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City of Málaga (Spain) | PROFILE 2022 MIGRATION GOVERNANCE INDICATORS LOCAL



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## OBJECTIVES



Help local authorities take stock of the migration initiatives they have in place.



3

Foster dialogue on migration between national governments and local authorities.

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."<sup>1</sup>

<sup>&</sup>lt;sup>1</sup> António Vitorino, IOM Director General, Report to the 109th Session of the IOM Council (November 2018).



#### The Migration Governance Indicators<sup>2</sup>

The need to maximize the opportunities and face the challenges that mobility brings has been recognized with the inclusion of migration in the 2030 Agenda for Sustainable Development, and with the adoption of the Global Compact for Safe, Orderly and Regular Migration.<sup>3</sup> The incorporation of target 10.7 into the 2030 Agenda created the need to define "planned and well-managed migration policies". This is why, 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 almost 100 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 that 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 governance<sup>4</sup> 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.

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, has been recognized in the New Urban Agenda at the Habitat III Conference in Quito (Ecuador), the Global Compact for Migration, and the Call to Local Action, to mention a few.

<sup>&</sup>lt;sup>2</sup> All terms used in the report are defined in the IOM *Glossary on Migration* (2019).

<sup>&</sup>lt;sup>3</sup> "The Global Compact is the first inter-governmentally negotiated agreement, prepared under the auspices of the United Nations, covering all dimensions of international migration in a holistic and comprehensive manner. It is a non-binding document that respects States' sovereign right to determine who enters and stays in their territory and demonstrates commitment to international cooperation on migration. It presents a significant opportunity to improve the governance of migration, to address the challenges associated with today's migration, and to strengthen the contribution of migrants and migration to sustainable development."

<sup>&</sup>lt;sup>4</sup> "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.

To support the discussion between levels of governments on migration governance, IOM has adapted the MGIs<sup>5</sup> 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. The local MGIs 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.

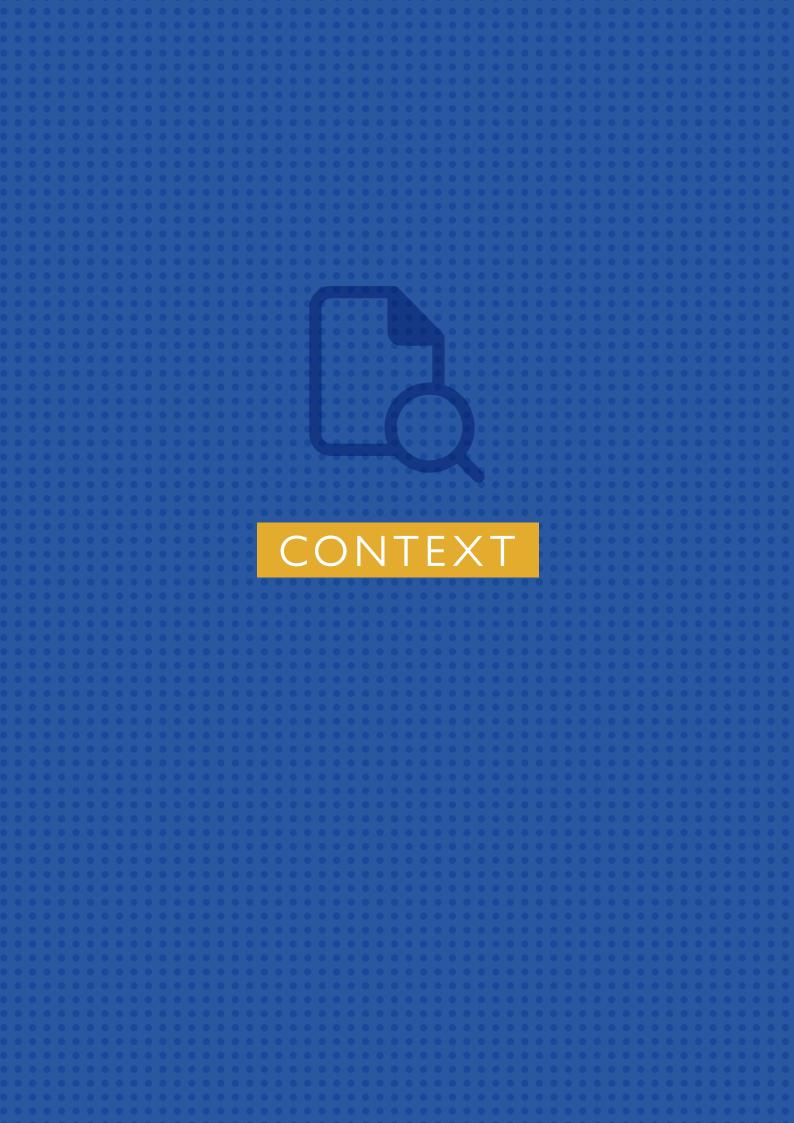
While the local MGIs retain the attributes of the national MGIs, they are also anchored in the notion that cities and local authorities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect the fact that the 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 to be a tool for government authorities to use in taking an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, the local MGIs 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 catalyst to open dialogues 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.

In 2022, IOM conducted two local MGI assessments in Spain: in San Cristóbal de La Laguna<sup>6</sup> (Santa Cruz de Tenerife Province) and in Málaga (Málaga Province). This report is the result of the local MGI assessment conducted in the city of Málaga. It summarizes key examples of well-developed areas and areas with potential for further development of local migration governance.

<sup>&</sup>lt;sup>5</sup> The Migration Governance Indicators were developed in 2015 by IOM in collaboration with Economist Impact.

<sup>&</sup>lt;sup>6</sup> The 2022 Migration Governance Indicators Local Profile for the municipality of San Cristóbal de La Laguna is available here.

