

City of Montréal | PROFILE 2019

LOCAL

MIGRATION

GOVERNANCE

INDICATORS



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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 identify 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-generals-report-109th-session-council.

INTRODUCTION

The Migration Governance Indicators

In 2015, the International Organization for Migration (IOM), in collaboration with the Economist Intelligence Unit, developed the Migration Governance Indicators (MGI), 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 MGI is characterized by three fundamental attributes:

1. **The MGI is a voluntary exercise:** It is conducted in countries that have requested to be part of the process.
2. **The MGI is sensitive to national specificities:** It recognizes the different challenges and opportunities of each context and, therefore, does not propose a one-size-fits-all solution but rather sparks a discussion on what well-governed migration can mean.
3. **The MGI is a process:** It is not a static tool to collect data on countries' migration frameworks. It is rather the first step of a dynamic process that can enable governments 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.

With this in mind, in 2016, the United Nations Member States adopted the New Urban Agenda (NUA) 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, including, but not limited to, Sustainable Development Goal 11, which has been designed to make cities and human settlements inclusive, safe, resilient and sustainable.

In an effort to support the discussion between different levels of governments on migration governance, IOM has adapted the MGI to the local level (the Local MGI).³ The Local MGI seeks to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. Like its national equivalent, the Local MGI is based on a set of 87 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.

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

³ Funding is provided by the Government of Sweden. For more information, please refer to <https://migrationdataportal.org/local-mgi>.

While the Local MGI retains the attributes of the National MGI, it is also anchored in the notion that cities 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 on the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences between the MGI at the national and local levels, the purpose of the Local MGI 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, it recognizes 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 a recommendation to change the division of competencies but rather be understood as a tool to generate discussion on what cities can do on migration within the scope of their mandate.

The Local MGI was rolled out in three cities: Accra, Montréal and São Paulo. The participation of these three cities in the pilot phase of this exercise will allow IOM to refine the Local MGI framework with the idea of rolling it out in a larger number of cities.

This document is the result of the Local MGI assessment in Montréal and summarizes the well-developed areas of the city's migration governance structures, as well as the areas with potential for further development.



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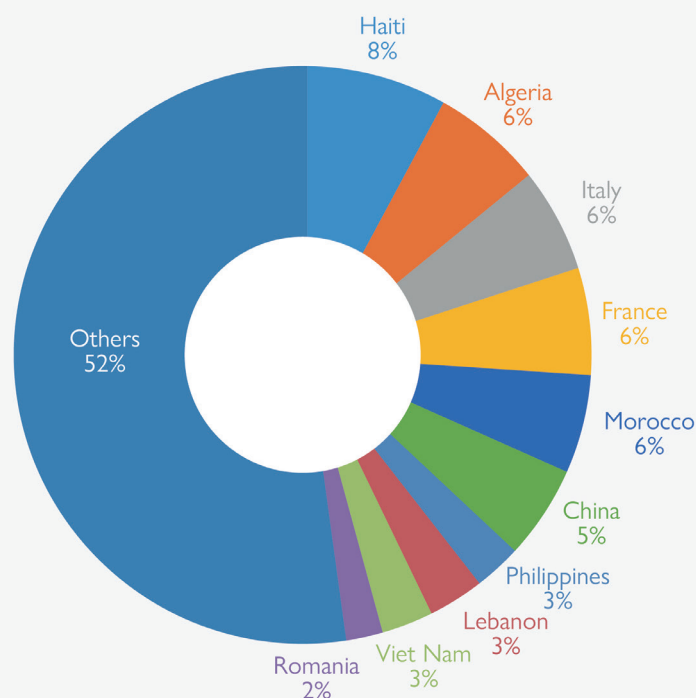
CONTEXT

