main areas: funding (for example, for pension relief or death compensation), cultural exchange and professional services (such as pre-departure orientation, recruitment and certificate authentication). It acts as an interface between the non-resident Keralites and the Government of Kerala and as a forum for addressing NRKs' problems, safeguarding their rights and reintegrating returnees. NORKA also formed part of the many stakeholders that contributed to the creation of the DMP Strategy and Kerala Perspective Plan 2030.

Norka-Roots was set up in 2002 and is the implementing agency of the Department of NORKA. Its mandate is to provide a broad range of services, including knowledge updating, pre-departure advisory services, certificates and education certificates for students wishing to migrate, repatriation of migrants' bodies, campaigns to prevent risks of false documentation and irregular migration, and financial assistance for impoverished returnees. Norka-Roots coordinates the implementation of the DMP Strategy.

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[59] The World Bank, "Remittances to Developing Countries to Stay Robust This Year, despite Increased Deportations of Migrant Workers" (Press Release, 2014). Available from http://www.worldbank.org/en/news/press-release/2014/04/11/remittances-developing-countries-deportations-migrant-workers-wb.

[60] The Constitution of India. Available from http://lawmin.nic.in/coi/coiason29july08.pdf.

[61] Ibid.

[62] Ibid.

[63] MOIA's predecessor, the Ministry of Non-Resident Indians' Affairs, functioned for only four months and was then renamed the Ministry of Overseas Indian Affairs (MOIA). The change made it possible to strengthen the Ministry's role as a governmental entity facilitating ties to the Indian community abroad.

Of strategic importance are the groups and associations of NRK, through which the government carries out dialogue with the diaspora.

Key mechanisms adopted for the implementation of the initiative The Kerala DMP Strategy ensures the participation of a wide range of stakeholders, both for the development of the strategy and for its implementation. The DMP Strategy and Kerala Perspective Plan were formulated in consultation with a variety of stakeholders, including policy makers, migrants' associations, migrants and diaspora, administrators, academics, NGOs, civil society members, public and private enterprises, students, citizens, and other interest groups. On-going dialogue continues with these different actors for the implementation and follow up of the DMP Strategy. In addition, participatory strategies of the Kerala Government include recognizing NRKs organizations through a system that allows them to register with the state.

The strategy itself is built on the pillars outlined as follows:

Knowing the diaspora: Kerala recognizes the importance of research activities to map the diaspora and assess their needs and existing development opportunities in order to provide a research- and evidence-based approach to the strategy. These actions include understanding the diaspora's aspirations, understanding what they are willing to offer and contribute, and creating skill inventories.

Trust building: The strategy places a lot of importance on building trust among diasporas through various means. Firstly, trust is built by creating infrastructure to connect diasporas and homelands to support information flows and portals for enhanced communication. Examples of this include monthly e-magazines and creating Diaspora Advisory Boards that meet twice a year to discuss diaspora-related matters or other events with diaspora. Secondly, Kerala aims to build trust by providing services to their migrants abroad via their embassies and consulates. Thirdly, Kerala supports social and cultural activities, education and language learning to construct "diasporic patriotism" as a "prerequisite" to ensure that the diaspora is motivated, willing and enthusiastic to contribute to the development of Kerala.

Mobilization of diaspora and remittances: While Kerala acknowledges that remittances are private transfers and that diaspora members can choose to allocate these funds at their discretion, Kerala also promotes philanthropy and the development of business and transnational business networks, specialist knowledge networks, and highly skilled expatriates networks in order to tap into the economic, social and technical resources that the diaspora may wish to contribute to the development of Kerala. For example, Kerala is setting up a Kerala Fund to raise money through social and networking events with diaspora to fund development initiatives.

Reverse brain drain and capabilities: In a bid to harness talent from destination territories, Kerala aims to encourage brain incubation or circulation through, for example, the temporary return of highly skilled migrants to enhance specific industries. Kerala's DMP Strategy also looks at harnessing the development potential of its "affinity diaspora", which are non-Keralite businesses, entrepreneurs, students and other actors that temporarily stay in Kerala. Finally, Kerala recognizes the potential of permanent returnees and their need for support in reintegrating into society. To facilitate this, the strategy also looks to create a database profiling returnees' skills to facilitate labour reinsertion, promote investment and entrepreneurship, and involve pertinent NGOs to support returnees as they overcome obstacles to their social, economic and cultural reintegration.

In-migration: In-migration into Kerala is regulated through a network of recruitment agencies and the state already runs a welfare scheme called the Inter-State Migrant Workers Scheme, through which workers get health care and education benefits; however, this scheme has failed to enroll a large number of migrants and the DMP Strategy therefore aims to enhance it by building a compulsory registration database, providing low-cost housing for migrants, and promoting social cohesion and integration services.

Implementing and measuring the success of the DMP strategy: Kerala has placed a strong emphasis on ensuring institutional development for enhancing the effectiveness of the strategy throughout its implementation. This has included an analysis of the challenges all actors face and weaknesses within all institutions in order to identify

how to enhance their services and coordination. This analysis also brings good practices and other examples from other countries that can inspire or be adapted in the Kerala context. Part of the DMP Strategy is therefore also to strengthen NORKA, promote the creation of Kerala's own Migation Policy and allocate specific budgets to ensure implementing mechanisms are functional. Finally, Kerala aims to ensure the monitoring and evaluation of all programmes are being carried out.

Key mainstreaming elements The strategy presented in the Kerala Perspective Plan 2030 represents an excellent example of mainstreaming migration into the Kerala Development Strategy. Key elements of this mainstreaming include:

- **An integral participatory process:** This initiative promotes mainstreaming by ensuring migrants and their associations together with their needs and development ideas are integrated into development planning processes, the implementation of the DMP Strategy, as well as the strategy's monitoring and evaluation.
- **High institutionalization of M&D:** The creation of a specific strategy, implementing entities, an allocated budget and an emphasis on enhancing these institutions' performance all within the DMP Strategy are together likely to ensure the institutionalization of M&D in Kerala's development plans.
- **Emphasis on data collection:** Research activities, mapping and consulting with migrants to understand not only their characteristics but their inspirations, skills and needs ensure that policies will respond to real needs.
- **Empowering migrants:** By engaging with migrants and diasporas and providing them with tools, services and support for their activities and projects, the initiative also empowers migrants to become development actors.

4.7 Milan, Italy:

Milan for co-development programme[64]

Overview of the initiative The goal of the Milan for co-development programme is to improve the human, social, economic and financial capital of migrants who live in Milan and in Lombardy by fostering the capacity for creating relationships, strategic partnerships and new opportunities for development, both where they live and in their places of origin. To achieve this, the initiative has a focus on decentralized cooperation processes.

Purpose	• To encourage migrants to take an active role in their integration in the host country and in the development of their country of origin. • To foster institutional partnerships with local authorities in the Southern countries with the aim of empowering their capacities.
Objectives	• To develop local policies with the contribution of migrants (not just concerning cooperation issues, but any local policies). • To sustain institutional relationships with Southern partners through the creation of "institutional corridors". • To involve new stakeholders (private sector, universities, trade unions) in order to foster new global partnerships in decentralized cooperation schemes.
Key stakeholders	Municipality of Milan, International Relations Division and other relevant divisions, CeSPI, 14 financial institutions, migrants and their associations, NGOs of Lombardy
Beneficiaries	Migrants and their associations, the society in Milan and in partner territories
Geographic location	Milan, Lomabardy (Italy) and decentralized partner territories in the South
Budget	EUR 4,050,000 during the period of 2007–2014

Migratory context Milan has about 350,000 foreign citizens of different nationalities who belong to over 150 different ethnic groups, and it has over 500 associations connected to foreign communities. Milan's background is similar to other metropolitan European cities, with 18 per cent of the population identified as migrants in 2013.

The peculiarity of the Milanese context is that this massive migration is recent and multi-ethnic: the richness and variety of migrant communities in Milan has led to a broadened focus beyond just a few key few foreign communities. In Milan, the most active migrants (from Senegal, Albania, Morocco and Ecuador) do not automatically belong to the largest foreign communities (for example, the Philippines, Egypt and China).

Decentralization Context At the national level, the Italian Ministry of Foreign Affairs, in line with the directions of the UN and EU, drafted the Decentralized International Cooperation Policy Guidelines in 2010. According to the Ministry, North–South development is essential and mutual: migration and development represent a crucial component of the field of international cooperation. The new Italian law on international cooperation for development, adopted in 2014, endorses migrant associations as actors of aid and development support to communities in countries of origin.

In 1989, Milan was the first Italian city to open a unit for decentralized international cooperation and development education (world citizenship awareness), building on an existing Italian law (n. 49/1987) regarding the interaction of Italy with developing countries that introduced the role of local authorities in activities of cooperation for development. More than 100 Italian NGOs and associations that work in the field of international cooperation are based in Lombardy.

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[64] City of Milan Mayor's Office, *Milan for co-development: Assessment 2015* (International Relations Mayor's Office Development Aid, City of Milan, 2015). Available from http://mediagallery.comune.milano.it/cdm/objects/changeme:43106/datastreams/dataStream2062764126295840 8/content.

Institutional background to the initiative The city started to work in the field of migration and development in 1997 and has promoted the long-term experimental Milan for co-development programme since 2007, in agreement with the framework of the 2006 United Nations Goals for Migration and Development, as well as the European Parliament and European Commission guidelines. Before the current administration, migration was perceived politically as mostly a security issue. The Municipality offered a variety of services and initiatives on migration, but these were separate from local development policies. Currently, the municipality is trying to move from a "call for proposals" based initiative to an organic and coordinated action based on migration and development as a transversal topic, involving several sectors of the administration and developing integrated and coherent policies.

Key stakeholders involved The Development Aid Office of the International Relations Department, Municipality of Milan, is in charge of the coordination and implementation of the programme. It works closely with other departments to ensure the actual mainstreaming of migration and to avoid the compartmentalization of its actions. For example:

- The Cultural Department works closely with the International Relations Department on the World City Culture Forum to strengthen migrant communities and foreign associations and to improve their active participation in the public life of the city.
- The International Relations Department worked with the Social Policies Department to establish a Migration Centre, the first information desk in Milan dedicated to the world of international migration. The centre is a place where migrants can find information, as well as a meeting place for associations involved in immigration and integration processes in the city. Although the functions of this centre will mainly have a local impact, the challenge to be faced by the municipal administration is to develop an integration policy that is embodied and coordinated with the international cooperation policies.

CeSPI (Centro Studi di Politica Internazionale, a policy research association) is one of the main partners of the programme, providing expertise and data, and supporting the implementation. Milan has promoted a working group with CeSPI and migrant associations to evaluate the possibility of launching a multinational welfare office in the working environment of the centre.

Fourteen financial institutions, coordinated by Fondazione Cariplo, and other donors support the sustainability of the programme through funding.

Migrants and migrant associations who live in Milan and Lombardy participate in a variety of ways, for example:

- As leaders or partners in the planning and implementing of co-development projects and initiatives;
- As trainees in capacity building and strengthening migrant associations courses;
- As participants in the sharing and exchange of ideas, experiences and knowledge;
- As promoters or participants in local, national and international working groups and networks.

Several NGOs of Lombardy operating in the field of international development aid and world citizenship awareness participate in a variety of ways, for example:

- As leaders or partners in the planning and implementing of co-development projects and initiatives;
- As trainers and tutors in the management of associations and development projects;
- As participants in the sharing and exchange of ideas, experiences and knowledge;
- As promoters or participants in local, national and international working groups and networks.

