

Municipality of Kanifing | PROFILE 2022

MIGRATION

GOVERNANCE

INDICATORS

LOCAL



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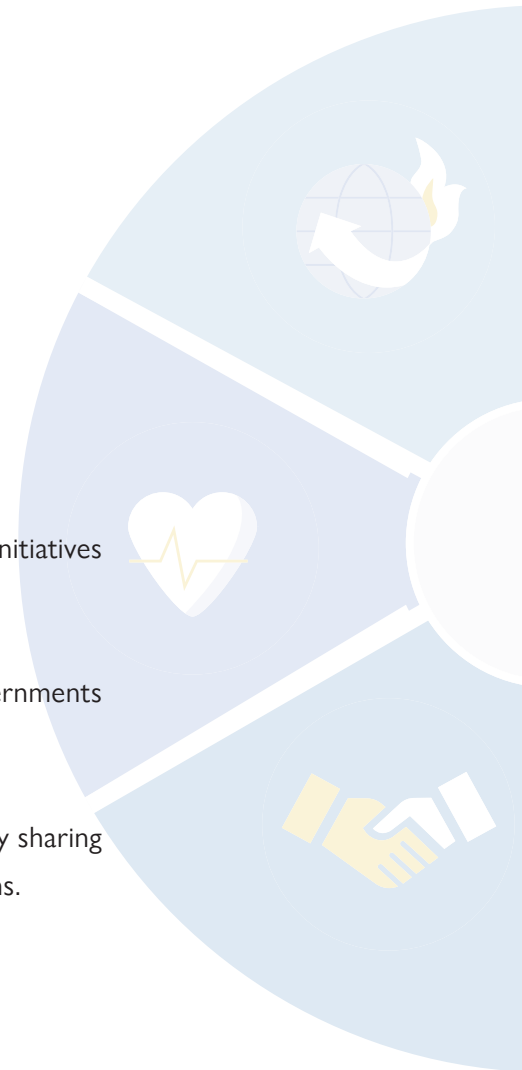
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OBJECTIVES

- 1 Help local authorities take stock of the migration initiatives they have in place.
- 2 Foster dialogue on migration between national governments and local authorities.
- 3 Enable local authorities to learn from one another by sharing common challenges and identifying potential solutions.



“Rapid urbanization continues to transform the demographic landscape of many countries around the world. Cities are already home to the majority of international migrants, driven by opportunity as well as necessity, and local authorities are becoming leaders in finding creative solutions for rapid social change, supporting communities through innovation.”¹

¹ António Vitorino, IOM Director General, Report to the 109th Session of the IOM Council (November 2018). Available at www.iom.int/speeches-and-talks/director-general-report-109th-session-council.

INTRODUCTION

The Migration Governance Indicators

In 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGIs), a set of 90 indicators that help States assess the comprehensiveness of their migration governance structures.

The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well-developed and others that would benefit from further development, and most importantly priorities that are in line with the specific challenges and opportunities a given country is facing.

The MGIs are characterized by three main fundamental attributes:

1. The MGI process is a **voluntary** exercise: The MGIs are conducted in countries that have requested to be part of the process.
2. The MGIs are **sensitive to national** specificities: The MGIs recognize the different challenges and opportunities of each context, and therefore, do not propose a one-size-fits-all solution, but rather aim to spark a discussion on what well-governed migration can mean.
3. The MGIs constitute a **process**: The MGI process is not a static tool to collect data on countries' migration frameworks. It is rather the first step of a dynamic exercise that can enable governments to identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

Migration Governance Indicators: From national to local

The role of cities and municipalities in migration governance² has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

In 2016, United Nations member States adopted the New Urban Agenda at the Habitat III Conference in Quito (Ecuador). This was the first time that a United Nations framework fully integrated migration into the strategic planning and management of cities and urban systems. Its adoption was a significant recognition of the role of local governments not only in the management of migration at the local level but also in realizing the urban dimensions of the 2030 Agenda for Sustainable Development. This includes, but is not limited to, Sustainable Development Goal 11, which has been designed to make cities and human settlements inclusive, safe, resilient and sustainable.

To support the discussion between levels of governments on migration governance, IOM has adapted the MGIs³ to the local level. The Local MGIs seek to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments.

² "Migration governance" refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It is used almost synonymously with the term "migration management", although the latter is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

³ The Migration Governance Indicators were developed in 2015 by IOM in collaboration with Economist Impact. More information is available at www.migrationdataportal.org/overviews/mgi.

Like its national equivalent, the Local MGIs⁴ are based on a set of about 80 indicators helping local authorities take stock of local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development. The aim of the exercise is to foster dialogue on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

While the Local MGIs retain the attributes of the National MGIs, they are also anchored in the notion that cities and local authorities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect that the degree of fiscal and political autonomy of participating cities influences the kind of migration governance they can practically and legally engage in. Furthermore, new indicators of the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences outlined between the MGIs at the national and local levels, the purpose of the Local MGIs is not to provide a baseline, but rather to be a tool for government authorities to have an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, they recognize that good practices can take different forms depending on the division of competencies between local and national authorities. Therefore, the Local MGI analysis should not be interpreted as an invitation to change the division of competencies, but rather be understood as a tool to spark a discussion on what cities can do with regard to migration within the scope of their mandate. A comprehensive picture of migration governance can be captured only by looking at the different levels of government.