Migration trends

Since its founding in 1642, the city of Montréal has taken in countless waves of immigrants from many countries, including France (1642–1760), England and Scotland (from 1760 onwards, 1815–1950), Ireland (1815–1860), Italy (from 1880 and 1945 onwards), Greece (from 1900 and 1967 onwards), Portugal (as of 1953), Viet Nam (as of 1975), China (as of 1880) and, more recently, Haiti (as of 1960, with another wave arriving as of 1977) and North Africa (as of 1980).⁴

Figures for the past decade show that every year between 30,000 and 38,000 people immigrate to Montréal and between 2,000 and 4,500 people leave the city. Overall, Montréal thus experienced a net inflow of 26,000 to 35,000 immigrants per year during that period. In addition, of the 644,000 immigrants living in Montréal in 2016, 21.5 per cent arrived after 2011; 28.1 per cent between 2001 and 2010; 16.9 per cent between 1991 and 2000; and 33.5 per cent before 1991.⁵

Figure 1: Immigrant population in greater Montréal by 10 main places of birth, 2016



Source: Statistics Canada, 2016 population survey, surveys from 1996 to 2016, and 2011 national household survey. Available at http://ville.Montreal.qc.ca/portal/page?_pageid=6897,67885704&_dad=portal&_schema=PORTAL.

⁴ Montréal Ville d'Immigration (Montréal en Histoire, situation d'apprentissage et d'évaluation (SAÉ), n.d.). Available in French at www.montrealenhistoires.com/wp-content/uploads/2017/04/SAE_03_IMMIGRATION_FR-total.pdf.

⁵ Migrations internationales, agglomération de Montréal, 2007–2017, statistics drawn up by the Institut de la Statistique du Québec and Statistics Canada. Available at http://ville.Montreal.qc.ca/portal/page?_pageid=6897,67885704&_dad=portal&_schema=PORTAL.

Competencies of the city

Level of decentralization in of local authorities Canada	Government and legal authority in Canada is shared between the federal and provincial governments, with some areas, such as health, falling essentially to the provinces. Cities and municipalities, for their part, generally have jurisdiction over aspects relating to local economic, social and community development, and over neighbourhood services.
Jurisdiction of Canadian cities in terms of immigration	Jurisdiction over immigration falls within the federal and provincial governments, and is limited in the case of cities and municipalities. Basic social services (including those for immigrants) are the responsibility of the provinces. When it comes to Montréal specifically, its role as a metropolis gives it additional responsibilities that are set out in the framework understanding “Réflexe Montréal”, which acknowledges the important role played by the city in building more inclusive communities. More generally, Montréal defines its role in the field of migration in terms of the following four objectives: (1) to make Montréal an exemplary city; (2) to make Montréal a welcoming and integrating city; (3) to make Montréal an inclusive city; and (4) to make Montréal a responsible and committed city.
Local financing mechanisms and the restrictions on their use	In 2018, the city of Montréal had a total budget of Can\$ 5.5 billion. Of that amount, Can\$ 3.5 billion was raised from local taxes, in particular property taxes (Can\$ 2.9 billion), while only Can\$ 300 million came from provincial transfers. Of those transfers, about Can\$ 100 million was unconditional transfers that the city could spend as it saw fit; the rest was allocated to specific items (e.g. health, environment). ⁶
Local participation in the formulation of migration policy	In Canada, cities and municipalities are consulted on federal migration policy during the consultations conducted annually by the federal ministry in charge of immigration (except in Quebec, which has special jurisdiction over migration). The city of Montréal helps formulate provincial migration policy and is also represented during the federal consultations on the subject. It participates in the multi-year planning consultations on immigration to Quebec. It also submits briefs on draft legislation and policies relating to immigration, as relevant.

⁶ Ville de Montréal, vue sur le budget 2018. Available at <http://ville.Montreal.qc.ca/vuesurlebudget>.