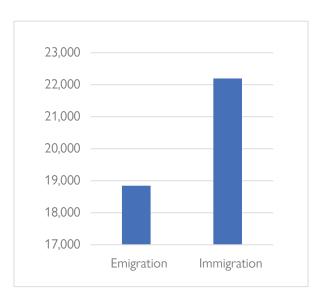


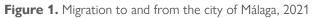
#### Migration trends

The city of Málaga is the capital of Málaga Province, which is part of the Autonomous Community of Andalusia. It is essentially a migrant destination. According to data from the Residential Variation Statistics published annually by the Institute of Statistics and Cartography of Andalusia, 22,197 people arrived in the city in 2021 and 18,848 departed (Figure 1), for a positive balance<sup>7</sup> of 3,349 (IECA, n.d.). In addition, in the same year Málaga Province recorded the largest share of arrivals from abroad in the Autonomous Community, with 40.6 per cent of total arrivals, followed by Almería Province with 17.2 per cent (IECA, 2021).

In 2021, Málaga had a total of 49,698 foreign residents, representing 8.6 per cent of the city's total population. The largest group of foreigners came from Morocco (19% of all foreigners) (IECA, n.d.).

In 2021, according to the National Statistics Institute, foreigners accounted for 16 per cent of the population of Málaga Province (273,001 people: 49% men and 51% women) (INE, 2021a). The main places of origin were the United Kingdom (19.6%), Morocco (12.3%), Italy (5.3%), Ukraine (4.2%), Romania (4.1%) and Germany (3.5%) (Figure 2). No disaggregated data were available for the city of Málaga (INE, 2021b).





Source: Institute of Statistics and Cartography of Andalusia, 2021.

<sup>&</sup>lt;sup>7</sup> The difference between arrivals and departures.

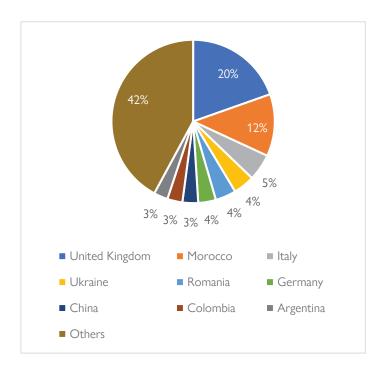


Figure 2. Nationality of foreigners residing in Málaga Province, 2021

Source: National Statistics Institute, 2021a.

Regarding emigration, no data are available for the city of Málaga specifically, but data from the Autonomous Community of Andalusia show that most emigration is internal to other regions of Spain. According to the Institute of Statistics and Cartography of Andalusia, of the 116,775 registered departures from Andalusia in 2021, 51.6 per cent (60,264 people) were to other regions of Spain. The main destinations were the Community of Madrid (21.7%), Catalonia (16.1%) and the Valencian Community (11.1%) (IECA, n.d.).

#### Competencies of the local government of Málaga

Level of decentralization of local authorities Under Article 137 of the Spanish Constitution (1978), municipalities, provinces and autonomous communities enjoy self-government for the management of their respective interests. The decentralized system is organized into 17 autonomous communities, 2 cities with autonomous status (Ceuta and Melilla) and 8,125 local entities.<sup>8</sup> Strictly speaking, the autonomous communities have four types of competencies: (a) exclusive legislative and executive competencies; (b) competencies to develop and implement basic State legislation; (c) competencies to execute legislation approved exclusively by the State; and (d) legislative and executive competencies that are indistinct from those of the State on the same matter, so that both administrative levels can carry out the same initiatives.<sup>9</sup>

<sup>&</sup>lt;sup>8</sup> More information on the autonomous communities is available on the Government of Spain's website.

<sup>9</sup> Ibid.

Under Article 140, the Spanish Constitution establishes that the municipalities enjoy full legal personality. Their government and administration are the purview of their respective municipal councils, which consist of a Mayor and Councillors. The Mayor is elected by the Councillors or by the municipality's residents, while the Councillors are elected by the municipality's residents by universal, equal, free, direct and secret suffrage, in the manner established by law. The municipal organization also comprises the Municipal Plenum and the Local Government Board.<sup>10</sup> In accordance with Law No. 7/1985 Governing the Bases of the Local Regime, the Plenum, made up of the Mayor and the Councillors, is the highest body representing the citizens in the municipal government (Art. 122), while the Local Government Board (Art. 126), which is chaired by the Mayor, provides collegial political leadership and exercises executive and administrative functions, such as approving the draft budget, development planning instruments and urban planning projects (Art. 127).

The municipality of Málaga is organized into government offices and sub-offices. The government offices perform the administrative functions of the services attributed to municipalities and coordinate the specific departments of which they are composed, along with the districts.<sup>11</sup> The heads of the government offices are responsible for spearheading common lines of work in order to overcome gaps and organizational shortcomings, with due regard for the independent powers of each office.<sup>12</sup> According to the 2022 Municipal Organization Chart, the municipality of Málaga has eight government offices,<sup>13</sup> each of which has specific sub-offices. For example, the Social Rights, Diversity, Equality, Accessibility, Housing, Citizen Participation, Transparency and Good Governance Office is divided into the Social Rights, Equality, Accessibility, Inclusive Policies and Housing Sub-office and the Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office.

In Spain, migration policy is formulated at the national level. Under Article 149 of the Spanish Constitution, the State has exclusive jurisdiction over "nationality, immigration, emigration, the status of aliens and the right to asylum".

The autonomous communities have jurisdiction to develop and execute basic State legislation. The Autonomous Community of Andalusia has jurisdiction over immigration. In accordance with Article 62 of Organic Law No. 2/2007, on the reform of the Andalusian Statute of Autonomy, the Autonomous Community draws up "the policies of integration and social, economic and

The competencies of municipal authorities in relation to migration

<sup>&</sup>lt;sup>10</sup> The Mayor, the Deputy Mayors and the Plenum exist in all municipalities, whereas the local governing board exists only in municipalities with a population of 5,000 or more, or with rules of procedure or a plenum decision to that effect.

<sup>&</sup>lt;sup>11</sup> In accordance with Article 28 of Law No. 7/1985, city councils are tasked with creating their own territorial divisions, or districts, with decentralized managing bodies, in order to drive and develop citizen participation in the management of municipal affairs and their improvement, without prejudice to the unity of government and municipal management.