Decentralized partners are also key stakeholders in this North–South co-development programme. Other stakeholders of Lombardy and of foreign territories where the projects are implemented (for example, non-profit associations, private sector, universities, trade unions and local governments) participate as partners or network members in the projects.

Key mechanisms adopted for the implementation of the initiative The Municipality of Milan, supported by the Italian Centre for Research (CeSPI), launched the Milan for co-development programme in 2007 as a result of positive experiences in decentralized cooperation projects implemented by migrants themselves.

CeSPI first conducted a comparative study about the experiences and models of other European cities, incorporating a large number of interviews with migrants. CeSPI has worked in the programme since its inception in a variety of capacities: concept of the initiative and calls for proposal, training and capacity building, interviews of migrants involved in the projects, analysis and models of the projects, monitoring reports, indicators and criteria for the evaluation, and the scouting of foreign communities not participating in the programme.

Migrants and the associations of migrants were consulted during the design, planning and implementation of the initiative in meetings, training sessions, workshops, conferences and presentations related to the programme and its projects. To facilitate this consultation, the Development Aid Office developed a detailed and extensive mailing list during the programme implementation (shared with Cultural and Social Policies Departments). Furthermore, Milan is the European non-capital city that hosts the highest number of both consular offices and diplomatic delegations, which provided support in reaching out to foreign communities in the city.

To-date the Milan for co-development programme has financed three calls for proposals and several support activities for migrant associations. This programme has been realized thanks to the funds designated for decentralized cooperation by the Municipality of Milan and further funds from financial institutions in preparation for the Universal Exposition of 2015. Thanks to the economic participation of private and philanthropic financial institutions, Milan's programme on co-development was able to have a long-term dimension and to realize significant calls for grants.

This continuity has been essential to guarantee the implementation of the projects and to deepen the connection between the Development Aid Office and the various foreign communities that come mostly from Africa and Latin America and represent more than 150 ethnic groups. These calls for proposals are based on a new paradigm of international cooperation and local development as they support projects implementing actions in both origin and destination. The projects to be funded under the calls have to provide interventions that enhance human capital and the social integration of migrants in order to produce significant and verifiable affects either in the country of origin or in the territory of residence. Calls for proposal also require coherence between activities in both the territories, possibly requiring transnational initiatives connecting two or more countries. To-date, 63 out of 66 co-funded projects have been implemented completely or in large part. They are closed and reported, with an overall 98 per cent positive evaluation.

The programme includes several backing and support activities for migrant associations, such as: (1) training activities, research, scouting, debates and workshops (2) sharing ideas, experiences and knowledge with other departments of the municipality; and (3) exchanges and collaboration with local civil society, other cities, institutions, initiatives and networks of European co-development (JMDI, IOM, Eunomad and other projects funded by the EU).

The initiative is still on-going, even though the economic resources for Milan's decentralized cooperation have been drastically reduced due to the global economic crisis and consequent financial difficulties of Italian local authorities.

Key mainstreaming elements

- **Multi-stakeholder approach:** The inclusion of various important stakeholders throughout the whole process, including different municipality departments, civil society, migrants and research institutions, ensures an integral and tailored approach to managing migration for local development.
- **Coordination with national legislation and European frameworks:** Aligning local policies and initiatives with national and European frameworks ensures support and endorsement at the national and European levels that can enhance sustainability and effectiveness.
- **Data collection and research:** Having carried out an initial diagnosis and comparison with other experiences, this initiative is better able to respond to real needs, build on lessons learned and harness opportunities.
- **Building on existing migrant initiatives:** By building on existing initiatives, trust among migrants and their subsequent ownership and commitment to the initiatives are ensured.
- **Participatory process:** This initiative also ensures that migrants' needs and ideas are included throughout the entire mainstreaming and implementation process.

4.8 Souss Massa Drâa and L'Oriental, Morocco:

Connecting territories through migration and development

Project overview The "connecting territories through migration and development" project in the region of Souss Massa Drâa and L'Oriental supports efforts in M&D through three branches that continue the work of already existing initiatives developed in the framework of the communal development plans. The threefold focus of the project includes the social rights of migrants, the integration of M&D as a component of the communes' development plans and strengthening the role and capacities of migrants in relation to local actors. Supported by the JMDI, the project was initiated in 2014 and will finalize in 2016.

Purpose	To reinforce the capacity and role of migrants in fostering local development in Morocco through partnership with local authorities and other local actors.
Objectives	• To inform and train civil society, local elected officials and local authorities on the social rights of migrants. • To raise awareness and build the capacity of local authorities for the integration of an M&D approach into Municipal Development Plans. • To improve the involvement of migrants in the dynamics of local economic development through the creation of cooperatives and entrepreneurship and fair trade.
Key stakeholders	The Regional Council of Souss Massa Drâa, the Provincial Councils of Tiznit et Tinghir, the local authorities Units of Tiznit, Taroudannt et Tinghir, the local authorities of Ammeln, Tafraoute, Arbiaa Sahel, Oum El Guerdan, Tinzert, Azaghar N'irs, Taliouine, Siroua, Ouislsate et Tinghir, the Regional Agency for the International Cooperation and local in Mediterranean (ACIM), the Agence de l'Oriental (ADO), the Regional Investments Centre of the Souss Massa Drâa (CRI) regions, the National Agency for the Promotion of Labour and Competences (ANAPEC), the National Social Security Fund (CNSS), the Euro-Marocaine platform Migration Développement Citoyenneté et Démocratie (MDCD), and JMDI
Beneficiaries	16 young migrants, 12 civil society organizations and local officials, and migrant women, refugees and asylum seekers in the region
Geographic location	Souss Massa Drâa and L'Oriental regions in Morocco
Budget	JMDI (USD 230,041) l'Agence Française de Développement (USD 23,017) Banque Africaine de Développement (USD 19,723) l'Agence de l'Oriental (USD 19,835) Communes Rurales (USD 13,275) Total: USD 305,892 for a duration of 22 months

Migratory context Morocco is a country with a long tradition of emigration. Census estimations indicate that currently over 4 million Moroccan people live abroad. The main destination countries are Belgium, France, Germany, Italy, Spain and the Netherlands. Since the 1990s Morocco has also become a destination and transit country mainly for citizens of other African countries. The region of Souss Massa Drâa, as well as L'Oriental, have a long history of high levels of emigration to Belgium, France, Germany and the Netherlands that began in the 1930s and intensified during the 1960s and 1970s due to various temporary labour agreements with these countries. Moreover, Souss Massa Drâa, given its geographical position as the central belt of the country cutting across Morocco from the Atlantic to the Algerian border, witnesses many transit migratory flows that take place in a South–North direction.

Decentralization context Morocco was divided into 17 regions in 1997, although within a de-concentration framework with a low level of decentralization. Since 2010 the process of "advanced regionalization"[65] targeted a higher level of

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[65] Commission consultative de la régionalisation, Rapport sur la régionalisation avancée, available from http://www.regionalisationavancee.ma/PDF/Rapport/Fr/L1_ConceptionGenerale.pdf.

autonomy for regions and enhanced the function of territorial elective bodies such as the Regional Councils. Between March and July 2015, new decrees and organic laws regarding territorial management were approved, dividing the Moroccan territory into 12 regions of 62 provinces and 13 prefectures, which were in turn divided in 1503 communes. This new regionalization approach aimed to propel integral development policies throughout the country by mobilizing local actors and ensuring their participation in economic, social and environmental sustainable development plans. The territorial organization is based on the principles of administrative freedom, cooperation and solidarity.

Communes are local authorities with legal personality and financial autonomy, managed by a council consisting of a president and several vice-presidents.[66] The council is responsible for forming commissions to address the different issues in its territories and for the implementation of the economic, social, cultural and development measures in the territory.[67] Furthermore, a council can coordinate with the provincial and regional levels and can also submit proposals and suggestions directly to the central level institutions.

Institutional background to the initiative To address migration issues, the Moroccan Government has established a set of institutions such as the Hassan II Foundation for Moroccans abroad, created in 1990, and the Council of the Moroccan Community Abroad (CCME) created in December 2007. The CCME is a national institution for consultation and prospective work, responsible for, among other functions, strengthening the contribution of migrants to Morocco's economic, social and human development.

The last constitutional reform, adopted in 2011, establishes a framework that aims to create an institutional environment to promote commitment to migrants and that reaffirms the civic role and rights of Moroccans living abroad (called MRE in French). This commitment took the form of creating a Ministry for Moroccans Abroad (MCMRE).

The connecting territories through migration and development project is part of a broader work dynamic that has been in progress thanks to the Migration and Development (MD) organization in the region of Souss Massa Drâa. MD is a well-established French-Moroccan migrants' association that was created in 1986 and aims to reinforce civil society for local development through support from the Moroccan diaspora. MD, together with the economic, social and technical contributions of the migrants, supported the building and improvement of roads, thus breaking the isolation of rural areas. They have also worked to improve living conditions through social services that provide such things as water, electrical infrastructure and educational centres.[68]

The results of MD's interventions and the support of local authorities were presented in a workshop on the contribution of migrants' associations to development at the Global Forum on Migration and Development held in 2011 and hosted by Switzerland. Similarly, the report *Maroc de demain: Bilan et perspectives de Migrations & Développement* (Tomorrow's Morocco: State of play and perspectives on action for migration and development) was presented in May 2012 in Taroudant. One of the main outcomes of this event was that the Agence de l'Oriental (ADO) requested support from MD in the integration of migration into the ADO's Communal Development Plan.

MD's work unfolds strategically by mobilizing Moroccans living in Europe and is programmatically anchored in the Communal Development Plans (PCD) and in the actions carried out by local groups committed to the M&D agenda. For its implementation as well as follow-up, a steering committee was created with one representative of MD, one from the Regional Council of Souss Massa Drâa, one from each of the Provincial Councils (Tiznit and Tinghir), one from each of the three Directorates of Local Government (Taroudant, Tiznit and Tinghir) and one from the ADO. The discussion mechanisms created in L'Oriental have spawned the Collective of Associations for the Development of L'Oriental (CADO), which has distinguished itself in the area with the implementation of the project. MD continues to provide support and advice.

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[66] Charte Communale, Loi n° 78-00 portant charte communale, available from http://www.sgg.gov.ma/Accueil.aspx.

[67] Ibid.

[68] Y. Bourron, "Jamal, un migrant acteur de développement," La revanche du territoire (Paris, Publisud, 2011).

Key stakeholders involved in the implementation of the project Migration and Développment (MD) is an organization created by immigrants in the 1980s that now includes returnees, Moroccans who have never emigrated, French people, and young Moroccans abroad. In addition to supporting the project, it acts as a link between a set of key actors, including local and national authorities, migrant groups and NGOs. Its experience implementing M&D projects in the Souss Massa Drâa Region has provided the Associations with the knowledge and networks to facilitate replication in other regions, as in the case of L'Oriental. Its headquarters in Agadir is in charge of coordinating the project jointly with the French office in Marseille and with the offices at the House of Development in Taliouine, Morocco.

In 2013, several meetings with the participation of associations and Moroccan migrants were organized in France. As a consequence of those meetings, the Associations for the Development of L'Oriental (CADO) was created, which gathers together all the Moroccan diaspora associations and individuals from the Oriental Region that are engaged in social and economic development in Morocco or that support development, coordination and knowledge sharing in the Oriental Region.