This report is the result of the implementation of the Local MGIs in the municipality of Kanifing (the Gambia). This profile summarizes key examples of well-developed areas as well as areas with potential for further development of local migration governance.

⁴ More information is available at <https://migrationdataportal.org/local-mgi>.



CONTEXT

Migration trends

The municipality of Kanifing is the largest and most densely populated municipal entity in the Gambia in terms of inhabitants, with an estimated population of 383,545 (20% of the national population), which is equally split between men (50.3%) and women (49.7%) (ODI, 2020). Kanifing experiences both internal rural–urban migration and international migration. According to the 2013 Population and Housing Census, Kanifing is the major settlement area in the country for international migrants, receiving 33,790 out of 110,705 immigrants. Out of these migrants, over 50 per cent came from Senegal (11,581, equivalent to 34.2%) and Guinea (8,464, equivalent to 25%), while the remainder came from Sierra Leone (2,992, equivalent to 8.9%), Nigeria (1,693, equivalent to 5%), Guinea-Bissau (1,293, equivalent to 3.8%), and other countries such as Mali, Mauritania, Ghana and Liberia (GBOS, 2013a). In 2015, almost 10 per cent of the Gambian population consisted of migrants, of whom almost 35 per cent lived in Kanifing (GBOS, n.d.a).

According to the *Integrated Household Survey 2015* published by the Gambia Bureau of Statistics, the main reasons why individuals migrated to Kanifing⁵ were family, employment and marriage. From the total number of immigrants in the municipality (disaggregated by “Primary reason for departure from previous location” and not by nationality), a similar percentage of men and women immigrated because of family reasons (18.2% and 17.4%, respectively). Marriage and employment, on the other hand, show different trends. While 29.2 per cent of men migrated because of employment opportunities, only 2.9 per cent of women did. Conversely, 48.2 per cent of women migrated because they married, contrary to only 1 per cent of men (GBOS, n.d.b).

According to the United Nations Department of Economic and Social Affairs (2019), 118,500 Gambians lived abroad in 2019, while there were 215,400 migrants who had entered the country. According to the 2013 Population and Housing Census, over 90 per cent of migrants that entered the country were from African countries (GBOS, n.d.a).

Administrative structure

Kanifing is divided into five constituencies (Serekunda East, Serekunda West, Serekunda Central, Jeshwang and Bakau), where each constituency is represented in the National Assembly. The municipality is also divided into 17 wards, which are further subdivided into 74 sub-wards, each headed by a sub-ward Chairman. Traditionally, the municipality is divided into 16 large settlements, each headed by an Alkalo, the traditional leader (KMC, 2018).

The Kanifing Municipal Council (KMC) administers the municipality of Kanifing. Owing to rapid and ongoing urbanization starting in the 1970s and continuing to this day, Kanifing (formerly known as Kombo Rural Authority from 1965 to 1974) was given the status of municipal council by the KMC Act (1991) and has since been known as KMC, with an elected Lord Mayor as its head. Since the Act came into force, KMC (n.d.a) has elected its mayors through universal adult suffrage.

The Chief Executive Officer (CEO), who reports to the Lord Mayor, executes the day-to-day running of the municipality. The CEO coordinates the overall administration of KMC, including the finance, services, planning and compliance departments. The Department of Administration is responsible for issuing the certificate of residence, which authenticates an individual’s residence within the municipality, making it an important procedure as 30 per cent of migrants in the Gambia settle in Kanifing (ODI, 2020; KMC, n.d.b).

⁵ Information on the website for the *Integrated Household Survey 2015* does not disaggregate by internal and external migrants.

Competencies of the town

<p>Level of decentralization of local authorities</p>	<p>According to the Constitution of the Second Republic of the Gambia (1997), local government administration in the Gambia is based on a system of democratically elected councils with a high degree of local autonomy.</p> <p>According to the Local Government Act (2002),⁶ the Gambia has seven local government areas, five divisions, one city and one municipality. Each local government area is composed of a council headed by an elected Chairperson, while a Mayor heads the city or municipality.</p> <p>The central Government is primarily responsible for the formulation, management and implementation of policies related to several areas, including migration, banking and defence. Local governments are responsible for agriculture, livestock, pest control, regulation of weapons, restriction and control of gambling, education, and registration of births, marriages, and deaths and its enforcement, among other mandates.</p> <p>KMC (n.d.c) was established in 1991 by the State Lands Act (1991) and the Survey Act (1991), with a high level of autonomy, even though the funding for its policies and programmes remains limited.</p>
<p>The competencies of cities in relation to migration</p>	<p>According to the Local Government Act (2002), addressing migration issues is not stated as one of the functions devolved to local governments. However, local councils are primarily responsible for the establishment and management of educational services, provision of agricultural services, sustainable management of the environment and natural resources, and management of major health centres.</p> <p>According to the Gambia's National Migration Policy (2020), the key national institutions involved in migration policy and management are the following: the Ministry of Internal Affairs, which oversees migration policy development and implementation; the Immigration Department, which deals with visas and travel documents for Gambians, as well as border management and control; the Ministry of Foreign Affairs, which is in charge of foreign policies, approving or rejecting visas for foreign nationals, supervising activities of diplomats and embassies abroad, and coordinating with embassies and consulates in-country; the Ministry of Labour, which is mandated to develop and administer policies on labour and employment, and grants work permits to foreign nationals; and the Ministry of Women, Children and Social Welfare, which ensures the protection of all persons irrespective of nationality.</p>

⁶ This act is also known as Act No. 5 of 2002.