KEY

FINDINGS

The Local MGI is composed of around 87 indicators grouped under the 6 different dimensions of migration governance that draw upon the MiGOF categories:



**MIGRANTS'
RIGHTS**
PAGE 14

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 16

Indicators in this category assess the institutional frameworks of cities 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 18

Indicators in this category focus on cities' 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 19

Indicators in this category assess cities' 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 20

Indicators in this category examine the type and level of readiness of cities 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 21

Indicators in this category look at the cities' 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

Montréal's regulatory framework includes the Montréal Charter of Rights and Responsibilities, the Montréal Declaration Against Racial Discrimination, and the Montréal Declaration for Cultural Diversity and Inclusion. The city has also made a number of international pledges, in particular to implement the New Urban Agenda and the United Nations global compacts on migration and refugees. All attest to the city's determination to act with due regard for the advancement of human and migrants' rights.⁷

Through its Service for Diversity and Social Inclusion (Service de la diversité et de l'inclusion Sociale, SDIS), the city of Montréal promotes respect for diversity, social inclusion, integration of newcomers and protection of their rights, in accordance with international human rights principles. The priorities of the SDIS are derived from the city's social development policy⁸ and new action plan for 2018–2021, titled Montréal Inclusive, both of which are based on human rights.

Under the action plan, which is being rolled out with the financial support of the Quebec Ministry of Immigration, Diversity and Inclusion (Ministère de l'Immigration, de la Diversité et de l'Inclusion, MIDI) and through the SDIS, specifically the Montréal Newcomer Office (Bureau d'intégration des nouveaux arrivants à Montréal, BINAM),⁹ the city supports numerous activities promoting respect for international standards and for the rights of immigrants, and is financing several not-for-profit organizations working to welcome, integrate and include migrants.

The provision of basic social services, such as education and health, is the responsibility of the provincial government. In recent years, however, the city of Montréal has taken steps to facilitate immigrants' access to health services. In 2018, the BINAM contributed financially to the activities of Médecins du Monde, which provides health care to persons whose immigrant status is precarious.

In terms of housing, the BINAM has set up a website, called "Montréal, a New Beginning", to inform newcomers of the steps they must take in respect of several aspects of their lives, in particular to find housing in Montréal. In addition, the Montréal Municipal Housing Office (Office municipal d'habitation de Montréal, OMHM), in partnership with the BINAM, offers newcomers a housing referral service.

Montréal provides financial support to several community organizations coming to the aid of immigrants and offering legal advice, such as Concertation Femmes, the Centre d'Accueil et de Référence sociale et économique pour les immigrants (CARI–Saint-Laurent) and Hirondelle.

Lastly, Montréal has launched several initiatives to promote diversity and combat discrimination. It has adopted a gender-based analysis (GBA+) approach whereby policies and programmes are designed and implemented from a gender and intersectional perspective. The city trains its employees in GBA+, intercultural communication, management of diverse teams and reasonable accommodation in the workplace. Within the framework of the Montréal Interculturelle 2018 programme, the SDIS supports several initiatives to promote intercultural relations and

⁷ See inter alia: the Montréal Charter of Rights and Responsibilities, which UNESCO and UN Habitat have cited as models; the Montréal Declaration Against Racial Discrimination (1989); the proclamation of 21 March as International Day for the Elimination of Racial Discrimination (2002); the Montréal Declaration for Cultural Diversity and Inclusion (2004); the Montréal Declaration on Living Together (2015); the Declaration Designating Montréal a Sanctuary City (2017); the City of Montréal public consultation and participation policy; Montréal's recognition as an intercultural city in 2011 by the Council of Europe; Montréal's membership of the Coalition of Municipalities against Racism and Discrimination and of the UNESCO Coalition of Cities against Racism since 2006. Montréal has also adopted numerous policies, including social development and economic development policies, that touch on migration-related matters.

⁸ The social development policy has four components: 1) to build a city and neighbourhoods on a human scale; 2) to promote social cohesion and living together; 3) to support citizen participation and social commitment; and 4) to engage in social and economic partnership.