The local institutions and governments, including the Regional Council of Souss Massa Drâa, the Provincial Councils of Tiznit and Tinghir, the divisions of the local governments of Tiznit, Taroudant and Tinghir, the National Social Security Fund (CNSS) and the Regional Centre for Investment (CRI) of the Souss Massa Drâa region, constitute the steering committee of the project.

The Agency for International Cooperation and Local Development in the Mediterranean (ACIM) is a Marseille-based Association working on local economic development projects in the Maghreb region. The association coordinates training activities for the migrants' investments, along with the CRIs of Souss Massa Drâa and L'Oriental, the local governments in the territories, and the organizations of Moroccans Residing Abroad (MREs), which manage the mutual visits.

The Agence de L'Oriental (ADO), a public organization created by the King of Morocco to support national and local actors in the implementation of development programmes, is in charge of assessing the employment potential for young people in the framework of initiatives involving local products and rural tourism, as well as of identifying local actors who can contribute in this respect.

The National Social Security Fund (CNSS) is involved in the component of the project that concerns the social rights of retired Moroccan migrants with the objective of realizing the transfer of the social rights they have acquired by contributing to retirement funds in the European countries where they worked, so that they can recover and exercise these rights once they return to Morocco.

The Euro-Moroccan Migration, Development, Citizenship and Democracy Platform (Plateforme Euro-Marocaine Développement, Citoyenneté et Démocratie, MDCD) is the transnational coordination body of European and Moroccan co-development NGOs and citizen actions, which brings together a hundred organizations conducting effective actions directly related to development, citizenship, democracy, solidarity economy, environmental protection and the promotion of human rights in immigration, but also educational activities for international solidarity and advocacy. The convention on the establishment of the platform has been signed by more than 85 associations and the "Sadia Declaration" was launched to collectively clarify the basis for inclusive development supported by Moroccan migrant associations and their partners.

Key mechanisms adopted for the implementation of the initiative The project is organized around the following three pillars:

Ensuring the social rights of migrants: Based on previous experiences, it was found that when migrants returned to Morocco, they were losing their retirement entitlements that they had accumulated in their destination countries and faced various difficulties reintegrating into society. The MDCD, therefore, helps to train political representatives and technical personnel regarding the social rights and mechanisms relating to retirement and health services, is

responsible for creating awareness among Moroccans regarding the sub-Saharan migrants, and creates migrant reception and orientation centres at the local level.

Creating and updating communal development plans that integrate the local dimension of migration and development: With the objective of developing the communal development plans (PCDs), which also integrate the local dimension of migration and development, MD supports six rural communes in developing and updating their PCDs, encouraging a dynamic of innovation and local project management at the territorial level. Migrants and migrant associations are included as key actors in the development of these PCDs through joint workshops. This process led to the establishment of a multi-actor territorial development dynamic that, in turn, paved the way for the implementation of the Equal Opportunity and Parity Committees (CECP) in the communal councils.

In addition, to encourage knowledge exchange and mutual support between municipalities in France and Morocco, MD organizes study tours so that Moroccans can benefit from French experience in fostering recognition of territorial value and potentials and in exploiting synergies between actors. These events have led to the established of decentralized cooperation dynamics between the municipality of Taliouine in Morocco and the Community of Communes of Les Ecrins (Communauté de communes Pays des Ecrins) in France.

Capacity building: This project also aims to solidify the role of young Moroccans in fostering local development by enhancing their capacity to promote the commercialization of local products in Morocco at home and abroad through training and support. Building on the training tools for migration and local development created within the context of the JMDI, efforts are being made to institutionalize these training tools with existing training courses in Morocco, specifically with the University of Zohr d'Agadir, to ensure the knowledge collated through the JMDI is used in a sustainable manner that continues to educate people on the importance of migration and development at the local level and helps them create more effective M&D efforts.

Key mainstreaming elements:

- **Integrating migration into local development plans:** By working to enhance the PCDs through the integration of migration issues as well as migrants themselves in their design and implementation, this initiative ensures migrants' needs and the opportunities that migration brings are integrated into local development planning.
- **Promoting knowledge exchange:** This initiative has also emphasized an exchange between territories in both France and Morocco that has led to the creation of decentralized cooperation processes to manage migration at both ends of the migratory channels in a spirit of mutual support and cooperation.
- **Multi-stakeholder approach:** The inclusion of many pertinent stakeholders at all levels ensures that the support services and coordination provided are tailored and effective.

4.9 Bicol, Philippines:

Mainstreaming migration and development in the governance of local authorities in the Bicol Region

Overview of the initiative Building on previous M&D efforts in Naga City, the key purpose of the "Mainstreaming migration and development in the governance of local authorities in the Bicol Region" project is to scale up an existing pilot project carried out in Naga City by IOM in order to mainstream migration into local development planning in the Region of Bicol. This is a JMDI-funded project that was initiated in 2014 and will be finalized in 2016. The activities of the project are being implemented in 15 local government units (LGUs), including 6 provincial governments, 7 cities and 3 major towns in Bicol.

Purpose	To mainstream migration and development issues and projects among key provinces, cities and municipalities in the Bicol Region.
Objectives	• To raise the awareness of key Bicol local governments on the strategic value of M&D. • To develop the capacity of selected Bicol local government units (LGUs) in mainstreaming M&D in their local plans. • To establish and institutionalize local structures and mechanisms promoting M&D in the selected Bicol LGUs. • To develop local projects and services for the overseas Filipino sector in the selected Bicol LGUs.
Key stakeholders	Commission on Filipinos Overseas (CFO), Ateneo de Naga University (ASSRC & CLG), Associates in Research and Community Empowerment Services (ARCES), Department of the Interior and Local Government (DILG) Regional Office, National Economic Development Authority (NEDA) Regional Office and JMDI
Beneficiaries	Six provincial governments, seven cities and three capital towns in the Bicol Region. The direct beneficiaries of this project are local government units within the Bicol Region, migrants and their families, academia, civil society organizations (CSOs), the private sector, and the people's council.
Geographic location	Bicol Region, the Philippines, Asia
Budget	JMDI USD 230,000 for a duration of 22 months

Migratory context The urban areas of the Philippines have experienced major demographic growth due to increasing immigration from rural areas, including as a direct consequence of the natural disasters affecting the country. The precarious economic situation evident in the country's urban centres is part of a social context of marginality and poverty that is one of the factors driving the intense flow of emigration from the Philippines. According to current data published by the Philippine Statistical Authority (PSA), Saudi Arabia is the preferred country of destination among overseas Filipinos workers (24.8%).[69] The other most common countries of destination are the United Arab Emirates (15.6%), Singapore (6.4%), Kuwait and Qatar (5.3%) and Hong Kong (5.0%). Bicol is among the regions with the highest proportion of overseas Filipinos (OFs). According to the PSA, in 2014 it ranked eighth in this respect among the country's 17 regions as the origin of 3.4 per cent of the emigrant population, or some 78,880 individuals.[70]

Decentralization context The Philippines is a centralized unitary government entity with a decentralized local government. The subnational level is formed by Local Government Units (LGUs) currently grouped into 18 regions (Negros region was added in 2015) and headed by an elected local chief executive (LCE) and governed by an elected legislative body. Each level of government exercises autonomy over its prescribed functions, such as the delivery of basic services

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[69] Philippine Statistics Authority, "Total Number of OFWs Estimated at 2.3 Million" (2015). Available from https://psa.gov.ph/content/totalnumber-ofws-estimated-23-million-results-2014-survey-overseas-filipinos%C2%B9.

[70] Philippine Statistics Authority, "Distribution of Overseas Filipino Workers by Sex and Region" (2014). Available from https://psa.gov.ph/sites/default/files/attachments/hsd/article/TABLE%201.1%20Distribution%20of%20Overseas%20Filipino%20Workers%20by%20Sex%20and%20Region%20%202014.pdf.

like social and health services, infrastructure, water supply and land use planning; however, superior jurisdictions exercise some degree of supervision over lower-tier jurisdictions.[71]

The decentralized model that the nation has adopted facilitates and strengthens the role of local authorities as authentic policymakers. Dialogue with national authorities is channelled through the Department of the Interior and Local Government (DILG), whose mandate is to support programmatic development and help improve the services offered by local governments.[72] Bicol is comprised of 6 provinces, 7 cities and 107 municipalities, and in 2012 its estimated population was 5,938,000.[73]

Institutional background to the initiative More than ten years ago, work to strengthen mechanisms for citizen participation began in Naga City. The concept of mainstreaming migration into Naga City's local development plans arose in 2010 at a migration and development event hosted by the Ateneo Naga University. Through dialogue and the exchange of ideas, participating researchers emphasized the importance of migration issues at the local level. Local actors expressed much interest and willingness to address and incorporate these issues in local development plans and in 2011 partnered with IOM to envisage how this might be done. This culminated in the IOM project implemented from 2010–2012 entitled "Mainstreaming Migration into Local Development Plans," which was a pilot project in Naga City in the Bicol Region carried out jointly with the Department of Interior and Local Government (DILG) and the Naga City Government.

The project included the development of multisectoral interaction, holding a series of conferences and consultations at the national and local levels in which various key actors participated. This process served to support the development of the local Naga City Development Plan for the 2011–2020 period, in which the M&D approach is mainstreamed. In September 2012, as support from IOM came to an end, the Mayor issued an executive order that converted the Technical Working Group from the project into the City Advisory Committee on Overseas Filipinos (CACOF). This committee functions as an institutional nexus for providing services and meeting the needs of the diaspora as well as advising the City in the continuing effort to mainstream migration into local development planning and policy making, programme development and project implementation.

Key stakeholders involved in the implementation of the project The different stakeholders involved in mainstreaming migration and development in the governance of local authorities in the Bicol Region project include local authorities, public institutions and civil society organizations.

The municipality of Naga City, due to its previous successful experience, acts as the project's executive unit in collaboration with other key actors. Naga City has managed to bring various local partners together across the entire region to replicate its model.

The Commission of Filipinos Overseas (CFO) is the main national Filipino government agency dedicated to promoting and safeguarding the interests of the migrant Filipino workers and Filipinos residing permanently abroad. One of its objectives is to preserve and strengthen the ties between these Filipino communities abroad and communities in the Philippines.

The Ateneo de Naga University is an important research centre that brings together professionals devoted to research on the Filipino diaspora, shedding light on the challenges and opportunities for local communities associated with the diaspora. It should also be noted that the Ateneo participates actively in various specialized forums. Ateneo de Naga has also formed the Centre for Local Governance, which is a training institution accredited by the Regional Office for Bicol of the Department of the Interior and Local Governance (DILG) and the Ateneo Social Science Research Center. These two centres act as pioneers in producing qualitative research and training projects.

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[71] The Local Government Code of the Philippines. Available from http://www.architectureboard.ph/.
[72] Ibid.
[73] National Statistics Office (NSO). Available from https://psa.gov.ph/sites/default/files/2013%20PY_Demography.pdf.

The Associates in Research and Community Empowerment Services (ARCES) is a non-profit entity devoted to research, training and the provision of legal advice.

The League of Bicol Cities and Urban Municipalities is an organization of the cities and urban municipalities in the Bicol Region created to promote the interests, enhance the capacities, and establish networks and cooperation among the member LGUs. The League meets quarterly to discuss and address various programs and policies regarding such things as sustainable development strategies and good governance practices.