<sup>&</sup>lt;sup>12</sup> More information on the government offices is available on the website of the municipality of Málaga.

<sup>&</sup>lt;sup>13</sup> These are the Presidency; Economy, Finance, Management of European Union Funds, Coordination of Districts, and Human Resources and Quality; Culture, Sports, Tourism, Education, Youth and Employment Promotion; Environmental Sustainability and Operational Services; Business, Transportation, Promotion of Entrepreneurship and Procurement; Innovation, Urban Digitalization, Promotion of Technological and Business Investment, and Investment Recruitment; Social Rights, Diversity, Equality, Accessibility, Housing, Citizen Participation, Transparency and Good Governance; and Land Planning, Mobility and Security.

cultural participation of immigrants, within the framework of its powers" and
has "executive jurisdiction in matters of work permits for foreigners whose
employment relationship is located in Andalusia".

Organic Law No. 4/2000, on the rights and freedoms of foreigners in Spain and their social integration, also grants the autonomous communities and local entities the following attributes when it comes to the integration of migrants: "The public authorities shall promote the full integration of foreigners into Spanish society, in a framework in which diverse identities and cultures coexist. Public administrations shall mainstream the objective to integrate immigrants into the host society across all public policies and services, promoting the economic, social, cultural and political participation of immigrants, in the terms set down in the Constitution, in the Statutes of Autonomy and in other laws, under conditions of equal treatment." The Law further establishes: "The General State Administration will cooperate with the Autonomous Communities, the Cities of Ceuta and Melilla and the Municipalities to achieve the purposes described in this article" (Art. 2).

The Spanish system of local financing is governed by Royal Legislative Decree No. 2/2004 approving the Law Regulating Local Fiscal Authorities. This Law ensures that local entities have sufficient financial resources, grants municipalities greater capacity to develop tax policies, and empowers them to raise or lower their tax rates and establish optional tax benefits; in other words, it ensures greater municipal fiscal co-responsibility. Lastly, provinces and municipalities that are the capitals of a province or autonomous community, or that have more than 75,000 inhabitants (as is the case with La Laguna), are allocated a share of personal income tax, value added tax, and special taxes on alcohol, hydrocarbons and tobacco products (between 1% and 3%, approximately, depending on the tax and whether the entity concerned is a municipality or a province).<sup>14</sup>

Thus, in accordance with Article 2 of Decree No. 2/2004, the resources of local Spanish entities include revenues from the administration of their assets, their own taxes (levies, special contributions and taxes), their share of the tax revenues of the State and the autonomous communities, subsidies, and revenues generated by the services that they provide.

Local participation in the formulation of migration policy

Local financing

mechanisms and

the restrictions

on their use

Article 68 of Organic Law No. 4/2000 stipulates that the Sectoral Conference on Immigration is the body coordinating public administrations with regard to immigration matters. In accordance with its Rules of Procedure (2008), the Conference is comprised of the head of the Ministry of Labour and Immigration (now the Ministry of Labour, Migration and Social Security) and by the heads of the ministries with jurisdiction over immigration in each autonomous community; the Rules of Procedure do not mention representatives of the municipalities (MPT, 2008). The Conference last met in 2018 (SESSP, 2018).

<sup>&</sup>lt;sup>14</sup> More information on local financing is available on the website of the Ministry of Finance and Public Service.

At the time of writing, the State Secretariat for Migration was working on the new Strategic Framework for Citizenship and Inclusion against Xenophobia and Racism (2021–2027), which will guide regional and local authorities as they develop strategies to integrate and include immigrants and to prevent xenophobia and racism. The Strategic Framework is being developed in a participative process involving ministerial departments, autonomous communities, 57 local entities (21 participating through the Spanish Network of Intercultural Cities), representatives of the academic world, trade unions and civil society organizations.<sup>15</sup>

<sup>&</sup>lt;sup>15</sup> More information on the Strategic Framework for Citizenship and Inclusion against Xenophobia and Racism (2021–2027) is available on the website of the Ministry of Inclusion, Social Security and Migration.



The local MGIs are composed of approximately 80 indicators grouped under the six different dimensions of migration governance that draw upon the MiGOF categories:<sup>16</sup>

	MIGRANTS' RIGHTS PAGE 18	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 20	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 22	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.
$\mathbf{\mathbf{v}}$	WELL-BEING OF MIGRANTS PAGE 24	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 25	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 in relation to disasters and climate change, especially whether humanitarian assistance is available for migrants and citizens.
	SAFE, ORDERLY AND REGULAR MIGRATION PAGE 27	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.
<sup>16</sup> IOM Co		Session, C/106/40 (4 November 2015).

## ADHERE TO INTERNATIONAL STANDARDS AND FULFIL MIGRANTS' RIGHTS

#### 1.1. Migration governance: Examples of well-developed areas

The city of Málaga facilitates access to health services for the entire population, including migrants. The Andalusia Health Law (1998), which governs access to health services in Málaga, establishes that both Spaniards and foreigners residing in Andalusia have the right to health benefits and services.<sup>17</sup> It also guarantees vital emergency services to all people in the region. The Andalusia Health Service, which was established in 1986 by Law No. 8 on the Andalusia Health Service and is attached to the Regional Government's Ministry of Health and Families, provides primary and hospital health services throughout the territory of the Autonomous Community. The services are implemented by the Health Management Offices, which are responsible for the management of primary/hospital care and public health in specific territorial areas. There are 16 Management Areas, and 3 of them are in Málaga.<sup>18</sup>

The municipality's Education Office implements national and regional legislation guaranteeing that foreigners have access to public education at the primary, secondary and vocational levels, without distinction by nationality. Organic Law No. 4/2000, on the rights and freedoms of foreigners in Spain and their social integration, stipulates that "all foreigners under 18 years of age have the right to education under the same conditions as Spaniards". Foreigners therefore have access to basic education free of charge, regardless of their migration status. In addition, in accordance with the same Law, resident foreigners over the age of 18 have the right to access post-secondary education, to obtain the corresponding qualifications and to apply to the public scholarship system under the same conditions as Spaniards. The functions and powers of the Education Office include the coordination of educational services and programmes, planning of the city's educational needs, and coordination with the various municipal departments and administrations involved in educational matters.