⁹ The BINAM coordinates and mobilizes key local players and is developing about 30 innovative projects to accelerate the economic and social integration of immigrants in Montréal.

living together. It also supports several initiatives and events promoting diversity and anti-discrimination activities, such as Black History Month, Anti-racism Week, the International Day for the Remembrance of the Slave Trade and its Abolition, and the International Day of Living Together in Peace. In 2019, Montréal held a public consultation on systemic racism and discrimination.

Thanks to the mobilization of its community and institutional partners, and with the support of the Government of Quebec, the city opened in March 2015 the Centre for the Prevention of Radicalization Leading to Violence (Centre de prévention de la radicalisation menant à la violence, CPRMV), an independent not-for-profit body whose objectives are to prevent hate crimes and incidents and to work with and assist the victims thereof. The Montréal Police Hate Crimes Unit (Unité de Crimes haineux du Service de police de la Ville de Montréal, SPVM) also plays a substantive role in that regard, not only by enabling citizens to report hate crimes but also by making available an online form for denouncing hateful incidents.

1.2. Areas with potential for further development

Landed immigrants (i.e. those whose status is regular) cannot vote in local elections. Only persons who are Canadian citizens, who are not under trusteeship and who are not disqualified from voting by law can figure on the list of the voters. More generally, mechanisms facilitating the participation of immigrants and persons with no legal status may emerge from the public consultation policy review.

Moreover, although it supports the CPRMV and the SPVM, the city does not have a public awareness-raising campaign specifically aimed at fighting hate crimes, violence, xenophobia and anti-migrant discrimination.



2

FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

The city has been working on intercultural, diversity-related and inclusion-relevant issues for over 25 years. Its organizational capacity and its local, national and international activities have increased dramatically in recent years. Indeed, within the framework of the “Réflexe Montréal” agreement, the Government of Quebec recognizes Montréal’s special status as a metropolis and thus attributes to it additional responsibilities in terms of migration and a higher budget for implementation.

Diversity is one of the city’s seven organizational priorities, the aim being to “establish a culture that values diversity and inclusion, in order to contribute to a more open and respectful society”.

As stated previously, the city has a regulatory framework that includes declarations of principle and new policies and action plans to support its initiatives (see information under point 1 below).

The city’s activities are chiefly guided by Montréal Inclusive, the action plan for 2018–2021, which is dedicated to the integration of newcomers and proposes solutions to challenges such as economic and occupational integration, inclusion, access to services (including coordination and optimization thereof), support for persons whose immigration status is precarious and access to housing.

In terms of institutional coherence, the action plan is linked to the Quebec provincial policy for immigration, participation and inclusion. The legislation adopted by Quebec in that regard is also compatible with that adopted by the Federal Parliament.

In addition, the city has established a structure and set aside resources to discharge its responsibilities and act to integrate and include migrants. The SDIS, and more specifically the BINAM, which was set up in 2016, has a 15-member team and a budget of CAN\$ 12 million for three years. It is in charge of devising and implementing the action plan, which has four objectives:

1. **To make Montréal an exemplary city:** This refers to the municipal set-up and the city’s role as an employer of immigrants and people from diverse backgrounds, a provider of services and an issuer of contracts. Montréal wants to foster an open, secure and inclusive municipal environment that takes account of the specific needs of immigrants and persons from diverse communities. This objective is based on a cross-cutting approach to diversity and inclusion issues. For example, in 2019 the city launched “Écho, le baromètre de l’intégration”, a major survey of newcomers aimed at ensuring that the city’s services are accessible to them and that the projects conceived with them in mind via the BINAM address their concerns.
2. **To make Montréal a welcoming and integrating city:** This objective addresses the ecosystem of players working to welcome and integrate newcomers, such as local, regional and institutional organizations. The initiatives proposed are intended to accelerate the process of integrating newcomers, thanks to a range of coherent and accessible services and in close cooperation with the many community organizations. Among other projects, the city has undertaken an initiative on priority inclusion territories. The initiative covers eight of Montréal’s 19 districts that are home to 62 per cent of newcomers. Six advisers operating in territorial partnership with the BINAM work with local players to improve local action, drawing on a fund for structural projects. In addition, the city is piloting the development of a station nouveau départ, a one-stop shop that will bring all the services provided by the municipal, provincial and federal governments to newcomers together under one roof.