Another institutional actor involved in the project is the Regional Office of the National Economic Development Authority (NEDA), which for some time has been helping to coordinate and plan economic and social development policy with Naga City and other local governments within the region. In addition, NEDA is the Vice Chairperson and Secretariat of the Regional Development Council. NEDA's participation is evidence of the importance that local authorities place on promoting multi-level dialogue so that development models created are consistent at the local, regional and national levels. The strategies for dialogue are not limited to local–national communication, but also promote local–local and local–regional dialogue. NEDA Region V is also the secretariat of the Luzon-wide Regional Development Committee.

As the supervising entity for local governments, the Department of the Interior and Local Government (DILG), particularly its Bureau of Local Government Development, is also involved in facilitating the involvement of LGUs in the mainstreaming process and in encouraging local officials to participate in capacity-building activities.

The activities of this JMDI-supported project are directly coordinated in the field by a JMDI Focal Point who acts as the link and contact person among the different implementing partners and the JMDI. The Focal Point provides technical assistance and monitors the implementation of the different activities developed in the framework of the initiative.

Key mechanisms adopted for the implementation of the project The prior experiences of the City of Naga have reaffirmed that by ensuring inclusive participatory processes in local development planning, local authorities are better able to identify and respond to the real needs of their citizens. With this in mind, the Bicol project was conceived with a clear focus on ensuring the continuity and strengthening of these participatory processes.

The main activities of the project include raising awareness among key Bicol local governments on the strategic value of M&D issues and building the capacity of selected Bicol local government units (LGUs) in mainstreaming M&D in their local plans. These two key initial areas of work are intended to lead to the implementation of activities related to the establishment and institutionalization of local structures and mechanisms promoting M&D in the selected Bicol LGUs, and to the development of local projects and services for the overseas Filipino sector in the selected Bicol LGUs.

Establishment of coordination mechanisms

The implementation of this project involves the establishment of local centres and councils for M&D, with corresponding personnel and budget appropriation, working in partnership with already existing regional and local migration-related agencies such as the Philippine Overseas Employment Administration and the Overseas Workers Welfare Administration. The centres represent the institutional offices responsible for overseeing and harnessing the opportunities of migration for local development through a gender and human rights perspective. The institutional design of the project calls for identifying and defining the priority services that the centres should offer to their clients, with a view to creating a "Citizen's Charter" covering these services.

This process requires facilitating channels of institutional dialogue between organizations of overseas Filipinos (OFs) and the LGUs. In this attempt to involve the people of the diaspora in social, community, cultural, economic and other matters unfolding in their places of origin, participatory strategies are institutionalized through the City Advisory Committee on Overseas Filipinos (CACOF). The CACOF is mandated to:

- Create and maintain a local database that provides more in-depth knowledge about the migratory phenomenon;
- Provide advice and strategic orientation for incorporating migration in planning, formulating and executing development initiatives;

- Strengthen the institutionalization of the horizontal focus on M&D;
- Create, strengthen and broaden the networks linking local authorities with migrants and migrants' organizations to promote their participation in their territories of origin; and
- Coordinate, support and mobilize resources in conjunction with all the local and national governmental entities, as well as the all the other relevant stakeholders.

In addition to CACOF, the migrant groups are recognized as a sector in the local governance processes through their involvement in the Naga City People's Council. In this capacity, they can participate with the LGU in advocacy, policy dialogue and programming activities, including budgeting. These processes are replicated in the 15 targeted LGUs.

The establishment of technical working groups (TWGs) is also a key element that this project aims to foster within other LGUs. These groups are composed of representatives of public and private institutions such as local governments, civil society organizations, academic institutions, religious organizations and families of migrants. The participants in the TWGs assume the responsibility for and commitment to incorporating and promoting M&D in their local investment or development plans. Once M&D is mainstreamed into the local development plans and investment programs, the TWGs can evolve into more formal, structured and institutionalized mechanisms, such as an M&D Council or Coordinating Group or Coordinating Council, as determined by the LGU.

Capacity building initiatives

The Ateneo de Naga University, through the training it provides, is key to the building of the capacity of LGUs to mainstream migration into their development agendas and institutionalize successful M&D experiences. The materials used for the training activities in the Bicol Region include documents and guides developed by the Commission on Filipinos Overseas (CFO), by the Global Migration Group (GMG) and by the IOM, as well as the presentations from resource persons/organizations such as the Migrant Forum in Asia, the Batis Center for Women and the Scalabrini Migration Center. The courses are primarily designed to train public decision makers to raise awareness on the importance of mainstreaming M&D. It has also proven to be effective to identify champions and key local officials as advocates who can play a key role in ensuring that policies are adopted, that programmes are implemented, and that the required personnel and budget are assigned and provided.

Key mainstreaming elements

- **Integrating migration into local development plans:** By working to mainstream M&D into local government unit development plans through the integration of migration issues and the inclusion of migrants and their families in their design and implementation, this initiative ensures that the migrants' needs and the opportunities that migration brings are integrated into local development planning and investment programming.
- **Participatory processes:** The inclusion of migrants abroad, their families and migrant associations through the participatory strategies of the City Advisory Committee on Overseas Filipinos (CACOF) or other similar structures (such as the M&D Council, TWG) is extremely important to ensure that local policies respond to specific needs as well as make sure that the development opportunities, welfare and interests of migrants are promoted and harnessed.
- **Multi-stakeholder approach:** The inclusion of many pertinent stakeholders at all levels ensures that the support services and coordination provided are effective. This also promotes the integration and mainstreaming of migration into other development potentials across all sectors.
- **Capacity building and awareness raising:** Enhancing the awareness and capacities of local government is also a key mainstreaming element that promotes the acknowledgement of the importance of working in M&D at the local level, the institutionalization of M&D, as well as an enhanced effectiveness of M&D efforts.

4.10 Sédhiou, Senegal:

Supporting co-development initiatives for local economic development in the Sedhiou Region (PAICODEL-S)

Overview of the initiative The PAICODEL-S: A dynamic instrument for the promotion and sustainability of the initiative Help Office for Migrants (HOM) project is supported by the JMDI and is currently ongoing. It was initiated in 2014 and builds on the existing Regional Development Agency of Sedhiou (ARDS) initiative. This project aims to support the Regional Development Agency in developing its Help Office for Migrants.

The concept of enhancing the HOM services available to migrants is coupled with a wide range of participation mechanisms so that migrants, local authorities and other local actors can engage in dialogue and develop joint activities that contribute to local development priorities. These participation mechanisms are conducted in such a way that they promote the commitment and ownership of local authorities and the diaspora in a bid to foster and innovate the mainstreaming of migration into local development planning.

Purpose	The project seeks to support the Help Office for Migrants (HOM) in their development of a policy framework for M&D at the local level, allowing the emergence of co-development projects.
Objectives	• To advocate for the development of an M&D policy framework, and to foster the emergence of co-development projects that account for women's needs. • To allow the Sédhiou Regional Development Agency to energize and consolidate the HOM initiative in order to enhance coherence between the migrants' initiatives and the economic and social priorities of regional development. • To strengthen the role of the region's local governments in developing and implementing economic co-development projects in collaboration with migrants. • To encourage the development of mechanisms for dialogue and actions related to the M&D linkage at the level of local entities and groups so as to promote coordinated local co-development planning policies. • To foster knowledge sharing on M&D experiences among actors in local government at places of origin, and those of the African (Guinea–Bissau) and European (France and Spain) destination localities, through tools for capitalization.
Key stakeholders	Sédhiou Regional Development Agency (ARDS) and its Help Office for Migrants (HOM), Regional Council of Sédhiou (CRS), the association GRDR Migration–Citoyenneté–Développement, the Regional Council of Sédhiou, the Associations of Citizens in West Africa and Europe and their decentralized cooperation partners in Europe, and the JMDI
Beneficiaries	Sédhiou Regional Development Agency (ARDS) and its Help Office for Migrants (HOM), habitants of Sédhiou, associations of migrants and migrants
Geographic location	Sédhiou, Senegal
Budget	JMDI (USD 230,000), GRDR (USD 102,324), ARDS (USD 42,920) Total USD 375,244 over a duration of 18 months

Migratory context Senegal can equally be described as a land of emigration, migration and transit, as it is a pole for West African immigration because of its history, political stability and economic development. According to IOM, immigrants to Senegal come from Guinea (39%), Mauritania (15%), Guinea-Bissau (11%), Mali (8%), France (8%), Cape Verde (4%), Gambia (3%), Morocco (2%) and Burkina Faso (1%). The main destinations for Senegalese emigration to Europe are France, Italy and Spain. Remittances, which equal 7.3 per cent of Senegal's Gross National Product, are contributing to the increase in the income per capita of the Senegalese recipient families, which is nearly 60 per cent higher compared to households not receiving money from abroad.[74]

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[74] O. Le Masson, P. D. Fall and M. Y. Sarr, « La dimension locale de la dialectique Migration et Développement: Le cas France – Sénégal » (GRDR [Migration–Citoyenneté–Développement], Institut Fondamental d'Afrique Noir Cheikh Anta Diop, Agence Française de Développement, 2015). Available from http://www.grdr.org/IMG/pdf/etude_afd_mig_et_dl_senegal-france_grdr-ifan_rapport_global_vf_.pdf.

Decentralization context

The Republic of Senegal is territorially organized into 14 regions and 45 departments. The Sédhiou Region has 452,994 inhabitants, of whom 76.11 per cent are under the age of 35, and many of whom live in rural areas.[75] Sedhiou is one of the three southern regions of Senegal, including Casamance, a region which is geographically peripheral and historically has been marginalized. The current decentralized model in Senegal is the result of an ongoing political process, which started with the State reform carried out in 2008. The process of decentralization, combined with the institutional and legal provisions that have been established, have strengthened the role of regional and local entities. As an evolution of this framework, in 2014 the Ministry of Decentralization and Local Governments created departmental councils[76] to bring public institutions closer to citizens and maintained the existing regional development agencies (ARDs). The goal of the ARDs, as 100 per cent public institutions with a relatively high grade of autonomy, is to provide technical support to local authorities and departmental councils as they provide support and services to socioeconomic actors in the territory.

Institutional background to the initiative

The Help Office for Migrants (HOM) was created by the Sédhiou ARD (ARDS) in 2010.[77] HOM seeks to provide orientation for migrants' investments and those of their organizations by territory, by priority sectors for intervention and by economic subsidiary. HOM is a service integrated as part of the ARDS institutional body, therefore relying on the ARDS's own governance model. The HOM conceived and developed a database of Sédhiou migrants and migrant organizations in order to make self-census possible.

In 2012, ARDS organized a mission to Europe to establish HOM focal points in France, Spain and Italy. The establishment of these focal points in Europe highlights the transnational nature of the issues addressed and activities implemented by the ARDS and paves the way for providing support to the migrants, keeping them informed of activities and projects, and allowing them to take part in the identification of development priorities. It also enables the creation of spaces for dialogue to share views and for fostering new ties between origin and destination regions. This mission succeeded in creating awareness among and empowering the Sédhiou emigrants. To complete these outreach efforts, ARDS set up regional consultations with local level stakeholders (from local authorities and mayors to returned migrants, decentralized technical services and citizen organizations) to discuss the role and implication of migrants, and increase collaboration and support between all the stakeholders. The result was the creation of the Sedhiou Migration and Development Double-Space, which brings together all these actors around a charter to discuss local M&D issues, the role of each actor and the support needed.