The municipality has a legal advice service for foreigners. The Municipal Office for Foreigners, which was established in 2007, offers face-to-face and telephone assistance to foreigners in the city, providing support, information, guidance and specialized legal advice. Its services can be requested by any migrant, regardless of their migration status. Migrants also have access to the legal services of the Centre for Emergency Reception and Referrals,<sup>19</sup> a Spanish government agency run by the Red Cross in the city of Málaga.

The municipality has taken measures to combat discriminatory practices affecting migrants in terms of social services. In 2019, it established the Equal Treatment, Non-discrimination and Hate Crimes Service. The Service is managed by staff from the Movimiento contra la Intolerancia, an association that has three lines of action: victim assistance and denunciation of hate crimes and discrimination; training for interested sectors in prevention, mediation and intervention; and civic awareness and activation of denunciations of discrimination and hate incidents. In addition, the municipality has been part of the European Coalition of Cities against Racism since 2015.<sup>20</sup>

Málaga has local intercultural mediation services to help resolve disputes between the general public and the migrant population. In 2013, the Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office established the Community Intervention and Mediation Service, to involve citizens in collective, transformational bridge-building activities and develop skills aimed

<sup>&</sup>lt;sup>17</sup> It does not, however, refer to the legal status of the migrants and whether that status makes a difference in their ability to access services.

<sup>&</sup>lt;sup>18</sup> These are the Health Management Areas of Málaga East–Axarquía, Málaga North and Serranía de Málaga.

<sup>&</sup>lt;sup>19</sup> Such centres are designed to receive immigrants and work to reduce the individual physical and emotional burden of migration.

<sup>&</sup>lt;sup>20</sup> The Coalition is a network of European cities interested in sharing experiences and knowledge in order to improve their policies to fight racism, discrimination and xenophobia.

at fostering coexistence by promoting the peaceful management of conflicts. The Service's lines of action are problem-solving, preventive educational projects, promotion of mediation, promotion of participatory processes and community intervention. Accordingly, in June 2021, the Municipal Mediation Technical Board was established in order to enhance coordination by combining the efforts of various municipal mediation services and disseminating their knowledge and benefits both within the municipal services and among the general public. For years, the municipality has had various municipal offices that offer mediation services in their respective areas of competence, and they make up the Board.<sup>21</sup> Lastly, the city's Network of Intercultural Mediators, an initiative promoted by the municipality and implemented by the Asociación Comisión Católica Española de Migraciones in Málaga, together with the Málaga Acoge association, works to prevent conflicts between the native and immigrant populations; by September 2022, however, the initiative was not active anymore.

#### 1.2. Areas with potential for further development

Local authorities do not yet have a specific policy or strategy to combat hate crimes, violence, xenophobia and discrimination against migrants, but the local police force has taken certain steps to that end. For example, in February 2022, it created the Specialized Unit against Racism, Xenophobia and Hate Speech; and between 2019 and 2021, it participated in a Local Learning Communities project against racism, xenophobia and hate speech, known as the CLARA Project. The latter improved the capacities of local authorities, the police, and the communities concerned to prevent, identify and fight such crimes.

The development of mechanisms to facilitate access to local housing and the expansion of local residential and housing capacity are considered areas with potential for improvement. Housing resources are outstripped by demand, and one of the requirements for the Spanish registration process is a document certifying that the person resides in and uses the home (for example, a lease or contract of sale). This makes it difficult for irregular migrants to obtain housing and other social services.

Promotion of the right to vote at the municipal level for regular migrants, by having the local administration encourage registration in the local Electoral Census, is an area with potential for further development. According to Article 76 of Organic Law No. 5/1985, on the General Election System, in municipal elections, foreigners residing in Spain whose respective countries of origin allow Spaniards to vote in such elections enjoy the right to vote, under the terms of a treaty.<sup>22</sup> Likewise, all persons residing in Spain who, while not of Spanish nationality, are citizens of the European Union, meet the conditions for voting required of Spaniards and have expressed their willingness to exercise the right to vote, enjoy the right to vote.

<sup>&</sup>lt;sup>21</sup> These are the Police Mediation Service (local police force), the Community Intervention and Mediation Service (Citizen Participation Office), the Municipal Service for Orientation and Mediation in Family Disputes (Social Rights Office), Training in Conflict Resolution and Mediation (Education Office), and the Foreclosure Mediation Service (Municipal Housing Institute).

<sup>&</sup>lt;sup>22</sup> Those countries include the Plurinational State of Bolivia, Cabo Verde, Chile, Colombia, Ecuador, Iceland, New Zealand, Norway, Paraguay, Peru, the Republic of Korea, and Trinidad and Tobago.

# **2**

## FORMULATE POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

#### 2.1. Migration governance: Examples of well-developed areas

The Málaga Foreign Action Plan 2021–2023 (2021), which was drawn up by the Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office, sets out the local migration strategy, describes concrete actions, and defines monitoring, evaluation and impact indicators. In parallel and at the regional level, the Regional Government of Andalusia's Strategy for Immigration 2021–2025 (2021) serves as the Autonomous Community's general planning instrument for policies that promote the social integration of migrants, asylum-seekers and beneficiaries of international protection.

The Foreign Action Plan explicitly addresses the integration of migrants, is gender-sensitive and is aligned with international development agendas such as the Sustainable Development Goals (SDGs).<sup>23</sup> The integration of migrants is addressed in the third strategic line, which describes specific actions such as "providing free and specialized legal advice, face-to-face and by telephone, on immigration matters in order to facilitate the integration of foreigners in the city", "promoting action to encourage prevention and intervention in the face of discrimination based on religion, culture or other personal aspects" and "carrying out dissemination and awareness-raising activities aimed at the real and effective inclusion of the foreign population in Málaga".

The Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office is also responsible for coordinating municipal efforts to engage with diaspora groups in its jurisdiction. Likewise, the Foreign Action Plan includes a plan to expand the number of consulates, in line with the 2022 report entitled "Población extranjera y representación consular en la ciudad de Málaga: Análisis de Situación 2022". The report's objective was to produce a map and an updated diagnosis of the situation in terms of diplomatic representation in the city, to recommend the establishment or extension of key consular representations, and to propose an action plan to strengthen collaboration with active diaspora representatives.

#### 2.2. Areas with potential for further development

Vertical policy coherence on migration-related issues is seen as an area with potential for development. One of the objectives of the Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office is to promote the coordination and management of immigration social policies with all social stakeholders and city services.

The establishment of a municipal coordination board or space involving all migration-related institutions, organizations and associations is an area to be strengthened. At the regional level, the Regional Government of Andalusia's Directorate General for the Coordination of Migration Policies is in charge of promoting and coordinating the relevant public policy and of relations with other public administrations in Andalusia and civil society in terms of immigrant integration.

Regular training of public officials in cultural sensitivity is an area with potential for further development. The municipality offers training to improve the aptitudes, abilities, and technical and professional competencies of municipal personnel. The training does not include competencies in cultural sensitivity or human rights.

<sup>&</sup>lt;sup>23</sup> The Plan is part of the efforts of the city and its local administration to achieve the SDGs and establishes direct links with SDGs 1, 2, 3, 4, 5, 12, 16 and 17.

At the regional level, the Ministry of the Presidency, Public Administration and the Interior offers regular training through the Andalusian Institute of Public Administration. The training is accessible to municipal officials. The Institute's online training platform hosts the Interculturality Programme, the contents of which include the conceptualization of migration, how to manage diversity, and awareness of and guidelines for refuting rumours about the foreign population.<sup>24</sup>

Although the municipality has an open government data platform, it does not publish local migration-related data. Both the Regional Government of Andalusia and the National Statistics Institute regularly publish immigration data; statistics on the foreign population are disaggregated by sex and include data on population numbers, demographics, education and training, the labour market, health and justice.

<sup>&</sup>lt;sup>24</sup> More information on the Interculturality Programme is available on the website of the Andalusian Institute of Public Administration (last updated on 1 June 2022).

# **3**

## ENGAGE WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

#### 3.1. Migration governance: Examples of well-developed areas

The municipality works with civil society organizations to implement migration-related policies and programmes. For example, it has signed several cooperation agreements<sup>25</sup> with Málaga Acoge, an association providing social services, for the development of the *Pisos Puente* programme<sup>26</sup> to manage temporary lodgings for newly arrived migrants (the Municipal Office for Foreigners is located on the association's premises). Since 2009, the municipality has been working with the Asociación Comisión Católica Española de Migraciones (ACCEM) to assist immigrants by providing resources for homeless families and immigrants who are socially excluded or at risk of being in such a situation (*SUR*, 2009). Málaga works with several local entities in the *Puerta Única* programme,<sup>27</sup> which provides immediate assistance for the homeless. Since 1995, it has also been providing support for the work of non-governmental organizations (NGOs) in the field of international cooperation for sustainable development and human rights, in the form of subsidies from the Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office.

Similarly, the municipality works with private-sector organizations on migration-related matters. For example, since 2014, it has cooperated with La Caixa Foundation on the Intercultural Community Intervention Project in Málaga, which promotes activities to strengthen coexistence and social cohesion. The Project's activities include the *Escuela Abierta de Verano* in the Bailén–Miraflores district of Málaga, from 2019 to 2021, during which free recreational and educational activities were implemented for the entire community (ACCEM, 2019), and the *Día del Vecino*, a day of community coexistence that brings the population together with social and municipal entities, with a view to enhancing the cultural diversity of each neighborhood.

Since 2020, Málaga has been one of the pilot cities participating in the European Union's easyRights initiative, which aims to facilitate understanding of and access to the services to which migrants are entitled. Under this initiative, the municipality, working in collaboration with Christar International and BIC Euronova, ran the Málaga Migration Hackathon<sup>28</sup> in January 2021; the aim was to create a tool to help migrants and refugees access their rights more easily by eliminating language barriers and providing information on asylum application procedures. In addition, in collaboration with migrants, the public sector and private organizations, the easyRights initiative will develop a platform to provide personalized and context-adapted information that takes into account migrants' backgrounds, demographics and language skills.

Málaga is part of multiple international networks for the exchange of knowledge and best practices on migration. It has been part of the European Coalition of Cities against Racism since 2015. Launched by the United Nations Educational, Scientific and Cultural Organization in 2004, the Coalition enables its members to share experiences and thereby improve policies to combat racism, discrimination and xenophobia. Since 2010, Málaga has also been the technological headquarters of the United Nations Capital Development Fund's World Alliance of Cities against Poverty, a forum for the exchange of policies and municipal programmes aimed at eradicating poverty, including among migrants. Finally, Málaga is part of the European Union's Urban Development Network Programme (URBACT),<sup>29</sup> a European Regional Development Fund

<sup>&</sup>lt;sup>25</sup> The most recent agreement available online was signed in 2020. See: Municipality of Málaga, 2020a.

 $<sup>^{\</sup>rm 26}\,$  More information on the programme is available on the website of Málaga Acoge.

<sup>&</sup>lt;sup>27</sup> More Information on the *Puerta Única* programme is available on the website of the municipality of Málaga.

<sup>&</sup>lt;sup>28</sup> The winner won a contract worth EUR 5,000 to continue developing the project together with the easyRights technical team and the city of Málaga.

 $<sup>^{\</sup>rm 29}\,$  URBACT IV covers the period 2021 to 2027.

programme that has been helping cities develop solutions to urban economic, social and environmental issues since 2007, including inclusive solutions for migration issues.