3. **To make Montréal an inclusive city:** This objective is aimed at the sectors of Montréal society receiving immigrants – workers, employers and, more generally, civil society. It emphasizes the importance of heightening the capacity of all Montréalers to be inclusive, with a view to improving integration performance, notably in terms of employment. For example, the city launched the Montréal's Inclusive Workplace Strategy (Stratégie Montréal inclusive au travail), which aims to mobilize over 50 community business leaders. It is also rolling out the Integration-Work-Training Programme to five major employers, in order to facilitate the recruitment and professional integration of newcomers.
4. **To make Montréal a responsible and committed city:** This objective aims to offer non-discriminatory, fear-free municipal services and to establish mechanisms for boosting the protection of people with precarious immigration status against abuse and criminal acts. For example, the city is taking steps to ensure fear-free access to its municipal services and is about to launch an intervention and protection unit that will serve to denounce abuses and crimes with no risk that people whose status is precarious will be denounced.

Although the BINAM does not provide services directly to immigrants, it plays a coordinating and mobilizing role, supporting the roughly 300 local organizations providing services to immigrants across the metropolitan area.

Lastly, while information on immigration is spread principally via the website and provincial services, the municipal government also facilitates access to it by making it available on its website for newcomers.

Other services, such as economic development and urban zoning, the offices of government relations and international relations, and the Observatory on Living Together, also help achieve local governance goals in terms of migration.

2.2. Areas with potential for further development

Steps should be taken to enhance institutional coherence and the cross-cutting approach, in particular through more explicit reference to the ties between local and international policies. However, while it does not mention them explicitly, the 2018–2021 action plan Montréal Inclusive is in line with international goals and is based on migration-related activities carried out by the city internationally.

The information on programmes for newcomers displayed on the website of the city of Montréal is available in French and English only.



3

ENGAGES WITH PARTNERS TO ADDRESS
MIGRATION AND RELATED ISSUES

3.1. Migration governance: Examples of well-developed areas

Montréal has engaged in several partnerships at local level in connection with migration issues.

The city regularly asks for and coordinates the contribution of migrant associations. For example, it frequently cooperates with the Table de concertation des organismes au service des personnes réfugiées et immigrantes (TCRI), a group of about 100 organizations working with refugees, immigrants and those with no status.

The city supports and conducts activities in the light of needs and under the authority of provincial ministries, in partnership with members of the diaspora, as a response to humanitarian emergencies worldwide (e.g. when receiving Syrian and Haitian refugees).

In addition, the city has established the Conseil interculturel de Montréal (CIM), an advisory body on intercultural relations made up of civil society members. The CIM works to promote the integration and participation of citizens of cultural communities in the political, economic and cultural life of Montréal. The city has also established the Table sur la diversité, which has a mandate to issue structural recommendations on diversity in employment, citizen participation, racial profiling and diversity entrepreneurship.

The BINAM works with members of the private sector to promote economic integration, in particular by helping newcomers acquire a first job experience in Montréal businesses (Integration-Work-Training Programme), through Montréal's Inclusive Workplace Strategy.

At the national level, the city works with the provincial government and benefits from cooperation agreements, such as the Ville de Montréal and the Ministry of Immigration, Diversity and Inclusion (Ministère de l'Immigration, de la Diversité et de l'Inclusion, MIDI) agreement for the integration and inclusion of immigrants, and the anti-poverty agreement with the Ministry of Employment and Social Solidarity (Ministère de l'Emploi et de la Solidarité Sociale, MESS). It engages in sustained dialogue with contacts in the provincial and federal governments, producing briefs in the framework of parliamentary consultations.