Key stakeholders involved in the implementation of the project The Sédhiou Regional Development Agency (ARDS), through its Help Office for Migrants (HOM), coordinates the project and liaises with all the actors involved in its implementation.

The Help Office for Migrants (HOM) provides orientation for migrants' investments and those of their organizations by territory, by priority sectors for intervention and by economic subsidiary.

Three Departmental Councils of the Region of Sédhiou replaced the ancient Regional Council to address departmental priorities. While these departments have difficulties following up on all the activities previously assumed by the Regional Council, they demonstrate a high level of commitment to addressing local challenges and exploring new areas of coordination, such as migration and development, with a strong level of ownership and responsibility.

The CRS (Regional Council of Sedhiou) has been working since 2011 with GRDR Migration Citoyenneté et Développement, an organization created in 1969. GRDR works in West Africa (Mali, Senegal, Mauritania and Guinea-Bissau) and in France.[78] In the context of this project, GRDR has a role as an expert consulting organization, providing advice on programmatic issues. It also liaises with local authorities and migrant organizations in Europe.

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[75] The notable youthfulness of the Sédhiou population is a characteristic of the Senegalese population in general, in which the average age is 22, and half the population is under 18. See: Agence Nationale de la Statistique et de la Démographie (ANSD) (2013), *Recensement Général de la Population et de l'Habitat, de l'Agriculture et de l'Elevage (RGPHAE)*, Ministère de l'Economie, des finances et du Plan. Available from http://www.ansd.sn/ressources/RGPHAE-2013/ressources/doc/pdf/2.pdf.

[76] These councils have replaced the Regional Development Councils.

[77] The ARDS Administrative Council is composed of the chairs of the Departmental Councils and the mayors of the region's cities and communes. Available from http://www.ardsedhiou.org/?q=content/organes.

[78] For more details, see the website: http://www.grdr.org/.

Also of note are the organizations of migrants abroad, which are key actors in the development and implementation of co-development projects in Sédhiou.

The activities of this JMDI-supported project are coordinated from Dakar with regular visits to the field by the JMDI Focal Point, who acts as the link and contact person for the different implementing partners and supports the promotion of this initiative with the national institutions based in the capital.

Key mechanisms adopted for the implementation of the initiative The Sedhiou Migration and Development Double-Space was created following consultation in each department, gathering migrant organizations, migrants, technical services, NGOs, citizens, GRDR representatives and local authorities to discuss M&D strategies to be developed in the region. These exchanges were organized with the support of the ARDS, the Departmental Councils and the mayors' associations. These preliminary consultations led to the launching of the regional space, whose first measure was to elect a presidium composed of a President of a Department, a migrant and a technical service representative and prepare a charter for their members that defines the mission and role of each stakeholder. While the ARDS follows up on the implementation, the steering of this structure belongs to its members, hence assuring a high level of ownership and sustainability.

Within the framework of the implementation of the project, HOM, with support from GRDR, has developed a database of information on migrant associations that supports the development of projects in the region. This collection of data on migrant associations is made accessible to both migrant associations and local authorities to foster partnership building and networking for mutual support and joint initiatives. In addition, in partnership with local universities, a process has been initiated to collect data regarding the specific contributions of migrants to local development.

Furthermore, the ARDS and GRDR continue their support of local authorities as they help them mainstream migration into their local development plans.

Key mainstreaming elements

- **Participatory consultative process:** A crucial element of the success of this project has been promoting consultation with migrants and their associations to ensure the HOM and the local development plans are able to respond to the real needs of local territories, migrants and migrants abroad.
- **Multi-stakeholder approach:** The inclusion of various important stakeholders throughout the whole process has ensured an integrated and tailored approach to managing migration for local development.
- **Emphasis on data collection:** With the creation of a data collection process, this initiative places importance on ensuring there is accurate data to allow for more effective and responsive local policies.
- **Transnational process:** Efforts towards engaging with migrants and local authorities are carried out simultaneously across Sedhiou, France and Spain through Sedhiou Migration and Development Double-Space. This allows for the integration of migrants' ideas and perspectives into local development planning to optimize the link between migration and development.

4.11 Barcelona, Spain:

Mainstreaming migration into local development planning as part of Barcelona's Immigration Work Plan

Overview of the initiative The Barcelona Immigration Work Plans of 2008–11 and 2012–15 are action plans created by the Barcelona Municipality to manage the challenges and opportunities that arise from the increasingly diverse and multicultural demographics of the city of Barcelona. These include strategic actions in areas such as integration, enhanced social services for all citizens, intercultural dialogue and specific plans to mainstream migration across all municipal sectors. The Work Plans represent an example of how a city can implement both specific migration-related actions to foster migrant integration, while simultaneously striving to mainstream migration across all relevant sectors for a more integrated, coordinated and effective management of migration for social cohesion and local development.

Purpose	To guarantee that migration is mainstreamed across all municipal sectors for more enhanced and comprehensive migration management within the framework of Barcelona's Immigration Work Plans.
Objectives	• To ensure political consensus surrounding migration management in Barcelona. • To enhance coordination and coherence across sectors for enhanced migration management for social cohesion and development. • To ensure migration initiatives reach all districts across Barcelona.
Key stakeholders	Barcelona Municipal Government, the Immigration Political Commission of the Barcelona Council, the Catalan Mainstreaming Immigration Office, the Directorate of Immigration of Barcelona City Council, the Barcelona Municipal Immigration Council
Beneficiaries	Immigrants in Barcelona and Barcelona residents
Geographic location	Barcelona, Spain
Budget	EUR 6.5 million per year (not including staff)

Migratory context Barcelona is the second largest city in Spain after Madrid. According to data from January 2012, the Autonomous Community of Catalonia has become one of the wealthiest and most important regions in Spain.[79] At the beginning of 2015, Barcelona's foreign population represented 16.7 per cent of the total for the city, with 262,233 foreigners listed in the municipal register.[80] In 2014, the majority of migrants in Barcelona come from Europe (37.3%), while 31.8 per cent come from the Americas, 31.8 per cent are from Asia and 7.4 per cent from Africa.[81] The largest immigrant communities in Barcelona are Italian, Pakistani and Chinese. Recent data suggests that the traditional migratory flows from Bolivia, Ecuador and Honduras are decreasing because of voluntary repatriation and naturalization processes.[82]

Decentralization Context The Spanish constitution establishes that the State is divided into municipalities, provinces and autonomous communities.[83] Spain is home to 17 autonomous communities, which are in turn divided into 50 provinces and more than 8,100 municipalities. Municipalities are governed by a city council formed of Mayors and Councillors, while provinces are governed by a provincial council.[84] Autonomous communities are in charge of organizing their self-government institutions, their territorial organization and maintenance, the public

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[79] Barcelona City Government, Statistics Department (database of the National Institute of Statistics, INE). Available from http://www.ine.es/en/welcome.shtml.

[80] Informes Estadístics, "La població estranjera a Barcelona" (Gener, 2015). Available from http://www.bcn.cat/estadistica/catala/dades/inf/pobest/pobest15/pobest15.pdf.

[81] Ibid.

[82] Ibid.

[83] Spanish Constitution, available in Spanish: http://www.lamoncloa.gob.es/documents/constitucion_es1.pdf.

[84] Ibid.

works and transport in their respective territories and their tourism and culture.[85] Autonomous communities have a parliamentary system divided into a Legislative Assembly, a Council Government and a High Court of Justice.[86]

The Spanish Constitution confers exclusive jurisdiction over nationality, immigration, emigration, rights of foreigners and asylum issues to the State.[87] Accordingly, the Spanish national government should address these issues, but in practice the autonomous community governments are also involved. In light of increasing immigration trends nation-wide, in 2005 the National Regulation on the Rights and Liberties of Foreigners in Spain entered into force (Organic Law 4/2000), which effectively changed the local management of human mobility by delegating further legal responsibilities to municipal councils, for example, the obligation to issue reports on housing availability for foreign residents requesting family reunification.[88]

In addition, the Generalitat de Catalunya (Catalonian Government) also has competences in the area of migration with the Statute of Autonomy of Catalonia establishing that the Catalonian Government is responsible for addressing the social and economic integration of migrants and authorizing them to work in the Catalonian territory.[89] It is within this context that the Catalan Government approved the Law of the Reception of Immigrants and Returnees to Catalonia (Leyes de Acogida de las Personas Inmigradas y de las Regresadas a Cataluña) in 2010,[90] constituting the legal framework to address the increasing urban, demographic and social issues arising from immigration at the local level.

Institutional background to the initiative The city of Barcelona began to develop public policy on migration in the late 1990s, when the foreign population was barely 2 per cent of the city's total population. Since then it has increasingly become a matter of major importance to have policies that focus on the need for intercultural interaction and dialogue. This is evident in the emergence of the first Municipal Plan for Inter-culturalism, which was developed in 1997.

The Immigration Policy Commission of the City of Barcelona (Comisión Política de Inmigración del Ayuntamiento de Barcelona) was created in 2001. It is directed by the Mayor of Barcelona and its management involves the heads of all the political sectors that are represented in municipal government and the people responsible for immigration-related policies. The Commission's objective is to assess and discuss migration-related issues and to mainstream migration across all sectors in local government.

The Municipal Immigration Plan of Barcelona was approved in 2002, becoming the starting point for the city's immigration policy. In 2002, the Intercultural Mediation Service (Servicio de Mediación Intercultural) of Barcelona was also launched. This service is designed to serve as a point of connection for the city government, immigrants and the autochthonous population, as well as for groups of different cultural origins living in the city.

In 2008, during the European Year of Intercultural Dialogue, Barcelona put various activities in motion under the aegis of the Barcelona Intercultural Dialogue Programme (Programa Barcelona Diálogo Intercultural).[91] This included an important analysis and social dialogue involving more than 84 professionals across all sectors, including government and non-government entities, to identify the challenges and opportunities arising from the rapidly and ever-changing demographic and intercultural transformation that was taking place across Catalonia.[92] This analysis

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[85] Ibid.

[86] Ibid.

[87] Ibid.

[88] Law 4/2000, Ley Orgánica 4/2000, de 11 de enero, sobre derechos y libertades de los extranjeros en España y su integración social, BOE-544. Available from http://www.boe.es/buscar/act.php?id=BOE-A-2000-544.

[89] Parlament de Catalunya, *Estatuto de autonomía de Cataluña* (2013). Available from http://www.parlament.cat/document/cataleg/48146.pdf.

[90] Law 10/2010, Comunidad Autonoma de Cataluna, Leyes de Acogida de las personas inmigradas y de las regresadas a Cataluña (Laws regarding the Reception of Immigrants and returnees to Catalonia) BOE-A-2010-9107. Available from https://www.boe.es/.

[91] For more details see Barcelona city government's *Programa d'activitats, Barcelona dialèg intercultural*. Available from http://www.bcn.cat/novaciutadania/pdf/es/dialeg/programes/prog_bcn_intercultural_es.pdf.