<p>Local financing mechanisms and the restrictions on their use</p>	<p>The operations of local councils, including KMC, are financed from their own source revenue collections and central government grants, which represent a quarter of KMC's development budget (Government of the Gambia, 2002).</p> <p>KMC's budget for the year 2021 projected revenues totalling 289 million Gambian dalasi (USD 5.4 million). A large proportion of these revenues were to have been raised locally, through rates, fees and taxes. Rates and taxes were projected to account for 31 per cent of revenues, licences accounted for 24 per cent, and markets (i.e. fees for the use of market facilities) were projected to raise 17 per cent of the total amount.</p> <p>Projected expenditure for 2021 amounted to 260 million Gambian dalasi (USD 4.9 million). Of this, 35.4 per cent represents recurrent expenditure (such as administration, maintenance and emolument expenditure), while 64.6 per cent was allocated to development expenditure (KMC, 2021).</p>
<p>Local participation in the formulation of migration policy</p>	<p>KMC participated in the stakeholders' consultations for the development of the National Migration Policy. The Policy recognizes the importance of local government authorities to effectively address migration matters.</p>



KEY FINDINGS

The Local MGIs are composed of approximately 80 indicators grouped under the six different dimensions of migration governance that draw upon the MiGOF categories:



MIGRANTS' RIGHTS
PAGE 16

Indicators in this category look at the extent to which migrants have access to certain social services such as health, education and social security. They also examine measures to ensure integration and access to work.



WHOLE-OF-GOVERNMENT
APPROACH
PAGE 18

Indicators in this category assess the institutional frameworks of cities, municipalities or states for migration. This area also examines the existence of migration strategies consistent with development objectives, as well as institutional transparency and coherence in migration management.



PARTNERSHIPS
PAGE 20

Indicators in this category focus on cities', municipalities' or states' efforts to cooperate on migration issues with the national government as well as other cities and relevant non-governmental actors, including civil society organizations and the private sector.



WELL-BEING
OF MIGRANTS
PAGE 21

Indicators in this category assess cities', municipalities' or states' initiatives in terms of international student mobility, access to the labour market and decent working conditions for migrant workers. Aspects related to diaspora engagement and migrant remittances are also included in this domain.



MOBILITY DIMENSION
OF CRISES
PAGE 23

Indicators in this category examine the type and level of readiness of cities, municipalities or states to deal with aspects of mobility crises. The questions focus on the processes in place for citizens and non-citizens both during and after disasters, especially if humanitarian assistance is available for migrants and citizens.



SAFE, ORDERLY AND
REGULAR MIGRATION
PAGE 25

Indicators in this category look at the cities', municipalities' or states' approaches to migrant safety as well as return and reintegration policies and the fight against trafficking in persons.



1

ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

All migrants in Kanifing have equal access to public health-care services as citizens. The Gambian Constitution (1997) states that all persons shall be equal before the law and that no law shall make any discriminatory provision, which is described as affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, colour, gender, language, religion, political or other opinions, national or social origin, property, and birth. The Kanifing Municipal Council (KMC) is responsible for establishing and managing major health-care centres, including maternal and child health services, distribution of pharmaceutical products and vaccines to health facilities, and general hygiene and sanitation under the Local Government Act (2002). All health services in Kanifing are provided to everyone at the same cost irrespective of nationality, and there is no requirement for identification document to get these services. Some health facilities, especially facilities with catchment areas covering border communities, require some means of identification (passport, national ID, voter's card, etc.). KMC also contributed to the construction work of a maternity ward at the Bundung Maternal and Child Health Hospital and the Gambia's Serekunda General Hospital, as well as five community health centres and posts, accessible to all migrants. At the national level, the Gambia's National Migration Policy for 2020–2030 (2020), which was developed in consultation with local authorities, indicates that the country is committed to developing migrant-inclusive health policies that address migration-related health vulnerabilities.

Migrants, regardless of their migratory status, have equal access as citizens to public education services at the primary, secondary and vocational levels. The Constitution states that all persons have the right to equal educational opportunities and that basic education shall be free, compulsory and available to all; secondary education, including technical and vocational education, shall be made generally available and accessible. According to the Local Government Act, local councils are responsible for establishing and managing educational services at the lower, upper and senior secondary levels, in accordance with the Education Act (1992). KMC manages over 35 primary schools, over 20 secondary schools, and 12 high schools in Kanifing Municipality, some of which are privately run. These institutions are accessible to all migrants, with the report card and birth certificate required for all children.

