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CONFERENCE ON
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International Organization for Migration (IOM)

CONFERENCE ON
MIGRANTS AND CITIES

Palais des Nations, Geneva
26–27 October 2015

International Organization for Migration (IOM)

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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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Abbreviations and acronyms

100RC	100 Resilient Cities initiative [by the Rockefeller Foundation]
ACHIEVE	Action for Health Initiatives Inc.
Agenda 2030	The 2030 Agenda for Sustainable Development
CARAM Asia	Coordination of Action Research on AIDS and Mobility
CIVEX	Commission for Citizenship, Governance, Institutional and External Affairs
CMC	Conference on Migrants and Cities
CNN	Cable News Network
DC	District of Columbia
EC	European Commission
EU	European Union
Fedasil	Federal Agency for the Reception of Asylum Seekers [Belgium]
GDP	Gross Domestic Product
GPS	Global Positioning System
HIV	Human Immunodeficiency Virus
IDM	International Dialogue on Migration
IOM	International Organization for Migration
ICT	Information and Communication Technology
JMDI	Joint Migration and Development Initiative
MDG	Millennium Development Goal
MICIC	Migrants in Countries in Crisis Initiative
NGO	Non-governmental Organization
NYC	New York City
OECD	Organisation for Economic Co-operation and Development
OFW	Overseas Filipino Workers

PhD	Doctor of Philosophy
SDG	Sustainable Development Goal
SRH	Sexual and Reproductive Health
TRIEC	Toronto Region Immigrant Employment Council
UCLG	United Cities and Local Governments
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization
WMR	World Migration Report
YALI	Young African Leaders Initiative

Foreword

The 2015 Conference on Migrants and Cities (CMC) was IOM's second high-level event, organized as part of the organization's principal forum for migration policy dialogue – namely, the International Dialogue on Migration (IDM). It followed the 2013 Diaspora Ministerial Conference – a milestone meeting in which 55 ministers and high-level government officials, together with representatives of academia, the media and the private sector from all over the world, reviewed the many ways in which migrant diasporas can contribute to development. IOM's *World Migration Report 2015*, Migrants and Cities: New Partnerships to Manage Mobility, was launched at the conference and used as a resource.

Although it is widely recognized that the vast majority of migrants are city-bound and that cities are the economic engines of most countries, city and local government authorities have so far not had a prominent voice in the global debates on human mobility. CMC enlarged the platform for global dialogue on migration, offering the choice of representation to all levels of migration governance, including local authorities. In that sense, the conference was an important acknowledgement that dialogue on migration governance should no longer take place without the active involvement of city authorities, leaders and residents.

Through this global forum dedicated to cities and their administrators, IOM wanted to draw attention to the significant role that local institutions play in the management of human mobility. While migration policies are generally formulated at the national level, it is local leadership and community actors who play the largest role in shaping and managing the integration process and in promoting positive perceptions towards migration and migrants. According to Michael Bloomberg, former mayor of New York City, "It is mayors who have to deal with the real world."

At the same time, we wanted to draw on the knowledge of mayors and other local government authorities to identify effective migration policies and practices for urban environments and thus to obtain valuable inputs to important global processes such as the implementation of the newly adopted Agenda 2030, the UN-Habitat III Conference, the forthcoming New Urban Agenda and the World Humanitarian Summit.

The conference confirmed that city authorities are indeed aware of, and attuned to, the needs of migrants and willing to formulate policies that respond to those needs. However, it also demonstrated that local government agendas do not necessarily address migratory realities in a comprehensive way, nor do they always encourage migrants to voice their needs. One positive step that can be taken is the adoption of inclusive local planning – that is, allowing migrants to be active agents in the planning and development of urban environments and activities. Cities would do well to adopt a rights-based approach to migration – an approach that places migrants at the heart of migration policies and practices, and pays particular attention to those who are most vulnerable or marginalized. Such an approach ensures that migrants have access to essential services, takes account of their presence in emergency contingency planning, and ultimately supports their smooth integration into society.