Local authorities engage in active cooperation on migration issues with IOM and other United Nations agencies. In 2021, the municipality and IOM signed the General Action Protocol on safe, orderly and regular migration, under which they will coordinate research, technical and operational cooperation with migration-related government agencies and NGOs, anti-human trafficking and smuggling activities, the promotion of coexistence, and the fight against discrimination, racism and xenophobia.<sup>30</sup> In addition, in collaboration with the municipality, IOM opened a legal assistance office in Málaga in 2020, to help British nationals complete the procedures to maintain their right of residence in Spain.

#### 3.2. Areas with potential for further development

Although the city has formal entities for civil society participation in general, such as the Sectoral Councils, formal collaboration with migrant associations in agenda-setting and implementing local policies is an area with potential for development. In accordance with the Organic Regulations on Citizen Participation (2008), the Sectoral Councils are made up of "any duly registered institutions and entities whose purpose is directly related to the theme of the Council and that are admitted to it on request" (Art. 63), meaning that migrant associations can participate. Specifically, the Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office has the following councils: the Sectoral Council for Development Cooperation and Migration, the Sector Council for Citizen Participation, and the Municipal Social Council. In each of the provinces of the Autonomous Community of Andalusia, there are Provincial Immigration and cultural diversity policies.<sup>31</sup> In addition, the Autonomous Community's Andalusian Forum for the integration of people of migrant origin is a social participation body with advisory and information tasks related to the powers attributed by the Andalusian Statute of Autonomy to the Autonomous Community in the coordination of migration policies.<sup>32</sup>

Similarly, there is no indication of formal collaboration with representatives of the Málaga diaspora or expatriate communities in agenda-setting and implementing local policies and programmes. However, the 2022 report entitled "Población extranjera y representación consular en la ciudad de Málaga: Análisis de Situación 2022" provides information on specific steps taken to expand consular representation, such as the creation by the municipality of a multi-activity consular referral office and the establishment of round tables and a specific working group to structure said consular expansion.

Formal cooperation with academia to inform migration policies and programmes is an area with potential for further development. The municipality, together with the University of Málaga, developed the Transversal Plan for Coexistence and Prevention of Violent Radicalization in the City of Málaga 2017–2020 (2017), whose objective was to raise awareness and build an active citizenry, improve coexistence, and avoid marginalization. The Transversal Plan has not yet been updated, and the Foreign Action Plan 2021–2023 (2021) does not mention future collaboration.

<sup>&</sup>lt;sup>30</sup> More information on the General Action Protocol is available on the website of the municipality of Málaga.

<sup>&</sup>lt;sup>31</sup> More information on the Provincial Immigration Forums is available on the website of the Regional Government of Andalusia's Department of Social Inclusion, Youth, Families and Equality.

<sup>&</sup>lt;sup>32</sup> More information on the Andalusian Forum is available on the website of the Regional Government of Andalusia's Department of Social Inclusion, Youth, Families and Equality.

# **?** 4

### ADVANCE THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

#### 4.1. Migration governance: Examples of well-developed areas

Local authorities implement specific programmes to promote and facilitate the inclusion of migrant workers in the labour force, sometimes in cooperation with social entities and non-governmental organizations. Through the AQUILEO project of the Municipal Institute for Training and Employment, the municipality aims to "improve the social and labour integration of people who are especially vulnerable in terms of employment, through mobilization and coherent and personalized integration programmes".<sup>33</sup> Migrants are among the project's potential beneficiaries, although it is not specifically designed for them. The municipality has worked for three decades with the Arrabal Association to provide services and programmes to meet people's needs in terms of training, employment and social participation.<sup>34</sup> In addition, migrants can participate in the Globalemplea initiative, which has comprehensive programmes to improve immigrants' employability and access to the labour market and was developed by Málaga Acoge, a job orientation and integration programme for immigrants.<sup>35</sup>

Local initiatives exist to promote gender equality for migrants in the workforce. In 2020, the municipality published a study of the employment and social situation of immigrant women in Málaga, which contained data on, and proposals for, workforce inclusion and gender equality. The study's main objective was to analyse the labour integration process for immigrant women residing in the city, with a view to detecting inequities, especially in labour market access or with regard to entrepreneurship and self-employment.

#### 4.2. Areas with potential for further development

The municipality does not conduct evaluations to monitor the local labour market demand for immigrants, the local labour supply or the effects of emigration on the labour market. The Andalusian Employment Service, which reports to the Department of Employment, Training and Self-employment, publishes monthly data on employment demand and registered unemployment in Andalusian municipalities, broken down by sex and by "foreigner" or "national".<sup>36</sup> The use of these data to formulate strategies and specific labour integration programmes for migrants, taking into account the local supply of labour and barriers to training and access to employment, including the digital divide and language skills, is an area with potential for further development.

Although the municipality has programmes aimed at promoting employment among the local unemployed population, particularly people over 45 years of age and the long-term unemployed, those programmes are not intended to attract migrant workers or promote the employment of foreign residents in the public sector.

The implementation of specific local programmes to support financial literacy or promote the financial inclusion of migrants is another area with potential for development. At the national level, the Bank of Spain implements the National Financial Education Plan 2022–2025 (2022), which states that specific training initiatives are to be promoted for the most vulnerable, specifically, "low-income groups, disabled persons, immigrants and the elderly".

<sup>&</sup>lt;sup>33</sup> More information on the AQUILEO project is available on the website of the Municipal Institute for Training and Employment.

<sup>&</sup>lt;sup>34</sup> Visit the Arrabal Association's website for more information.

<sup>&</sup>lt;sup>35</sup> The Globalemplea initiative is implemented within the framework of the Andalucía Acoge federation, which is subsidized by the Directorate General for Humanitarian Assistance and Social Inclusion of Immigration of the Ministry of Inclusion, Social Security and Migration, and is co-financed by the European Social Fund.

 $<sup>^{\</sup>scriptscriptstyle 36}\,$  For an example, see: Andalusian Employment Service, 2022.