Migrants in Kanifing can access legal services and advice on an equal level as citizens, although KMC's Strategic Plan 2019–2022 (2018) does not make specific reference to the provision of legal services. At the national level, the National Agency for Legal Aid was established in 2010 by the Government of the Gambia to provide legal aid to all indigent persons through legal representation and advice.

1.2. Areas with potential for further development

While migrants can access municipal services provided by KMC on the same basis as citizens, there are no specific systems to support migrants in accessing these. The Local Government Act lists 40 functions to be devolved to local councils, which include KMC. These functions include the establishment and management of educational services; provision of agricultural services; sustainable management of the environment and natural resources; and management of major health centres, dispensaries and primary health-care services in accordance with the Public Health Act (1989). However, the Local Government Act makes no reference to whether migrants can access these services.

Kanifing does not have measures to assist those who wish to emigrate. Most initiatives are undertaken at the national level, such as the publishing of job adverts in the international market, where emigrants can apply. Additionally, new employees receive training, certification, and pre-departure orientation regarding contracts and the norms, laws, and culture of the destination country. KMC does not have any orientation programmes in place for newly arrived migrants.

There are no information or awareness-raising campaigns, nor measures, aimed at fighting xenophobia and exclusion. According to the Local Government Act, issues related to hate crimes, violence, xenophobia and discrimination against migrants are not devolved to local authorities, and as a result, KMC's Strategic Plan does not include any measures aimed at fighting xenophobia. In contrast, international organizations such as the United Nations⁷ and local non-governmental organizations conduct campaigns to discourage irregular migration and encourage peaceful coexistence between migrants and Gambian citizens.

KMC does not have measures to protect migrants' children, unaccompanied minors, and children left behind, and no reference is made to such measures in the Council's Strategic Plan. At the national level, there is a National Child Protection Strategy (2016–2020) with a vision to create a country where all children receive comprehensive protection that contributes to the achievement of their full potential.⁸ The Strategy follows from a mapping and assessment of the child protection systems in the country in 2013 and demonstrates the commitment to ensure that these systems are made consistent with the rights and welfare of children. However, migrant children, unaccompanied minors, and children left behind are not explicitly mentioned. The Refugee Act (2008) outlines specific procedures to ensure the protection of refugees, but it does not refer to unaccompanied minors in refugee situations or child victims of human trafficking.

⁷ These include the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA).

⁸ More information is available at <https://reliefweb.int/report/gambia/gambia-unicef-launch-child-protection-strategy-2016-2020>.



2

FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

The Kanifing Municipal Council (KMC) participates in the Regional Coordination Structure (RCM), which was rolled out in all regions⁹ to coordinate the implementation of the National Migration Policy (2020) at the local level. The RCM was originally a set of regional migration subcommittees that were tasked with the implementation of specific projects. The subcommittees worked on different thematic areas, which were determined based on the priorities of each of the regions. These subcommittees were then transformed into the RCM. In November 2019, the Gambia launched the National Coordination Mechanism on Migration (NCM), in which KMC participates.¹⁰ Coordinating migration policy at the national level, the NCM, through its eight technical working groups, includes local actors – together with KMC – and operates as a central platform that regularly meets to discuss their respective migration thematic areas and contribute to the implementation of the National Migration Policy.

The National Migration Policy aims at providing the necessary guidelines and principles to assist the Gambian Government and all local authorities in enforcing effective migratory policies. Additionally, it calls for the enhancement of the Local Government Act (2002), to manage migration and related issues.

2.2. Areas with potential for further development

According to the Local Government Act, migration-related issues fall under the remit of the national Government, namely the Ministry of Interior and the NCM. As such, KMC does not have a dedicated department responsible for designing or implementing migration policies, but the RCMs could be further strengthened at the local level.

Municipal-level public servants do not receive regular training on cultural sensitivity and migration-related issues. The National Migration Policy includes, among other objectives, strengthening the capacity and training of border control and management staff at the national level, but there are no specific measures for local councils.

KMC provides general information on municipal services available at the local level on its website in English. However, migrant-specific information, such as migrants' rights and obligations, is not available. Information in English related to immigration, namely on visas and residence permits, is accessible on the website of the Gambia Immigration Department (GID).¹¹ KMC also does not have an all-purpose/single-desk migrants' office to streamline orientation services for immigrants.

KMC does not have a local-level migration strategy or an agency tasked with the responsibility of coordinating efforts to engage with diaspora groups. However, there is an ongoing review of the Gambian Diaspora Strategy (2018) at the national level.

KMC does not collect or publish migration-related data. At the national level, GID and IOM launched the Migration Information and Data Analysis System in 2021, which aims to collect, process, store and analyse travellers' information in real time by capturing both their biographic and biometric data. Furthermore,

⁹ These include the Western Coastal Region, the Lower River Region, the Central River Region, the Upper River Region and the North Bank Division.

¹⁰ More information is available at <https://allafrica.com/stories/202104190239.html>.