By bringing together a wide range of migration stakeholders, this conference also contributed to the development of institutional partnerships and professional networks. Cities are places where the responsibilities and activities of national governments, local authorities, civil society organizations, and the private sector meet and often intersect. Effective planning, managing and governing of urbanization and migration are dependent on meaningful dialogue between all of these different actors – not forgetting, of course, that they must all be attentive to the voices of migrants. Disconnects in perspective and gaps in communication currently exist and need to be bridged.

Finally, the conference audience affirmed the role played by IOM and other governmental and non-governmental organizations (NGOs) in building cities' capacity to manage increasing migration and in facilitating global policymaking in the area of migration governance, in strong partnership with all levels of government. IOM has been developing a series of programmes to support cities and other partners in promoting the inclusion of migrants and migration in action plans and programmes and will continue to build capacity in this area.

IOM is grateful to all the ministers, mayors and other senior government officials, as well as to the many experts who joined the conference to share their valuable experiences, point to their challenges and advance the debate on this timely and important topic.

IOM is also extremely grateful for the generous support of its donors to the International Dialogue on Migration programme, as a whole, and to this conference, in particular.

William Lacy Swing
Director General
International Organization for Migration (IOM)

Introduction

The International Organization for Migration (IOM) convened the Conference on Migrants and Cities on 26 and 27 October 2015 in Geneva, within the framework of its main migration policy forum, the International Dialogue on Migration. This event was an occasion for city mayors and local authority representatives from around the world to discuss migration-related opportunities and challenges with high-level government officials, as well as representatives of civil society organizations, international organizations and the private sector – more than 600 participants in all. The common theme was that migration is a growing – and often a determining – factor in local planning, since most migration (whether internal or international) is to cities.

The objectives of the two-day conference were to:

• advance the understanding of, and provide recommendations on, the inclusion of migration in local, national and global development planning;

• build bridges between the different levels of migration management and identify how IOM and other relevant actors can enhance assistance to local and national authorities at the policy, research and operational levels;

• take stock of various local programmes and initiatives to manage migration at the local level;

• identify successful partnerships for managing mobility at the local level;

• raise the awareness of local populations and their leaders about the importance of migrants' contributions;

• shift the debate towards a positive perspective of migration and the new development avenues it can open up for local populations.[1]

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[1]   From the conference agenda.

The discussion was organized under the following 6 main themes:

1. Migration in cities: shaping the urban future
2. Successful integration of migrants: recognizing the key role of local authorities
3. Migrants shaping cities: integrating migrants into the local agenda
4. Migrants in vulnerable situations in cities
5. Linking local and central authorities for good migration governance
6. Migrants and cities: new partnerships to manage mobility

In addition, there were a number of special sessions and side events:

• The launch of the 2015 IOM World Migration Report – *Migrants and Cities: New Partnerships to Manage Mobility*
• The launch of the IOM and Joint Migration and Development Initiative (JMDI) White Paper: *Mainstreaming migration into local development and beyond*
• A Migrants' Voices session
• The launch of the IOM campaign, "I am a migrant"

This report offers an analysis of the issues raised at the conference and provides details of selected contributions. The first chapter provides an overview of the issues, with subsequent chapters providing additional details and coverage of the conference proceedings. The report concludes with recommendations. The background paper, final agenda and the summary of conclusions of the conference are also included.

Chapter 1.

Migration is at the heart of the human and economic development of cities

Cities are increasingly commanding attention as places of human habitation, economic activity and cultural and intellectual expression. They are also the destinations of most of the world's migrants, refugees and other travellers. It is primarily the destination aspect that interested the participants of the conference and therefore constitutes the focus of this report, but the other aspects are inevitable companions in this story. The rise of the city – since 2007, the home of over half of the world's population and, by 2040, expected to be the home of two thirds of us – is a phenomenon that holds great promise as well as formidable challenges. As powerful concentrations of human capital brought into cooperation and thereby creating innovation and production, cities represent the single most powerful engine for economic, social and intellectual development yet witnessed in human history. Although just over 50 per cent of all people live in urban centres, over 80 per cent of global GDP is produced in cities.[2] Since migration underlies this urbanization, which occurs primarily because of the movement of people from rural areas to cities, it is at the heart of human and economic development. The fundamental connection between migration and development is, therefore, most manifest in the city.