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## EFFECTIVELY ADDRESS THE MOBILITY DIMENSIONS OF CRISES

#### 5.1. Migration governance: Examples of well-developed areas

The Civil Protection Service of the municipal Firefighting, Civil Protection and Emergency Services Office is in charge of drafting and updating emergency plans, reviewing and verifying self-reliance plans, and drafting reports on risk situations for the general population. The Service is in charge of promoting activities aimed at mitigating the impact of disasters. It is responsible for the application of relief measures and providing assistance to the public, for the direction and organization of work to repair any damages that may have been suffered, and for the restoration of basic services. Its services are afforded to the entire population, regardless of whether they are migrants or nationals.

The Municipal Reception Centre is a temporary public residential establishment that is open 24 hours a day and provides specialized assistance and basic benefits specifically for homeless people and migrants in emergency situations. Among the services available are social assistance, psychological and health care, accommodation, hygiene and a canteen.

Local authorities have communication systems in place to receive information about crisis developments and how to access assistance services. In a crisis, the Municipal Emergency Plan is activated at different levels (yellow, orange and red) depending on the severity of the emergency. The municipality and the emergency services react accordingly, taking preventive and corrective action for the entire population, without any distinction. The municipality notifies the population of the emergency through social networks such as Facebook and Twitter. Lastly, the Autonomous Community has a free public service phone number for emergencies (112 Andalusia), to which the population can report incidents relating to health, firefighting and rescue, citizen security, and civil protection.

The municipality coordinates with key players, such as consulates, to provide assistance to foreigners in Málaga in the event of a local emergency, as stipulated in the first objective of the Foreign Action Plan 2021–2023 (2021) drawn up by the Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office: "To strengthen existing partnerships with international and European organizations working with the city of Málaga, and with diplomatic representations."

#### 5.2. Areas with potential for further development

The development of a disaster risk reduction strategy containing specific provisions to prevent and address the impacts of disaster displacement is an area with potential for development. At the national level, the Ministry of the Interior's Directorate General for Civil Protection and Emergencies does not refer to the subject of immigration in its services.<sup>37</sup>

The Strategy to Protect Málaga's Coastline 2020–2045 (2022), an instrument for the active prevention of climate change, does not mention displacement or migratory movements. The establishment of a local strategy to address migratory movements caused by natural disasters, environmental degradation and the adverse effects of climate change is an area with potential for development. At the regional level, Law No. 8/2018, on measures against climate change and for the transition to a new energy model in Andalusia, does consider climate change-induced migration as a strategic area for adaptation.

<sup>&</sup>lt;sup>37</sup> See: Ministry of the Interior, 2021.

The inclusion of migration-related issues in local post-crisis recovery strategies is an area for improvement. For example, in January 2021, the municipality published the Málaga Post-COVID-19 Recovery Plan. However, the Plan does not specifically consider the migrant population. At the national level, the Recovery, Transformation and Resilience Plan (2021) is one of the national plans drawn up by the 27 member States of the European Union after the COVID-19 pandemic, pursuant to the European Union Recovery Instrument, or NextGenerationEU. It establishes the Extraordinary Social Plan, whereby funds are allocated to deal with the crisis and thus assist the public through municipal services (Municipality of Málaga, 2021a). The Plan states that this assistance is intended in part for the most vulnerable groups but does not explicitly refer to migrants.

The Foreign Action Plan 2021–2023, which defines the local migration strategy, does not set out reintegration strategies for migrants who left the city during a crisis. At the national level, the Immigration Portal provides information on integration programmes<sup>38</sup> run by the State Secretariat for Migration.

<sup>&</sup>lt;sup>38</sup> More information is available on the Ministry of Inclusion, Social Security and Migration's Immigration Portal.



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

#### 6.1. Migration governance: Examples of well-developed areas

Specific mechanisms exist guaranteeing that migrants have access to justice. As mentioned earlier, the Municipal Office for Foreigners established in 2007 provides support, information, guidance and specialized legal advice on migration-related matters to all migrants in the city of Málaga. The Regional Government of Andalusia also offers this service.

Local authorities have taken steps to facilitate the arrival of refugee groups under their jurisdiction. In September 2015, Málaga was named a Sanctuary City<sup>39</sup> in an institutional motion approved by all political groups and broadly supported by the foreign population living in the city. In addition, in April 2022, the Ministry of Inclusion, Social Security and Migration launched the Málaga Reception, Assistance and Referral Centre, which is managed by the Spanish Commission for Refugee Aid. The Centre's purpose is to bring together under one roof assistance services for Ukrainian refugees, who arrive by various means of transportation.<sup>40</sup>

Together with the national Government, local authorities participate in planning for the resettlement of refugees. In 2019, Málaga was selected as the headquarters of the Single Operational Command, which coordinates all those working on irregular immigration in the Mediterranean. The Command's main task is to harmonize all the tasks of the agencies involved in border management, from the National Intelligence Centre to the Coast Guard, the Guardia Civil, the National Police, the Red Cross and various ministry departments. It is under the jurisdiction of the Ministry of the Interior and managed by the Guardia Civil. Its executive body is the Coordination Centre, which provides centralized monitoring of all actions related to irregular migration in the Strait of Gibraltar, the Alboran Sea and adjacent bodies of water.

The local police force receives specific and regular training in matters related to the migrant population and migration. In February 2022, the local police established the Specialized Unit against racism, xenophobia and hate speech, which provides training and awareness-raising courses for all personnel and is developing a protocol for action in migration-related situations. In addition, as part of its participation in the European project Learning Communities against Racism, Xenophobia and Hate Speech (CLARA Project),<sup>41</sup> between 2019 and 2021 the municipal police force benefited from training courses to improve its capacities to prevent, identify, and combat racist and xenophobic incidents and hate speech and crimes.