¹¹ More information is available at www.accessgambia.com/information/visas-requirements.html.

the Gambia Bureau of Statistics (GBOS) collects and publishes migration data through the Integrated Household Survey (IHS) and the Gambia Labour Force Survey (GLFS). The IHS is conducted every two years and contains data on the distribution of the population disaggregated by age, migration status, whether internal or external migrant, primary reason for departure from previous location, and district; it includes data for Kanifing. The GLFS is not published regularly, but in 2018, it presented statistics on irregular and regular migration patterns, which were disaggregated by sex, local government area, level of education and occupation, and reasons for external migration. In 2022, the Ministry of Trade, Industry, Regional Integration and Employment established the Labour Market and Migration Information System (LMMIS), which aims to collect labour market information at the national level. Going forward, it is also planned that the LMMIS will capture data disaggregated by local areas, including the municipality of Kanifing. The National Migration Policy sets out various objectives and strategies to improve the collection, analysis and dissemination of national migration data. As of November 2022, GBOS is planning to conduct the National Labour Force Survey, which will consider migration issues. The survey tool has been submitted to the International Labour Organization for review and alignment with international standards.

3

ENGAGES WITH PARTNERS TO ADDRESS
MIGRATION AND RELATED ISSUES

3.1. Migration governance: Examples of well-developed areas

The Kanifing Municipal Council (KMC) participates in the Mayors Migration Council, an initiative to help cities exchange best practices on migration issues and reflect their interests in regional and international deliberations on migration, refugee protection and inclusion. KMC is a member of the Mayors Dialogue on Growth and Solidarity, a city-led initiative that aims to deliver innovative and practical solutions for human mobility in African and European cities. KMC is also a member of the Global Parliament of Mayors, a unique governance body of, by and for mayors that functions as a parliament and promotes cities on the global stage. Climate-forced displacement and migration has been one of the topics discussed by the Global Parliament through panels, interviews and round tables.

KMC cooperates with IOM and other international organizations on migration-related issues. For example, in June 2020, IOM and KMC signed a memorandum of understanding to collaborate on a cash-for-work reintegration programme for Gambian returnees, while simultaneously boosting the capacity of KMC in its street-cleaning efforts.

3.2. Areas with potential for further development

KMC does not engage civil society organizations (CSOs), the private sector, or members of the diaspora and expatriate communities in agenda-setting and the implementation of migration-related policies and programmes. However, KMC's Strategic Plan 2019–2022 (2018) was developed in consultation with key stakeholders, namely the central Government, the private sector, property owners, political and religious organizations, certain development partners, youth and women groups, and persons with disabilities. While the Strategic Plan's development process was participatory, it does not address migration issues.

KMC also does not engage migrants' associations or academia in agenda-setting and the implementation of migration-related policies and programmes. Neither were they consulted during the drafting of the Strategic Plan. However, the National Migration Policy (2020) was developed in consultation with CSOs and migrants' associations, such as Youth Against Irregular Migration, the Gambia Returnees from the Backway Association, and the Network of Girls against Human Trafficking – all of which are based in Kanifing.

KMC has no bilateral programmes or agreements for city-to-city national or international cooperation within the Gambia on international migration-related issues in Kanifing Municipality.



4

ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: Examples of well-developed areas

There are collaborations to promote and facilitate the inclusion of migrant workers in the workforce, and returnees benefit from employment-related interventions led by the Kanifing Municipal Council (KMC). There are several non-governmental organizations that provide support alongside KMC – for example, the Catholic Development Office supports the reintegration of returnees through skills development and livelihood empowerment via cash handouts and transfers. Similarly, the Gambian National Youth Service Scheme offers vocational training for returnees and the youth in general, while the Gambia Investment and Export Promotion Agency, alongside the Enterprise arm of the Ministry of Youth and Sports, offers entrepreneurship training workshops at the local level. A skills training centre, also accessible to migrants, was established in Bakoteh (located to the west of the City of Banjul) with the support of the International Trade Centre.¹² Moreover, the Ministry of Youth and Sports, under the National Enterprise Development Initiative, established an enterprise development fund to support youth and women entrepreneurs. The fund aims to contribute to sustainable employment creation and better livelihood and is accessible to migrants as well.

4.2. Areas with potential for further development

KMC does not conduct local-level assessments for monitoring the local labour market demand for immigrants or the labour market supply and the effect of emigration. At the national level, the Gambia Labour Force Survey, last published in 2018, examined the trends and effects of emigration on the domestic labour market. Similarly, the Employer Skills Need Assessment Survey conducted by the National Accreditation and Quality Assurance Authority contains related data at the national level.¹³

There are no specific measures to promote the ethical recruitment of migrant workers in Kanifing Municipality, nor does the Strategic Plan 2019–2022 (2018) refer to ethical recruitment.