In the most basic terms, a city is a conglomeration of people that results in more intensive cooperation, a heightened level of economic activity, an interchange of ideas producing greater efficiency, innovation, and cultural richness, and the building of infrastructures to support these activities. Although we live in a time of extraordinary advances in information and communications technology (ICT), it is still in cities that people, firms and other societal institutions work directly with one another, that most innovations occur, and that cultural resonance is at

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[2] UN-Habitat, *The Economic Role of Cities*, 2011 (see http://mirror.unhabitat.org/pmss/listItemDetails. aspx?publicationID=3260).

its greatest. Cities are simply the most efficient means we have for leveraging human talent and for rewarding people for those talents.

As highlighted by the conference speakers, urbanization has brought not only larger cities but more cities throughout the world. China's creation of over 100 new cities, each designed for a population of at least 1 million, is but one remarkable example of the growth in the number of the world's cities. China's efforts at urbanizing its people (expected to reach 60% by 2020) is aimed at supporting economic growth and alleviating poverty among its citizens. The number of megacities in the world (cities with at least 10 million residents) now stands at 35, with Chennai, India being the most recent addition, while Jakarta and Tokyo are the largest, with over 30 million residents each. Although size matters, it is not the only factor in determining the economic and other forms of influence that a city can have. Global cities are variously defined in terms of their global impacts – principally economic impacts. These remarkable cities, which include London and New York as so-called Alpha++ cities, and Hong Kong Special Administrative Region of China, Shanghai, Singapore and Tokyo as Alpha+ cities, have a reach that extends well beyond their municipal and national boundaries.

The role of cities in policymaking and as magnets for migrants, whether global cities or not, is a topic worthy of more attention. In Canada, for example, Toronto is a global city. It has a population of 5.5 million, which exceeds that of all provinces and territories of Canada except Ontario and Quebec, has no legal status in the Constitution of Canada, and has legislative authority only to the extent that the province of Ontario grants them. Toronto has by far the largest share of immigrants to Canada, yet it is not represented in formal discussions of immigration planning in Canada. Paradoxically, this is the norm worldwide. As was frequently reiterated by mayors throughout the two days of the conference, it is national governments that determine who and how many people can enter their territory and under what conditions, but it is individual cities that receive the vast majority of migrants and who are responsible for their integration and well-being. Moreover, the attractiveness of a country to immigrants is often a function of the qualities and characteristics of the cities in the destination country. In the growing international competition for talent, although national governments can set laws and policies that make a country more or less attractive, it is often the conditions in individual cities – employment potential, the presence of family members or members of their co-ethnic group, environmental conditions, and so on – that determine where migrants will go. Therefore, a country's appeal as a destination for the world's migrants may well be determined more by the cities within that country than by the country itself The issue of migration governance will be addressed later in this report.

Participants noted that most of the world's migrants are destined for cities, for the simple reason that cities offer them the greatest rewards. Not only do cities provide more opportunities for employment, and at the highest wage levels, but they also offer the most interesting jobs, together with the most stimulating workplaces and colleagues. For business migrants, the city offers the greatest potential for return on investment and the largest number of potential clients, as well as business networks that offer yet additional benefits. From a social point of view, it is usually in cities that migrants find other members of their family (since chain migration is usually an urban affair) and of their ethnic or cultural group. The tendency to live among one's own group is pronounced and is responsible for the establishment of enclaves within cities that offer the advantages of community and social support, greater availability of ethnic goods and food, centres of worship, and other institutions of the community. Ethnic enclaves in many cities in developed countries are becoming increasingly middle-class and institutionally complete neighbourhoods in which migrants can remain indefinitely, rather than being places of poverty and transition. The middle-class "ethnoburb"[3] is suburban and, for wealthier migrants, is becoming their first destination, rather than a place to aspire to only after having spent time in an inner-city enclave – the traditional initial landing spot for many migrants to the West, who endured long working long hours and crowded, impoverished living conditions, while saving for an eventual move to the more attractive suburbs.