#### 6.2. Areas with potential for further development

The development of municipal programmes to facilitate migrant integration is an area with development potential. At the level of the Autonomous Community, the Andalusia Strategy for Immigration: Inclusion and Coexistence 2021–2025 (2021) establishes various objectives and lines of action that seek to "foster reception measures for migrants or applicants for international protection to improve their respective integration processes". The Strategy also identifies the entities responsible for carrying out those actions.

<sup>&</sup>lt;sup>39</sup> As a Sanctuary City, Málaga will provide asylum and sanctuary to persons fleeing their country of origin.

<sup>&</sup>lt;sup>40</sup> The Centre is located in the Málaga Trade Fair and Congress Centre.

<sup>&</sup>lt;sup>41</sup> This was developed by a consortium coordinated by the municipality and made up of the municipalities of Elche, Fuenlabrada, Getafe, Leganés, Málaga and Pamplona.

For example, Strategic Axis 1 ("To strengthen the protection system for migrant children and adolescents") has 11 lines of action, such as the inclusion of migrant children and adolescents in health programmes and preventive activities.<sup>42</sup>

Although some action has been taken in this regard, Málaga still does not have a municipal agency or strategy to combat human trafficking, or specific measures to combat the labour exploitation of migrants. For example, between 2014 and 2021, the Citizen Participation, Migration, Foreign Action, Development Cooperation, Transparency and Good Governance Sub-office implemented the Kapaces Programme for the social and labour integration of women survivors of human trafficking for sexual exploitation. The Programme conducts individualized job orientation sessions, group training workshops to develop pre-employment skills and abilities, and non-working professional internships in companies in the province. It also provides transportation grants so that the beneficiaries can travel to the place of internship. At the national level, the Ministry of the Interior's National Strategic Plan against Trafficking and Exploitation of Human Beings 2021–2023 (2022) establishes priority objectives for a multidisciplinary and comprehensive approach to this serious and highly complex criminal phenomenon.

Similarly, the establishment of specific prevention and assistance measures in cases of domestic and gender violence among the migrant population is an area with development potential.

The development of a local strategy and/or protocol for the identification of missing migrants and provision of support for their families, with a local body in charge of its implementation, is considered another area with potential for further development.

<sup>&</sup>lt;sup>42</sup> The units in charge will be the Ministry of the Interior; the Department of Health and Families; the Department of Equality, Social Policies and Conciliation; and the Institute of Statistics and Cartography of Andalusia.

MIGRATION GOVERNANCE INDICATORS LOCAL



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

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



The Regional Government of Andalusia has jurisdiction over health matters; the municipality of Málaga implements regional measures to facilitate the access of migrants to COVID-19-related health services. Since August 2020, the Regional Government has made PCR tests available to irregular migrants.<sup>1</sup> In July 2020, it produced a protocol for action in the event of positive cases among newly arrived irregular migrants,<sup>2</sup> according to which the first responder for health and humanitarian assistance for migrants is the Spanish Red Cross. Starting in May 2021, the Regional Government's Department of Health and Families has offered irregular immigrants the COVID-19 vaccine.<sup>3</sup>



The fiscal and social security measures carried out by the municipality to mitigate the economic and social impact of the pandemic include deferring payment of the mechanical traction vehicle tax,<sup>4</sup> flexible tax payment with personalized deferral and installment plans, and the suspension of seizure proceedings and orders.<sup>5</sup> Those measures have been applied to regular resident migrants on the same conditions as nationals.



Local authorities take into account the specific needs of migrants in their key COVID-19 response measures and policies, in line with the protocol for action in the event of positive cases among irregular migrants<sup>6</sup> drawn up by the Regional Government's Department of Health and Families in July 2020. The protocol seeks to "plan, standardize and anticipate the measures that ... must be carried out in the context of the phenomenon of irregular immigration in Andalusia, mainly by sea". It has several lines of action, including prevention, physical distancing, quarantine and hand hygiene.<sup>7</sup>

<sup>&</sup>lt;sup>1</sup> Heraldo de Aragón, Andalucía hará pruebas PCR a todos los inmigrantes que lleguen en pateras. 20 August 2020.

<sup>&</sup>lt;sup>2</sup> Europa Press, Andalucía elabora un protocolo de actuación ante positivos de COVID-19 entre migrantes llegados en situación irregular. 4 July 2020.

<sup>&</sup>lt;sup>3</sup> Comisión Española de Ayuda al Refugiado (CEAR), Capítulo 4 – El impacto de la pandemia en la acogida e inclusión de las personas solicitantes de protección internacional y refugiadas. In: Informe 2020: Las personas refugiadas en España y Europa (2020).

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to close by the state of emergency; reduced business rubbish collection fees for such closed establishments; and elimination of corporate taxes for said establishments.

<sup>&</sup>lt;sup>6</sup> Regional Government of Andalusia, Protocolo de actuación ante posibles casos importados de COVID-19 en el contexto de la inmigración irregular (2020).

<sup>&</sup>lt;sup>7</sup> See Europa Press (footnote 3).



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



The Regional Government's Department of Health and Families publishes provincial statistics on confirmed and recovered cases of COVID-19 and COVID-19 deaths, by health district and municipality; however, migration status is not recorded as a separate variable.<sup>8</sup>



The city has adopted no measures to ensure that migrants living in the area can contribute to the COVID-19 response in key sectors such as health, agriculture, energy, food production and distribution, and logistics.

<sup>8</sup> Regional Government of Andalusia, Department of Health and Consumption, Informe COVID-19 en Andalucía.



City of Málaga | PROFILE 2022 MIGRATION GOVERNANCE INDICATORS LOCAL



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\* All hyperlinks were working at the time of writing this report.

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#### MiGOF: Migration Governance Framework<sup>43</sup>

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.<sup>44</sup> 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.

<sup>&</sup>lt;sup>43</sup> IOM Council, Migration Governance Framework, 106th Session, C/106/40 (4 November 2015).

<sup>&</sup>lt;sup>44</sup> Migration Governance Framework infosheet, 2016.



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.



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.



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.



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 Migration Data Portal and upload it on the IOM Publications Platform.