There are no programmes at the local level to assist employers in hiring foreign residents in Kanifing Municipality, nor to help migrants in accessing private-sector employment at the local level or provide entrepreneurship support. Although the municipality employs migrants (for example, teachers and educators at schools in KMC), there is no specific programme that is geared towards attracting migrant workers. There is also no evidence of measures to promote gender equality for migrants in the labour force in Kanifing Municipality. Public-sector employment prioritizes Gambian citizens as per the Public Service Act (1991), which addresses the criteria for appointments to the public service and gives an order of preference for the appointment of public-order roles. It states that subject to satisfying any qualification requirements, the order of preference is (a) any public officer who is a citizen of the Gambia, (b) any other citizen of the Gambia, (c) any public officer who is not a citizen of the Gambia and (d) any other person who is not a citizen of the Gambia.

The Kanifing Institutional Area hosts one third of the country's tertiary educational institutions. However, there are no measures in place in Kanifing Municipality that encourage international students to work at the local level after graduation.

¹² The International Trade Centre is a multilateral United Nations agency that has the mandate to provide support to business organizations and policymakers in developing and least developed countries.

¹³ There has only been one iteration of the Employer Skills Need Assessment Survey (2018) as of November 2022.

There are no strategies or programmes to reduce the costs of sending and receiving remittances, and neither does the Strategic Plan include such measures. The National Migration Policy (2020) includes strategies to encourage the participation of Gambians abroad in local economic activities through foreign direct investments and social and financial remittances. As per the objectives of the Gambian Diaspora Strategy (2018), the Central Bank of the Gambia (CBG) works with the Ministry of Finance, the Migration and Sustainable Development Technical Cooperation Programme, and other partners to develop and implement schemes to reduce the transaction costs of remittances sent to the Gambia.

Kanifing has not yet developed a programme to support migrants' and remittance receivers' financial literacy as well as financial inclusion. The Strategic Plan does not include financial literacy measures, nor does KMC have a Financial Inclusion Strategy. At the national level, the Gambia launched its first National Financial Inclusion Strategy in 2022, with strategies to increase access to and use of high-quality and affordable financial services to ensure poverty reduction and fast-track inclusive growth and development.¹⁴ However, it does not specifically mention migrants.

There are no measures to promote gender equality for migrants in the labour force in Kanifing Municipality. The KMC Strategic Plan, however, is gender-responsive and recognizes that all women are critical stakeholders to be involved in local development. It includes measures to promote gender equality among the entire population of Kanifing, such as establishing a councillor seat reserved for women, the construction of a school to address the low level of education among women and girls in order to promote their inclusion in the labour market, and a strong commitment to empower women by availing KMC's resources and other opportunities.

¹⁴ More information is available at <https://mm4p.uncdf.org/article/7460/launching-gambias-nfis>.



5

EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

The Republic of the Gambia National Disaster Management Agency (NDMA), established by the National Disaster Management Act (2008), is located in Kanifing. The Agency integrates disaster risk reduction into sustainable development policies and planning, prepares communities to ensure that they are fully equipped to anticipate and respond to disaster events, and establishes a multi-stakeholder participatory approach to disaster management that includes community participation at all levels, among other objectives. NDMA provisions have been decentralized as all local government areas have a Regional Disaster Management Committee (RDMC). The Mayor of the Kanifing Municipal Council (KMC), as well as the municipality's Chief Executive Officer, the NDMA Regional Coordinator, and councillors, set up the RDMC in Kanifing.

KMC's Strategic Plan 2019–2022 (2018) is aligned with the Gambia National Development Plan 2018–2021 (2017) and includes objectives relating to emergency and disaster management, namely to develop and implement a programme on mitigating climate change, disaster risk reduction, and disease prevention through collaboration with key stakeholders. The KMC Disaster Management Contingency Plan (2020–2023) was developed by the RDMC with technical support from NDMA and IOM. It also contains specific provisions for preventing and addressing the displacement impacts of disasters, as well as the inclusion of migration issues in recovery strategies in Kanifing Municipality. For instance, the Contingency Plan includes principles based on IOM's *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster* (2016),¹⁵ which recommends empowering, communicating with, and building the capacity of migrants during and in the aftermath of crises. At the national level, the Gambia National Contingency Plan (2011) outlines early warning indicators, required action plans (with associated responsibilities and time frames), and possible impacts in the event of large-scale population movements, caused either by a refugee influx or in relation to internally displaced persons. It states that local government authorities are key stakeholders in disaster response and disaster risk reduction to assist with the monitoring of early warning indicators and initial assessments, providing logistical support, and mobilizing communities.

In 2020, KMC and NDMA collaborated with various stakeholders, including IOM, to conduct a disaster-related simulation exercise. The simulation exercise evaluated the strengths and weaknesses of Kanifing Municipality in managing disasters relating to international migration should they abruptly occur. The exercise was preceded by a five-day workshop during which the RDMC developed the *KMC Disaster Management Contingency Plan*, identifying international migration as one of the region's hazards.

KMC implements regional and national communication plans to disseminate information to the public on the evolving nature of crises. There are regional disaster management officers at each local government authority (including KMC) who support the RDMC in undertaking their responsibilities should there be any crisis. In addition, each local authority, including Kanifing, has a contingency plan with communication channels established in case of a crisis. Furthermore, the National Disaster Management Act provides for the use of any audio or audio-visual media or other such means of communication as may be available to relay any warning or advisories regarding a threatening disaster situation or crisis. All communications are provided in English and local languages.