At the multilateral level, Montréal is a key player in several global issues, including migration and interculturalism in cities, and is proactive in urban diplomacy. It is a member of several networks, in which it plays a leading role, particularly on migration issues. The city's strategic international relations framework sets clear objectives in that respect. Montréal is active in several networks of cities, such as the Metropolis, the United Cities and Local Governments (Cités et Gouvernements Locaux Unis, CGLU), the Association Internationale des Maires Francophones (AIMF) and the Council of Europe's Intercultural Cities Network, and it recently joined the newly created Mayors Migration Council. It also works with C40 Cities on climate and migration issues.

3.2. Areas with potential for further development

Generally speaking, non-governmental stakeholders (e.g. the diaspora, the private sector, civil society organizations) are regularly consulted but in different ways that are more or less formal.

There is no effective mechanism for sharing data between the different levels of government and with the various local partners.



4

ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: Examples of well-developed areas

Montréal has introduced an action plan for diversity in employment aimed at encouraging the hiring of underrepresented groups such as immigrants. The strategy for helping migrants participate in the labour market comprises a professional sponsorship programme – the Integration-Work-Training Programme – enabling qualified immigrants living in Montréal to acquire significant work experience in large Montréal businesses. The businesses commit to hire at least 20 per cent of the participants at the end of the trial period, and to recommend 30 per cent of those not hired to their various suppliers.

The city has also introduced programmes to support immigrant entrepreneurship. Under its entrepreneurship action plan – *Entreprendre Montréal* – the city aims to attract and support entrepreneurs from the immigrant community and of diverse backgrounds, in cooperation with organizations such as *Entreprendre ICI* and through the Montréal network of small and medium-sized enterprises.

Lastly, the city's economic development service and Montréal International work together with Montréal's universities to attract and retain students and foreign talent. Through the *Je choisis Montréal* initiative, Montréal International contacts international students with a view to convincing them to settle in the greater Montréal area once they have finished their studies.

In social terms, several of the activities carried out by the SDIS and mentioned earlier support measures likely to advance the social well-being of immigrants and people from diverse backgrounds, some of which affect women and children. For example, the city supports cultural integration activities (theater, dance, prose and poetry, singing, music, history, professional meet-ups, DJing, video production and editing, CD production, etc.) and integration through sports (discovery of the urban outdoors, wilderness survival and winter sports, skydiving, basketball, hockey, soccer, capoeira, etc.).

4.2. Areas with potential for further development

The city of Montréal does not systematically assess its manpower needs with a view to attracting newcomers able to fill any gaps, even though it is responsible for doing so under the “*Réflexe Montréal*” agreement.

What is more, the city has no programmes to support migrants' financial education, although a programme of that kind is offered by the provincial government.



5

EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

No plan as such exists for addressing the mobility dimensions of crises, but several measures have been taken to manage large-scale population movements in times of crisis. Specifically, the central module of the city's civil security plan, adopted in 2013, includes measures for the temporary housing of inhabitants displaced during a crisis. Crisis accommodation is also mentioned in the city's Resilient City Strategy.

The BINAM, which was established in 2016 following the arrival of Syrian refugees, is also responsible for emergency measures. Its 2017 action plan for asylum seekers aims to anticipate major migration events and organize the response.

Montréal has also introduced systems for communicating with citizens in times of crisis. The city's civil security policy includes a component on communication with citizens during incidents. Moreover, the Resilient City Strategy comprises measures aimed at rethinking communication with citizens on risks, inter alia through warning and alert services that use sirens and/or cell phone messages (based on the provincial Quebec alert system). The service operates only in French and English, however.

The city has a climate adaptation plan comprising useful measures in the event of displacements caused by environmental degradation and climate change.