[92] Generalitat de Catalunya Departament d'Acció Social i Ciutadania Secretaria per a la Immigració, "Un pacto para vivir juntos y juntas Pacto Nacional para la Inmigración" (2008). Available from http://www.gencat.cat/eapc/revistes/RCDP/Documents_interes/RCDP_40/4B_Pacte_Nacional_Immigracio_es_doc_final_rcdp40.pdf.

culminated in the National Pact for Immigration (covering all of Catalonia) signed in December 2008 by 32 different institutional, political, economic and social agencies.[93] The Pact puts forward three main areas of action: (1) managing migratory flows and access to the labour market; (2) adapting public services for a more diverse society; and (3) fostering integration based on a participatory and inclusive approach to living together in diversity. It also highlights the commitment of the Catalan Government, Parliament, the Panel for Citizenship and Immigration, and other institutions and social and economic entities to implementing the policies outlined in the Pact and establishing a commission to monitor the progress.

It is within this context that the Barcelona Immigration Work Plan was established as a set of guidelines for the implementation of the National Pact for Immigration in the city of Barcelona (Plan de trabajo de inmigración, 2008–2011),[94] which was approved in 2008 with the consensus of all political parties.

In 2010, another Catalan Law was approved regarding the reception of immigrants and returnees to Catalonia (Leyes de Acogida de las Personas Inmigradas y de las Regresadas a Cataluña),[95] constituting the legal framework for Catalan municipalities to address the urban, demographic and social problems at the local level linked to migration.

In 2011, the Barcelona Immigration Work Plan was revised and a second plan was created: the *Immigration Work Plan 2012–2015*.[96] Building on what had already been achieved, the current Work Plan highlights the importance of considering diversity, interaction, territoriality and migration mainstreaming as a platform for development, creativity and innovation, therefore understanding diversity as a resource to propel development and consolidate Barcelona as a cosmopolitan and innovative city.[97]

Key stakeholders involved The Barcelona Municipal Government led the development of the Immigration Work Plan to promote a multi-sectoral and a multi-territorial approach to tackle the integration and recognition of migrants while mainstreaming migration for development.

Created in 2011, the Immigration Political Commission of the Barcelona Council (Comisión Política de Inmigración del Ayuntamiento de Barcelona) is chaired by the Mayor. Members include the presidents of all the political groups with representation in the city council and those responsible for migration-related policymaking. Their objective is to monitor the implementation of the Immigration Work Plan.

The Barcelona Mainstreaming Immigration Office (Mesa Transversal de Inmigración) was created in 2008 to ensure the mainstreaming of immigration policies in Barcelona and to ensure successful interdepartmental cooperation. It is formed by representatives of various city council departments with the aim of successfully coordinating immigration policies and reinforcing the collaboration between the different districts. This Office is also jointly responsible for the monitoring of immigration policies in Barcelona together with the Directorate of Immigration of Barcelona City Council. The Directorate of Immigration of Barcelona City Council is also jointly in charge of the monitoring and evaluation processes of the immigration strategies established in the Immigration Work Plans.

The Barcelona Municipal Immigration Council is a municipal department that falls under the Barcelona Directorate of Immigration Council. It coordinates a network of immigrant organizations and groups and seeks to encourage their interaction and collaborative work with other types of organizations in the city, aiming to promote the participation of immigrants in local policymaking.

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[93] Generalitat de Catalunya Departament d'Acció Social i Ciutadania Secretaria per a la Immigració, "Un pacto para vivir juntos y juntas Pacto Nacional para la Inmigración" (2008). Available from http://www.gencat.cat/eapc/revistes/RCDP/Documents_interes/RCDP_40/4B_Pacte_Nacional_Immigracio_es_doc_final_rcdp40.pdf.

[94] Barcelona city government, *Plan de trabajo inmigración 2008–2011*. Available from http://www.bcn.cat/novaciutadania/pdf/es/pla-cast.pdf.

[95] Law 10/2010, Leyes de Acogida de las personas inmigradas y de las regresadas a Cataluña (Laws regarding the Reception of Immigrants and Returnees to Catalonia), BOE-A-2010-9107. Available from https://www.boe.es/diario_boe/txt.php?id=BOE-A-2010-9107.

[96] Ayuntamiento de Barcelona, Plan de Trabajo inmigración 2008–2011 (2008). Available from http://www.bcn.cat/novaciutadania/pdf/es/pla-cast.pdf.

[97] Ibid.

Key mechanisms adopted for the implementation of the initiative The Barcelona Immigration Work Plan 2008–2011 updated the measures proposed in the Municipal Plan of 2002, defining five main areas of action:

1) Deepening knowledge of migration and disseminating it;
2) Strengthening and adapting the strategy for the city's embracing of immigrants;
3) Addressing the municipal governments' responsibilities in relation to the city's foreign residents;
4) Working on inter-culturalism and encouraging participation to ensure full integration;
5) Guaranteeing that migration is mainstreamed across all municipal sectors for more enhanced and comprehensive migration management.

This fifth area of action (guaranteeing that migration is mainstreamed across all municipal sectors for more enhanced and comprehensive migration management) is clearly based on Barcelona's recognition of the need for intensive collaboration across the different sectorial and territorial areas in order to ensure the coherence and effectiveness of the overall Immigration Work Plan. To achieve this, Barcelona built on existing work spaces and entities and established bilateral, fluid and constant dialogue among all the action areas under the Plan, as well as across all sectors in the City Council.

To oversee these efforts in mainstreaming migration, a Mainstreaming Immigration Office was created in 2008 consisting of representatives of all government sectors and the goals of guaranteeing the correct coordination of immigration policies, as well as reinforcing inter-departmental collaboration and collaboration with the districts of Barcelona.

Specific actions were then carried out across the following sectors: education, social services, civil rights, economic insertion, culture, housing, health, security, sports, international cooperation, gender equality, youth and professional training. These actions include a multitude of specific projects, including:

- Promoting co-development projects among migrant associations;
- Applying a gender perspective across all migration policies with a focus on mitigating gender violence and acquiring a better understanding of the feminization of migration;
- Ensuring the particular needs of migrants were integrated in the implementation of the Barcelona Housing Plan of 2008–2016;
- Enhancing budget and services for social services for migrants and refugees; and
- Mitigating unemployment among migrants through access to professional training.

Taking into consideration the varying migration contexts at the district level, the 2008–2011 Work Plan also reinforced the role of districts in Barcelona's migration policies through the implementation of district-specific action plans to manage migration with support from a dedicated officer to oversee their coordination and a project coordinator in each district. In addition, specific projects in targeted districts with higher numbers of recently arrived migrants were promoted to mitigate concentration and the subsequent marginalization of migrant communities, as well as to help promote social cohesion.

The Barcelona Immigration Work Plan 2012–2015 introduces two core objectives: (1) to promote a change in the current perception of immigrants as passive actors and assisted persons; (2) to consolidate diversity as an advantage and tool for development in Catalonia. To achieve these objectives and ensure that equality, diversity and interaction are the key drivers behind migration policies, the plan was implemented under seven pillars, as outlined below:

1) Ensuring a proper management of the reception policies;
2) Integrating mainstreaming and territoriality into migration policymaking;
3) Developing social policies for equity promotion;
4) Recognizing the potential of diversity;
5) Developing policies to enhance interaction, conviviality and the sense of belonging among all members of the Catalonian society;
6) Promoting the Catalan leadership and immigration good practices internationally;
7) Recognizing the new residents as members and citizens of the Barcelonan community.

With regards to the second pillar (integrating mainstreaming and territoriality into migration policy making) and building on what was achieved in the previous Work Plan, the 2012–2015 Work Plan has continued to support policy dialogue for general consensus surrounding migration based on a participatory and multi-stakeholder approach that cuts across all sectors of local governance.

To consolidate territorial coordination at the district level, further territorial coordination mechanisms were implemented. These also served to ensure that the officers in charge of specific district plans became fully recognized in their communities as the persons of reference between the activities being carried out and the institutions behind them.

The capacity building of officers was also a key element of this Work Plan, with district officers receiving specific training sessions to enhance their capacities in territorial management and migrant integration. To develop an enhanced awareness and understanding of migration issues across all sectors of the Barcelona Council, a specific training programme was implemented for municipal officers together with the territorial officers in charge of the district migration plans.

Key mainstreaming elements

- **Creation of a specific body in charge of mainstreaming migration:** By creating the Immigration Policy Commission at the municipal level and charging it with mainstreaming migration across all sectors of the government, together with specific actions to carry out this mainstreaming, the mainstreaming component of the Work Plan has been institutionalized, ensuring its credibility and sustainability.
- **Multi-stakeholder and multi-sectoral approach:** By ensuring the participation of all relevant stakeholders across all sectors, this initiative ensures that migration can be mainstreamed across all sectoral policies. Moreover, by defining specific actions to be carried out within each sector, mainstreaming efforts are turned into concrete outputs rather than left at the political or theoretical levels.
- **Capacity building:** A focus on enhancing the capacities and awareness of officials in other sectors, as well as those dealing directly with migration, ensures more effective migration mainstreaming.
- **Enhanced coordination and dialogue:** Specific coordination and dialogue mechanisms set up across sectors and in a participatory way ensure the voices of migrants and citizens are fed into migration policy making.

4.12 Vaud, Switzerland:

Cantonal Integration Programme (Vaud PIC)

Overview of the initiative The Vaud Cantonal Integration Programme (Vaud PIC) was established in 2014 by the Office for Integration (BCI). The programme covers the period of 2014–2017 and its objective is to design and implement an integral strategy for Vaud Canton in terms of migrant integration.

Purpose	The programme is an integral integration strategy for Vaud Canton.
Objectives	• To facilitate the integration of migrants in the Vaud society. • To accompany cantonal service in integrating migration into their functioning. • To establish services to respond to the specific needs of migrants. • To establish sound and dynamic integration strategies.
Key stakeholders	Office for Integration (BCI) Chambre cantonale consultative des immigrés Swiss immigrant communal commissions municipalities associations Cantonal and municipal services (ordinary structures) national authorities
Beneficiaries	Immigrants and Vaud society as a whole
Geographic location	Canton de Vaud, Switzerland
Budget	CHF 12,400,000 during the period of 2014–2017

Migratory context At the end of December 2013, the foreign resident population in Switzerland stood at 1,886,630 (68% are nationals of EU-28/EFTA member states). The largest group of foreigners is comprised of Italian nationals (16% of the foreign population), followed by German nationals (15.5%) and Portuguese nationals (13.5%).[98] There is great diversity within the immigrant population in Switzerland as over 175 nationalities are represented across the territory.

Vaud is Switzerland's fourth largest canton, with a total area of 3,212 km² (7.8% of Switzerland's territory), and experienced a population growth of 16 per cent between 2002 and 2012. It is also the canton with the second highest proportion of foreign inhabitants (32% as of 2013, subject to an annual variation of 4%) after Geneva (40%).[99]

Decentralization Context The Swiss Confederation consists of 26 sovereign cantons divided into approximately 2,800 municipalities or communes. The autonomy of each commune is guaranteed in accordance with the cantonal law.[100] The Confederation regulates the exercise of political rights in federal matters, and the cantons regulate their own policies on cantonal and communal matters.[101] The Constitution states that migration shall be limited by annual quantitative limits and quotas.[102] Since the late 1990s, the federal government has taken a leadership role on immigrant integration but has delegated most of the day-to-day integration and naturalization processes to the cantons and municipalities.[103] Nevertheless, the Swiss federal government established clear measures for immigrants' integration and their residency rights in the 2007 Ordinance on the Integration of Foreigners. Under this ordinance, local authorities are responsible for implementing integration policies to help immigrants comply with federal laws.[104]

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98 Federal Office for Migration, *Migration Report 2013* (2014).