¹⁵ IOM's *Migrants in Countries in Crisis* (MICIC), a government-led initiative, developed the *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*, whose recommendations apply to situations in which migrants are present in a country experiencing a conflict or natural disaster.

5.2. Areas with potential for further development

KMC does not have a local-level strategy for addressing migration linked to environmental degradation and the adverse effects of climate change. KMC has implemented only the Building Climate Resilience through Sustainable Biodegradable Waste Management¹⁶ project since July 2021, but it does not target migrants.

During the flash flood crisis that the country faced in August 2022,¹⁷ response efforts in the form of cash transfer as well as non-food items support were provided to all residents, but migrants' needs were not specifically considered. There is a need to ensure a more inclusive approach to addressing and responding to the needs of all residents, including migrants, during and in the aftermath of crises.

¹⁶ The project aims to reduce the amount of biodegradable waste at the Bakoteh dumpsite and to help women gardeners transform this organic waste into productive materials like compost and biobriquettes.

¹⁷ The affected areas included Banjul City and the municipality of Kanifing, as well as the Western Coastal and North Bank regions.



6

ENSURES THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

6.1. Migration governance: Examples of well-developed areas

The Kanifing Municipal Council (KMC) facilitates migrant reintegration by providing support to returnees, including psychosocial counselling, skills development and entrepreneurship training, as well as offering start-up capital in some cases, in collaboration with non-governmental organizations and IOM. At the national level, the Government cooperates with international and national organizations for the return and reintegration of migrants – for example, in collaboration with the European Union and IOM through the Joint Initiative for Migrant Protection and Reintegration,¹⁸ the Government aims to build the capacity of local stakeholders in migration governance, sustainable reintegration of returning migrants, and self-empowerment of migrants during reintegration activities at the national level. The National Migration Policy (2020) also includes as primary objective facilitating the return, readmission and reintegration of Gambian nationals.

Local authorities in Kanifing implement sensitization campaigns on countering human trafficking. For example, in 2019, the Network of Girls against Human Trafficking collaborated with the Office of the Lord Mayor of KMC to raise awareness of human trafficking and provide assistance to victims through a sensitization forum under the theme “Human trafficking: The Gambian story”. Furthermore, in March 2019, KMC and a local non-governmental organization led a community awareness-raising event, including religious and traditional leaders, different ministries, and the National Youth Council. At the national level, the National Plan of Action 2021–2025 addresses issues relating to trafficking in persons nationwide, including responding to local-level challenges. The National Agency against Trafficking in Persons comprises civil society organizations and government entities involved in combating trafficking, but it does not include representatives of KMC.

Local officials of the Kanifing Municipal Police are systematically trained on migration issues. For example, in June 2021, the Council invested in strengthening the Municipal Police, taking it from a staff of less than 30 officers to over 200 in 2021. Additionally, according to the website of KMC, in 2020, the Council organized a training on its latest by-laws for the security forces operating within the municipality. Further, in 2020, the National Environment Agency trained 20 police officers from Kanifing Municipality and the Western Coastal Region on environmental legislations. The training was meant to ensure better enforcement with regard to the said legislations – from arrest to prosecution of environmental offenders, along with how to effectively collaborate for the enforcement process of statutory obligations to protect the fauna and flora of the country. Since 2019, IOM, in collaboration with the Government, has trained law enforcement officials and criminal justice practitioners, including the local police, on migrant workers’ protection and combating trafficking in persons.

6.2. Areas with potential for further development

KMC does not publish information about its counter-trafficking activities. At the national level, the Ministry of Interior is responsible for data collection in coordination with the National Agency against Trafficking in Persons, the Irregular Migration Unit and the Statistics Unit. However, these data are not published.

¹⁸ Since 2018, this initiative has aimed to facilitate the sustainable reintegration of returning migrants to the Gambia – namely through individual, collective and community-based reintegration support – and to work closely with the Government to strengthen migration governance.

There are no local-level measures to combat the labour exploitation of migrant workers in Kanifing Municipality. At the national level, the National Migration Policy includes measures to regulate the activities of private recruitment agencies to prevent the exploitation of migrant workers.

KMC has not taken steps to facilitate the arrival of refugees under its jurisdiction. Refugee-related functions are not devolved to local councils under the Local Government Act (2002), and instead action takes place at the national level. At the national level, the Refugee Act (2008) establishes the Gambia Commission for Refugees. The Act does not specify a role for local councils in the provision of adequate and appropriate facilities and services for refugees arriving in their locality. The primary function of the Commission is to coordinate and manage refugee affairs in the Gambia, including their reception, treatment and the search for appropriate durable solutions.



PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

This annex summarizes key local COVID-19 policy responses in the municipality of Kanifing from a migration governance perspective. It is based on 11 questions that were added to the standard Migration Governance Indicators (MGIs)¹ assessment in Kanifing in order to effectively assess local migration governance in the context of the COVID-19 pandemic.