5.2. Areas with potential for further development

The city's main emergency response policy considers human mobility from only a limited point of view and does not take explicit account of the specific needs of migrants and displaced persons. Mobility in crises and the related specific needs are mentioned in neither the 2005 civil security policy nor the 2013 civil security plan (central module).

No coordination agreements have been concluded with key players (such as consulates) for assistance to non-nationals in the event of a local emergency.

The civil security policy, the civil security plan (central module) and the Resilient City Strategy contain no procedure or measures aimed at ensuring protection of migrant children, unaccompanied minors and abandoned children. They also fail to mention gender-related aspects, despite the fact that the city applies the GBA+ approach.



6

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

6.1. Migration governance: Examples of well-developed areas

Through the city's police force, Montréal trains its police officers in managing diversity and intercultural relations. As part of the 2018–2021 strategic plan to help police officers prevent racial and social profiling, the concepts of racial and social profiling were added to the basic training dispensed to all police officers at Quebec's National Police Academy (École nationale de police du Québec, ÉNPQ). Three major channels of action have been identified, namely ongoing training, information circulation and aid for police decision-making processes.

In addition, as part of the Montréal Inclusive plan, the city announced the fear-free access policy, in which municipal services are made available to newcomers without discrimination. In addition to the ÉNPQ, the city provides support to a legal aid clinic and a health clinic whose services are exclusively for migrants with precarious status.

Lastly, Montréal participates in the consultations on immigration conducted at other levels of government. The federal government consults the local authorities through groups, such as the Federation of Canadian Municipalities. In Quebec, the National Assembly's Committee on Citizen Relations holds public consultations on the immigration policies proposed by the MIDI, with the participation of the city of Montréal.

The city does not have a strategy for fighting human trafficking; it does, however, carry out activities focused on sexual exploitation, including the following:

1. Following a 2017 study of women's and girls' safety in major public events, which was conducted by the Council of Montréalers, an advisory body on equality and women's issues, the city asked the Council to conduct more exhaustive research into trafficking in women at the Formula 1 Grand Prix in Canada. That research – which is unique in Canada – will serve to obtain a more accurate picture of the situation and thereby determine the concrete solutions needed.
2. Subsequently, the city pursued its work and expanded its mandate to cover sexual violence. In April 2018, Montréal organized three thematic working meetings on women's and girls' safety (awareness-raising, field activities and tourist industry) with relevant groups and partners, the aim of which was to identify the city's potential orientations and actions in respect of sexual exploitation and within the confines of its jurisdiction. Lastly, the city is currently working to establish an advisory committee on sexual violence.

These initiatives are nevertheless centred on sexual exploitation and do not cover other forms of human trafficking.

6.2. Areas with potential for further development

The Montréal Police Department's (Service de police de la Ville de Montréal, SPVM) 2014–2016 master action plan on prostitution and human trafficking for the purposes of sexual exploitation focused on trafficking in persons for sexual exploitation, but no new plan was adopted after 2016. The Montréal Police Department nevertheless continues to bear primary responsibility in this field.

The SPVM regularly draws up internal reports on the types of interventions made (notably as concerns trafficking). It occasionally publishes portraits and diagnostics on sexual exploitation in Montréal's various neighbourhoods, but it had not systematically covered all neighbourhoods by the end of 2018. In addition, there is no study dating after 2015, and the studies carried out before 2015 covered sexual exploitation and not human trafficking and/or smuggling more generally.



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ANNEX

MiGOF: Migration Governance Framework¹⁰

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” – 3 principles and 3 objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.¹¹ 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.

¹⁰ 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>.

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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 MGI entails, 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 MGI. 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 MGI

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.