99 Cantonal office for the integration of foreigners and the prevention of racism, *Programme d'intégration cantonal* (PIC) (Canton of Vaud 2014-2017), p. 13. Available from http://www.vd.ch/fileadmin/user_upload/organisation/dire/spop/coordination_integration/fichiers_pdf/Programme_integration_cantonal_VD_20130628.pdf.

100 Ibid.

101 Ibid.

102 Ibid.

103 J Schindall, "Switzerland's Non-EU Immigrants: Their Integration and Swiss Attitudes, Migration Policy Institute" (2009). Available from http://www.migrationpolicy.org/article/switzerlands-non-eu-immigrants-their-integration-and-swiss-attitudes.

Some cantons have complemented the federal law of integration with their own local laws.[105] For instance, the 2007 Cantonal Law on the Integration of Foreigners and Prevention of Racism (LIEPR) established in the Canton of Vaud the cantonal responsibilities in the domain, together with the existence of a cantonal coordination for integration and the prevention of racism, as well as a cantonal consultative chamber of foreigners.[106]

Institutional background to the initiative In 2008, a new federal law on migration came into force in Switzerland that stated, among others things, that integration was a joint effort to be undertaken by the Confederation, the cantons, the municipalities, social partners, NGOs and migrant associations. This lead to the uniformization across the country of how integration was approached. Each of the 26 cantons were expected to draft its own specific policy based on eight areas of intervention and to have it validated at the federal level by the Swiss State Secretariat for Migration (SEM, formerly Federal Office for Migration). Cantonal integration programs (PICs) were to be implemented for the first time for the period of 2014–2017. Before the implementation of the PICs, integration in Vaud was dealt with by communes, which had more than 25 years' experience in the domain. Since the PICs, responsibility for integration passed to the cantons, who are new players in the domain. Different cantons designed very different PICs. Substantial differences result from the content of cantonal laws, but also from historical factors and political affinities, according to whether the majorities are more to the left (as in Vaud) or right politically.

The Council of the State of Vaud established the priorities in migration for the Vaud Canton during the state's governmental period 2009–2012.

Key stakeholders involved The Office for Integration and Prevention of Racism (BCI) is the cantonal institution in charge of coordinating and implementing the federal legislation related to integration. The cantonal law designates the cantonal delegate to integration (Head of the BCI) as one of the two entities in charge of implementing its integration policy. The main objectives of the BCI are to ensure the integration strategies of the canton are met and to apply the directives of the Council of State in this area. Its mission includes proposing actions that facilitate the integration of foreigners and help prevent racism, while establishing connections between the state, the municipalities, the communities of foreigners, private sector entities and migrant associations.

The second organ designated by the cantonal law is the Cantonal Consultative Chamber of Foreigners (CCCI), which has a limited power and is a solely consultative role, with a budget dedicated only to maintaining its functionality. The Chamber is, however, instrumental in sharing information as it is composed of migrant representatives.

The CCCI is the umbrella institution for the Swiss immigrant communal commissions (Commissions Suisses-Etrangers), which are active at the municipal level and function on the basis of tripartite consultations, allowing dialogue between municipalities, associations and citizens. There are 20 such commissions in the Canton that actively communicate with the BCI.

The municipalities, which before the cantonal and federal laws were responsible for integration and the coordination with national authorities, kept a key role in Vaud regarding integration, while in other cantons they lost their responsibilities. Five large communes have their own integration programme (mini-PICs) based on the cantonal programme, and their own communal delegates to integration. Others have designated focal points, who are often represented by the mayor. Municipalities are also key actors of the Swiss immigrant communal commissions. The five large aforementioned communes have specific memoranda with the BCI on specific working areas to ensure funding for the whole duration of the PIC. Others are funded through their participation to tenders.

Associations are at the core of the PIC. They implement part of it on the ground through projects funded by the BCI. Some of them, active in language courses or interpretation, have particular memoranda with the BCI to ensure their funding and the sustainability of their activities.

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[104] « Ordonnance sur l'intégration des étrangers (OIE) » (2007).
Available from https://www.admin.ch/opc/fr/classified-compilation/20070995/201401010000/142.205.pdf.

[105] Conférence tripartite, « Avenir de la politique suisse d'intégration des étrangers » (2009).
Available from https://www.bfm.admin.ch/dam/data/bfm/integration/berichte/ber-tak-integr-f.pdf.

[106] Le Grand Conseil du Canton de Vaud, Loi sur l'intégration des étrangers et sur la prévention du racisme (2007).
Available from http://www.vd.ch/fileadmin/user_upload/organisation/dire/spop/fichiers_pdf/LIEPR.pdf.

The term "ordinary (or mainstream) structures" designates all the services that are not specific to migrants (such as hospitals, schools, vocational training structures), but that must be able to deal with the realities of migration. These structures are also among the key stakeholders, as the PIC also aims to build their capacity and awareness to integrate migration into their functionality. As opposed to ordinary structures, "specific structures" are those designed specifically to respond to the needs of migrants, for example language schools and interpretation services, and are most often implemented by associations supported by the BCI.

At the national level, the Federal Office for Migration (FOM, today replaced by the State Secretariat for Migration, SEM) designed the three pillars with their eight operational areas around the cantonal programmes that needed to be articulated, namely:

- Information and advice:
    - Primo-information (for newly arrived migrants)
    - Advice (information on integration for migrants and for ordinary structures, awareness-raising for the population)
    - Protection against discrimination
- Education and labour:
    - Language and training (acquisition of local language skills)
    - Early encouragement (focus on children)
    - Access to the labour market
- Understanding and social integration
    - Community-based interpretation (support to interpretation services, for migrants and ordinary structures)
    - Social integration (participation in social life).

Key mechanisms adopted for the design and implementation of the programme

Design

Following the federal and cantonal laws, the design of the Vaud PIC was coordinated by the BCI. The design of the PIC had to be coordinated with and validated by the national authorities in charge of migration. To design the PIC, each of the eight operational areas was subject to an analysis of the actors and state of affairs. The diagnostics were undertaken by stakeholders from the academic sector and consultancy firms, or through consultative processes with relevant stakeholders.

At the same time, the BCI decided to undergo coaching and training to accompany the policy drafting process. This capacity-building ensured a smooth drafting process. To ensure political support, the draft PIC was presented to the College of Secretary Generals, which gathers the top management of each department of the canton.

The PIC was then negotiated with the FOM (now SEM) to ensure that it was in accordance with the national laws as well as with cantonal legislation and priorities. Dialogue with municipalities was key throughout the process to establish a smooth relationship between the municipalities and the BCI. This lead to the nomination of communal delegates to integrate in the five biggest cities and the establishment of Mini-PICs in these municipalities. Mini-PICs were designed by the municipalities in coordination with the BCI, based on five of the eight priority areas. Where mini-PICs exist, memoranda were signed between the municipality and the BCI based on the same modalities existing between the BCI and the Confederation. For the rest of the canton, the BCI established five regional chapters.

Implementation

The implementation of the PIC is based on the eight priority areas and through more than 100 steps agreed upon with the Confederation. To do so, the BCI cooperated with more than 130 partners according to the 2014 Annual Report.

For most of the eight priority areas, consultation mechanisms have been developed, gathering at least cantonal and municipal authorities as well as associations. Similarly, the regional chapters of the BCI keep close consultations with the Swiss immigrant communal commissions.

The 100 steps of implementation are varied in nature, from capacity-building to research, funding of projects and publications. Among these, some are worth mentioning:

- Capacity building, temporary funding and awareness raising of ordinary structures, in order to ensure the integration of migration within their legislative and operational framework. This is done in such a way that support happens only once and then remains sustainable.
- Municipalities and associations can apply for tenders for projects that fall within the eight priority areas. This is done at the cantonal level and at the communal level in each of the five cities with a communal delegate.
- Conventions signed with municipalities or associations for specific programmes, or instance to ensure the sustainability of language courses, are linked to the BCI by a convention. Similarly, the five municipalities with a PIC are also linked to the BCI through a convention.

With regards to budget, 60 per cent to 80 per cent of the budget is dedicated to conventions, while the remaining 20 per cent to 40 per cent is dedicated to tenders.

Monitoring and evaluation is made at different levels. Yearly reports are submitted to the confederation to assess whether the 100 measures are pertinent and ongoing. This also allows for the amendment of steps that turned out to be dysfunctional or impossible to implement. Yearly reports and consultations can also be considered as monitoring activities that allow an inventory of good practices and lessons learned. The PIC Programme document describes the external evaluation of the whole programme.

Key mainstreaming elements

- **Multi-stakeholder approach:** The inclusion of various important stakeholders throughout the whole process has ensured an integral and tailored approach to promoting social cohesion and migrant integration.
- **Multi-sectoral approach:** By working with ordinary structures across all sectors, integration is mainstreamed into all the relevant cantonal services.
- **Multi-level dialogue:** Vaud has implemented a mechanism that allows for the active participation of the municipalities while coordinating with the national level.
- **Capacity building:** The BCI went through coaching and training in the drafting phase. Similarly, tenders are supported by BCI staff, who assists associations and municipalities in drafting projects. This ensures the enhancement of capacities for more effective initiatives.

4.13 New York City, United States of America:

Identification Document of New York City (IDNYC)

Overview of the initiative The Identification Document of New York City (IDNYC) is a free identification document card for all residents of New York City (NYC). This public policy provides citizens of New York City with a way of identifying themselves to authorities and guarantees access to municipal services that are only available to people with valid identification. The IDNYC is a benefit provided to all residents of the city, including the most vulnerable, such as the homeless, youth, elders and undocumented immigrants. This initiative was launched in January 2015 by the Mayor of New York City, Bill de Blasio.

Purpose	To give all residents of New York City an official photo ID.
Objectives	• To reduce the vulnerability of NYC in-migrants. • To promote the integration of NYC in-migrants. • To inform migrants about their rights. • To develop an integration strategy.
Key stakeholders	Mayor's Office of Immigrant Affairs (MOIA), Human Resources Administration/ Department of Social Services (HRA/DSS) and local law enforcement agencies
Beneficiaries	New York City residents
Geographic location	New York City, United States of America
Budget	USD 24,529,585 for 2015

Migratory context Migration is one of the features of New York City's identity. Over the past hundred years, the percentage of foreigners in the city has never been less than 20 per cent. Current estimates indicate that nearly 40 per cent of New Yorkers were born outside the United States, and that over half speak a language other than English at home. Moreover, indications are that over 60 per cent of the city's new residents are immigrants or children of immigrants. Most of the foreigners in NYC are Latin Americans (32.1%), Asians (27.5%), non-Hispanics from the Caribbean (19.4%), Europeans (15.9%) and Africans (4.2%), with other groups constituting smaller percentages. In terms of nationality, the largest group of foreigners is Dominican (12.4%), followed by Chinese (11.4%) and Mexican (6.1%).[107]

Decentralization Context The United States of America is a federal union divided into 50 states, a federal district and five major territories. The current national political context does not suggest that the country will soon have comprehensive migration legislation. Although there seems to be a growing understanding of the need to change national immigration laws, which seem to be out of touch with local realities, the latest attemps to pass an immigration reform bill have failed.[108] The Obama Administration has dedicated unprecedented resources to secure the border and improve the migration policies of the United States of America. By recognizing the challenges and opportunities resulting from human mobility, President Obama's strategy to address migration is based on four principles: (1) continuing to strengthen border security; (2) streamlining legal immigration; (3) earned citizenship; and (4) cracking down on employers hiring undocumented workers.[109] However, the federal government was unable to move forward with the executive action on immigration, which aimed to offer temporary legal status to millions of illegal immigrants along with an indefinite reprieve from deportation in 2012,[110] because of a ruling by a Texas judge supporting the 20 states that opposed the measure. This is still under appeal.