The Kanifing Municipal Council (KMC) published an Emergency Action Plan for COVID-19 (2020),² which stated that KMC would provide face masks and hand-washing stations; fumigate public places; support the Ministry of Health in contact tracing, preparing isolation facilities, and providing medical equipment to health facilities; and support the enforcement of social-distancing practices and behaviour change in partnership with the Gambia Police Force. There were, however, no specific provisions for migrants or for settings with a high concentration of migrants and asylum seekers.



The Gambian Government provided COVID-19-related health services, such as contact tracing, testing, treatment and vaccination, to all regardless of nationality or migratory status, as long as a form of identification was presented. Information was shared in English, Arabic and some local languages, such as Mandinka, Wolof, Fula and Jola. These services were also accessible at the local level.



KMC did not provide fiscal or social security measures or enact extraordinary measures to ensure that migrants living in Kanifing could contribute to the COVID-19 response efforts. Fiscal and social security measures were primarily provided by the Government irrespective of nationality. According to the International Monetary Fund's Policy Responses to COVID-19 Tracker, in mid-March 2021, the Gambian Government launched a GMD 800 million (USD 15.8 million) nationwide food distribution programme to benefit 84 per cent of households, irrespective of nationality.³

There were no clear local measures to assist stranded migrants during the COVID-19 crisis; however, the COVID-19 response team from KMC provided relief items, including food, water, sanitizers and accommodation for quarantined persons, regardless of their migratory status.

¹ More information is available at www.migrationdataportal.org/overviews/mgi.

² Kanifing Municipal Council, KMC Emergency Action Plan for COVID-19. 17 April 2020. Available at <http://kanifing.gm/2020/04/17/kmc-emergency-action-plan-for-covid-19>.

³ International Monetary Fund, Policy responses to COVID-19 – The Gambia (2021). Available at www.imf.org/en/Topics/imf-and-covid19/Policy-Responses-to-COVID-19.



PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

KMC partnered with the European Union-funded Youth Empowerment Project and the Gambia Chamber of Commerce and Industry to launch the KMC Mayor GMD1,000,000 Challenge to support innovative young entrepreneurs with smart and effective solutions to help address the socioeconomic challenges caused by COVID-19. The Challenge fund was specifically designed to tackle three major problems prevalent in Kanifing as a result of COVID-19: market distortions and closure of non-essential shops, reduction in public transportation revenue, and learning disruptions due to the closure of schools.⁴ This fund, however, is targeted towards refugees and not migrants directly.



Neither the Gambian Government nor KMC captured migratory status as a separate variable in data collection and dissemination related to key COVID-19 health statistics or the socioeconomic impacts of the pandemic.



The Gambian Government made efforts to reach out to the diaspora community to enable it to contribute to the crisis responses, which resulted in a crowdfunding set up by the diaspora to mobilize resources to contribute to the response efforts.



KMC did not implement any specific measures to support or facilitate the reintegration of nationals and residents returning to the municipality in the context of COVID-19.

⁴ United Nations, EU, ITC, GCCCI & Kanifing Municipal Council launch Challenge Fund for young entrepreneurs to tackle COVID-19 socio-economic challenges. 21 April 2020. Available at www.un.org/africarenewal/news/coronavirus/eu-itc-gcci-kanifing-municipal-council-launch-challenge-fund-young-entrepreneurs-tackle-covid.





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ANNEXES

MiGOF: Migration Governance Framework¹⁹

In an attempt to define the concept of “well-managed migration policies”, the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as “the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas”.

The Framework sets out the essential elements of “good migration governance” – three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.²⁰ IOM’s view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:

- (i) Adheres to international standards and fulfils migrants’ rights;
- (ii) Formulates policy using evidence and a “whole-of-government” approach;
- (iii) Engages with partners to address migration and related issues;

As it seeks to:

- (i) Advance the socioeconomic well-being of migrants and society;
- (ii) Effectively address the mobility dimensions of crises;
- (iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a “high road” or ideal version of migration governance, to which States can aspire.

The MiGOF is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

¹⁹ IOM Council, Migration Governance Framework, 106th Session, C/106/40 (4 November 2015). Available at <https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf>.

²⁰ Migration Governance Framework infosheet, 2016. Available at <https://publications.iom.int/books/migration-governance-framework>.

The MGI process



1 Launch of the Local MGI process

The first step of the process is to explain to key national and local government officials what the Local MGIs entail, in order to ensure full understanding of the project and complete buy-in at both levels.



2 Data collection

The second step of the process is to start the collection and analysis of data based on adapted indicators from the MGIs. A draft local migration governance profile based on analysis of the findings is then shared with the government counterparts.



3 Multi-stakeholder discussions on the results of the MGIs

The third step of the process is to convene a consultation where local and national government officials and other stakeholders discuss the good practices and main gaps identified in the draft local migration governance profile. It is also an opportunity for them to comment on and provide suggestions to the draft profile.



4 Final report

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the Global Migration Data Portal²¹ and upload it on the IOM Publications Platform.²²

²¹ You can find the profiles at www.migrationdataportal.org/overviews/mgi.

²² Please see <https://publications.iom.int/>.



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