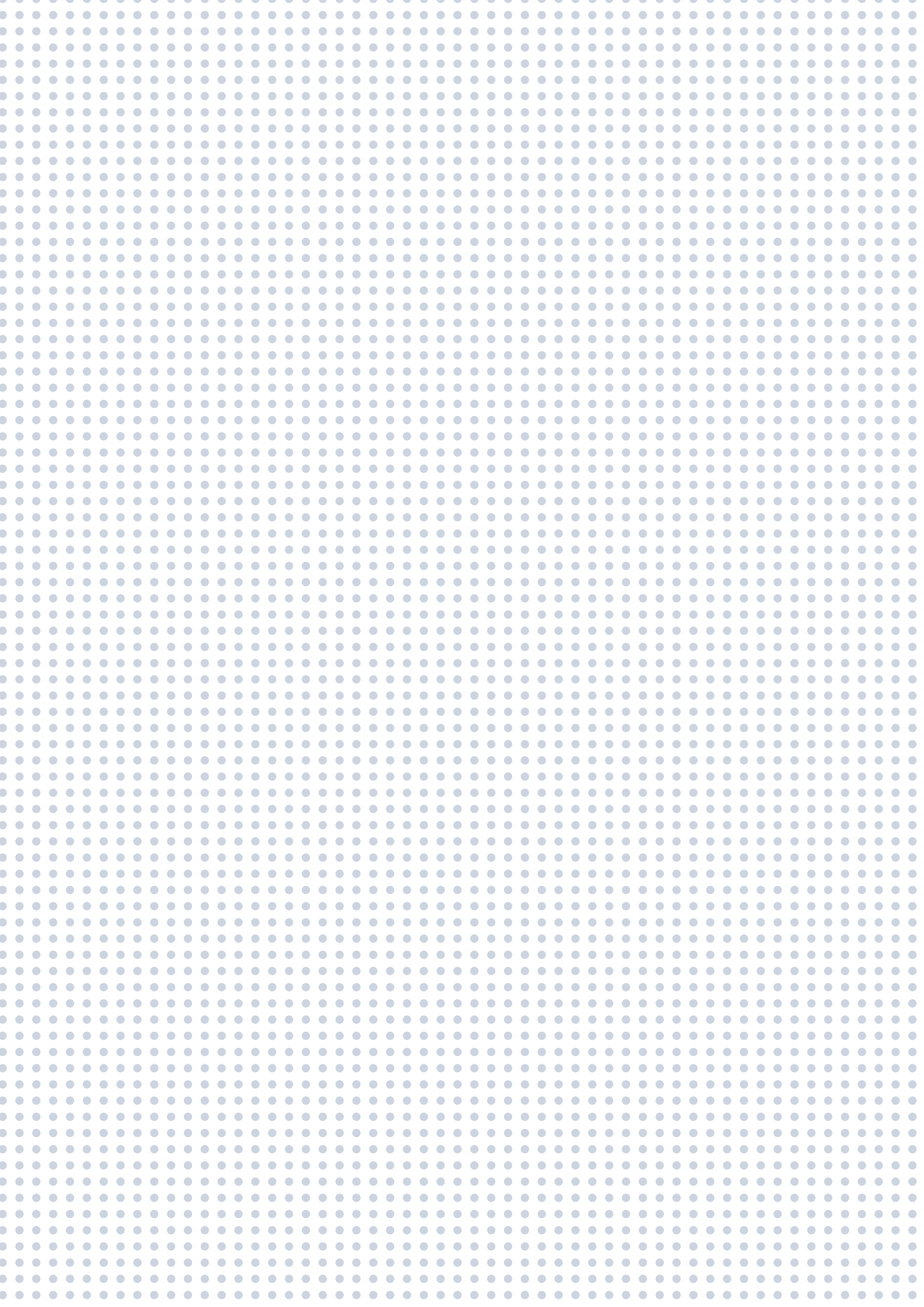


4 Final report

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 IOM Migration Data Portal¹² and uploaded on the IOM Online Bookstore.¹³

¹² You can find the profiles at <https://migrationdataportal.org/local-mgical-mgi>.

¹³ Please see <https://publications.iom.int/>.





www.migrationdataportal.org/mgi



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