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[107] The City of New York, "NYC, The Newest New Yorkers: Characteristics of the City´s Foreign-Born Population" (2013). Available from http://www.nyc.gov/html/dcp/pdf/census/nny2013/nny_2013.pdf.

[108] Center for Popular Democracy, "Municipal ID cards as a local strategy to promote belonging and shared community identity: Who we are" (New York, 2013). Available from http://populardemocracy.org/sites/default/files/publications/CPD_Municipal_ID_layout_final.pdf.

[109] The White House, "Building a 21st Century Immigration System" (2011). Available from https://www.whitehouse.gov/sites/default/files/rss_viewer/immigration_blueprint.pdf.

[110] Immigrant Assistance Service Enforcement Act (A08974).

While immigration law is controlled at the federal level, states and cities have created an uneven enforcement of immigration laws across the country.[111] For instance, at the state level California approved a law in September 2013 that allows undocumented migrants to apply for driver's licenses, practice law and pay in-state tuition at universities.[112]

Various cities have also implemented similar ID card initiatives.

Institutional background to the initiative Immigrants in New York City, including those without the documents needed for formal residency, have access to the services, benefits and programmes provided by the city government, pursuant to the municipality's Executive Orders 34 and 41 that were signed by the Mayor in 2003.[113] Another important right is covered by Local Law 73, which was also signed in 2003 and guarantees equality of access to the city's human services[114] through provision of translation and interpreting services for people who request it. Closely linked to Local Law 73 is Executive Order 120,[115] which states that the city must provide services in at least six of the main languages spoken in New York. It should also be noted that in 2001 the city had begun to limit its cooperation with the Immigration and Customs Enforcement agency (ICE). Then, building on what has been achieved so far, the current Mayor signed Local Laws 58 and 59 in November of 2014, further limiting the city's collaboration with ICE to avoid unnecessarily putting families at risk of deportation, except in cases involving violent crimes or threats to public security or safety.

All of these laws are the product of an overall integration strategy in New York City to promote access to immigrant services, benefits and programmes, along with services for all residents. All initiatives connected with migratory issues are coordinated by the Mayor's Office of Immigrant Affairs (MOIA). This integration policy is based on the following eight action areas:[116]

1. Supporting English teaching for migrants;
2. Providing training on basic skills, including mother-tongue literacy;
3. Assisting in job searches;
4. Providing financial training;
5. Supporting the creation and development of entrepreneurial projects;
6. Providing legal assistance for immigration matters;
7. Supporting programmes that facilitate equal access to the city's services;
8. Educating and creating awareness on individual rights and responsibilities.

The New York City Identification Card Program was part of the election campaign of Mayor Bill de Blasio, who has shown to be committed to addressing the issues associated with migration and has continued to build on what has previously been achieved. In December 2014, after winning the election, Mayor de Blasio, New York Human Resources Administration (HRA) Commissioner Steven Banks, and Commissioner of Immigrant Affairs Nisha Agarwal announced the full eligibility criteria and operational details of the New York City Identification Card Program.[117] The programme, officially named "IDNYC", aims to provide all New York City residents older than 14 years with a City Card to ensure access to local services regardless of their migratory status. In addition, the card can be used as proof of identifiation for interacting with the police or for opening a bank account at selected institutions.[118]

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[111] D. Renwick and B. Lee, "The U.S. Immigration Debate, Council on Foreign Relations" (2015). Available from http://www.cfr.org/immigration/us-immigration-debate/p11149.

[112] Ibid.

[113] EO-41, Executive Order 41 Relating to City Policy Concerning Immigrant Access to City Services (2003). Available from http://www.nyc.gov/html/imm/html/eoll/eo41.shtml.

[114] Local Law 73 requires the following agencies to provide translation and interpreting services: Human Resources Administration (HRA), Department of Health and Mental Hygiene (DOHMH), Administration for Children's Services (ACS) and Department of Homeless Services (DHS).

[115] EO-120, Executive Order 120 Citywide Policy on Language Access to Ensure the Effective Delivery of City Services (2008). Available from http://www.nyc.gov/html/imm/html/eoll/eo120.shtml.

[116] Official website of the Mayor's Office on Immigrant Affairs: http://www.nyc.gov/html/imm/html/home/home.shtml.

[117] Center for Migration Studies, "New York City Offers Municipal ID for All New Yorkers, Including Unauthorized Immigrants" (2014). Available from http://cmsny.org/new-york-city-offers-municipal-id-for-all-new-yorkers-including-unauthorized-immigrants/#ixzz3mNToTFaQ.

[118] IDNYC official website: http://www1.nyc.gov/site/idnyc/index.page.

Key stakeholders involved in the implementation of the policy MOIA, the city's immigration office, reports directly to the Mayor. It is the government's mechanism for promoting the well-being of New York City's immigrants. Its initiatives facilitate the integration of immigrant New Yorkers in the city's civic, economic and cultural life. MOIA's work directly addresses the needs of migrants, as well as conducting inter-institutional articulation with other areas of government, and articulation with migrant groups, social organizations that work with immigrants, private sector actors and others. Its main lines of work are:

- Research and analysis in relation to legislative and regulatory proposals at the municipal, state and federal levels;
- Developing and supporting efforts to include immigrants through the city's municipal agencies;
- Statistical research on the demographics, economics and other facets of the city's immigrant communities;
- External and inter-institutional communication about and community participation in the municipal ID card programme and other projects and initiatives.

The New York City Human Resources Administration/Department of Social Services (HRA/DSS) is a key actor on immigration in New York City. Its function is to combat poverty and inequality of income, providing essentials such as food aid and emergency rent assistance for New Yorkers.

The HRA is the largest local social services agency in the country, providing assistance to over 3 million New Yorkers through more than 12 major public assistance programmes. It should be noted that its mission includes coordinated work with MOIA for implementation of the IDNYC programme, and with the Human Resources Administration's Office of Citywide Health Insurance Access (OCHIA) to ensure that health services are available to the neediest and to undocumented immigrants.

Key mechanisms adopted for the implementation of the initiative Prior to the design and implementation of the IDNYC, the Mayor commissioned a study to map, compare and analyse other municipal ID card initiatives in the country, resulting in the publication "Who we are: Municipal ID cards as a local strategy to promote belonging and shared community identity."[119] The design process of the IDNYC was built on the lessons learned from this study.

To ensure the IDNYC initiative responded to real needs of all citizens of New York, a participatory consultation process was carried out through regular meetings with a collection of advocacy groups (including migrant associations) to feed their input into the design of the initiative. To complement this, focus group sessions in relation to specific thematic areas were also organized with selected members of these groups.

MOIA also brought together a large group of agencies and entities (governmental and non-governmental) to assign roles and coordinate the implementation of the initiative. These include agencies from the health, education and cultural sectors, law enforcement and the consumer affairs sector, which is the body that oversees citizen engagement with financial institutions. A key actor has also been the public library system, where outreach and promotion to register for the ID card has been crucial.

In 2014, when the municipal IDNYC became law,[120] this initiative became the country's largest local ID programme. The card has been available since January 2015 and the Mayor designated the city's Human Resources Administration (HRA) as the government agency responsible for implementing the law. This new identification card gives all New Yorkers access to the services that the city offers, and gives those previously lacking adequate documentation the ID that they need to enter municipal buildings. In addition, it can be shown to the police as valid identification, used to open a bank account, and provided to access to the city's public libraries, health centres and educational system. Only in cases where access to the government's services depends on migratory status may city officials or functionaries request information on the official status of the person seeking the services; however, many services, such as those of public health and safety and educational services, are available to all immigrants, independent of their official status.

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[119] Center for Popular Democracy, "Municipal ID cards as a local strategy to promote belonging and shared community identity: Who we are" (New York, 2013). Available from http://populardemocracy.org/sites/default/files/publications/CPD_Municipal_ID_layout_final.pdf.

[120] Law 35/2014.

As the IDNYC initiative is being carried out, consultation processes and dialogue are continuous with all implementing partners and target groups.

MOIA is also involved in processes to promote the lessons learned from its IDNYC initiative and sharing these, together with support, with other cities across the country developing their own ID card initiatives.

The New York City Identification Card Program can be linked to support programmes that facilitate equal access to the city's services as part of the overall integration policy of New York City. The cards take away the stigma of being a migrant by directly making migratory status irrelevant for the purposes of almost all services and dealings with New York City authorities. Thus, it integrates all migrants, all other vulnerable persons and all New Yorkers into the social, political, cultural and economic life of New York City.

Key mainstreaming elements

- **Focus on equality of access to services for all:** By creating an ID card for all New Yorkers that includes migrants regardless of migratory status as citizens of New York and as equal rights holders. Migrants therefore have access to the same services as other citizens.
- **Participatory consultative approach:** By including citizens and implementing partners in the design and implementation of the IDNYC, the initiative is more effective and responds to real needs and opportunities.
- **Multi-stakeholder approach:** The inclusion of various important stakeholders throughout the whole process has ensured an integral and tailored approach to implementing the IDNYC.
- **High institutionalization:** By enshrining this initiative in a local law, the initiative is provided with a legislative backbone that will help to ensure the initiative's sustainability beyond new elections and changing political terms.
- **Political will:** The Mayor's political will and commitment to this initiative are crucial to pushing for a law that allows New York City to provide equal access to services for all its citizens despite contrary state and federal laws.

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The Joint Migration and Development Initiative (JMDI) and International Organization for Migration (IOM) have joined forces and expertise to carry out a study entitled "Mainstreaming Migration into Local Development Planning and Beyond," which aims to provide a thorough analysis of what has been done thus far in terms of mainstreaming migration at the local level and allows for a stock-taking of functioning practices to paint a global picture of working processes, lessons learned and policy recommendations for future mainstreaming exercises.

The importance of local authorities in developing and implementing migration and development (M&D) policies and initiatives, as well as in driving integration processes, is increasingly recognized at the global level. At the same time, the process of integrating migration within policy design and planning, known as the "mainstreaming" process, is increasingly perceived as key in addressing issues related to migration as well as in building on all the opportunities associated with it. This process is based on the recognition of the wide range of policy areas that affect and are affected by migration, and on the subsequent building of coherence among concerned policies and actors. Although mainstreaming processes are now mainly addressed at the national level, their translation and application at the local level is increasingly considered a crucial aspect of maximizing the potential of migration for development. Indeed, several territories around the globe have initiated such coherence-building processes in the recent years, and therefore their experiences constitute a precious knowledge-base of good practices and lessons learned.

It is within this context that the White Paper analyses and compares different existing mainstreaming initiatives, synthetizing their main features, identifying good practices and key lessons and providing a set of policy recommendations for a wide variety of stakeholders, including local and regional authorities. Moreover, the White Paper has consolidated the main migration mainstreaming processes at the local level into a visual aid that serves as a basis for further mainstreaming exercises.

Implemented by

UNDP Empowered lives. Resilient nations.
International Organization for Migration (IOM)
ITC International Training Centre
UN WOMEN United Nations Entity for Gender Equality and the Empowerment of Women
UNHCR The UN Refugee Agency
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unitar