As the favoured destinations for most of the world's migrants (whether internal or international), cities receive most of the benefits of migration. Again, there is robust global competition for talent and it is cities that are winning this competition over rural communities, many of which could benefit greatly from migration, due to their own de-population and subsequent labour and talent shortages. Cities that receive migrants receive, first and foremost, people with an ambition to live a better life. In discussions about the problems that migration may present, it is easy to forget this fundamental characteristic of migrants: their ambition to improve their lives and the energy that accompanies this ambition. The fundamental benefit that migration confers to destination cities is the human capital of the migrant, which goes beyond formal education, work experience and so on, to include the strength of character conveyed by their ambition. Migrants are primarily strong, resilient individuals and families, and this characteristic is often neglected in discussions about the merits or demerits of migration for receiving societies.

Although all destination societies can reap the benefits conferred by migrants, the extent and nature of such benefits depend on how migration is managed. Some societies – notably the traditional settler societies of Australia, Canada,

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3 The term "ethnoburb" was coined in 1997 by Wei Li, a professor at Arizona State University.

New Zealand and the United States of America – select some of their long-term immigrants according to their human capital characteristics, such as education, labour market experience, language competency, and age. Managing labour migration is a matter of matching human capital with job requirements. International migrants, especially, bring a diversity of ideas that can contribute to innovation in firms, governments and civil society institutions, enriching their destination city with their culture, food, music and art. Cities with international migrants are, consequently, more dynamic and creative.[4]

Just as importantly, migrants also bring with them connections. Thanks to modern information and communications technology (ICT), migrants can maintain frequent, regular and robust contact with family, friends, business associates, clients, government officials and others from their homelands. Maintaining these connections is not only easier with the technologies of globalization but also of growing influence in their lives and the lives of the cities in which they choose to live. Transnationalism (in the sense of lives lived simultaneously in more than one country) has become routine, as has migration to multiple destinations, which has begun to displace the familiar pattern of one-way permanent flows associated with those migrants who receive permanent residence visas and even citizenship in their country of destination. It is not only temporary labour migrants who travel back and forth, but permanent residents who no longer need to regard their migration as severing their ties with their homelands.[5]

Transnationalism is but one aspect of what some are calling the "new mobility" enjoyed by people throughout the world. This new mobility includes not only the changing attitudes towards migration among migrants and the governments who control the supply of visas, but also the actual migration behaviours that people display – especially those with higher education and whose talents are in ever-greater demand globally. Transnationalism and the new mobility offer the benefits of global connectedness to those cities that are prepared to take advantage of them. In some cases, the presence of large numbers of transnational migrants could transform a large city into a global city, due to the influence that it could wield as a result of having people, firms and other organizations with robust and regular worldwide connections. The potential enhancements to trade and business – for example, in the finance sector – are demonstrably strong, and it is no accident that global cities such as Dubai, Kuala Lumpur, London, New Delhi, New York, Sydney and Toronto are characterized by large numbers of transnational migrants. Global cities with large numbers of transnational and highly mobile migrants are inherently dynamic, with a flow

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[4] See Richard Florida's *Cities and the Creative Class* (Routledge, New York/Abingdon, 2005) for a broad discussion of this point.

[5] See Nana Oishi, *Multiple Migrations: The Conceptual Framework and Future Research Agenda* (www.tasa.org.au/wp-content/uploads/2014/12/Oishi-TASA2014-Revised.pdf).

of people, ideas and activities that extend far beyond the city's boundaries, such that its presence is felt in the wider environment. A city characterized by migration is usefully considered a *locus of flows*,[6] and a city that successfully manages migration and its effects will bear in mind this evocative metaphor in its thinking about migration.

Inward migration also increases the population of a city – something that can, in itself, be a magnet for further migration, as well as for investors and entrepreneurs looking for both clients and labour. Such population growth can enhance a city's influence in national and international affairs. Although population growth brings challenges that will be addressed in more detail later, population decline in a city is rarely regarded as a good sign. On the contrary: shrinking cities are usually cities in economic and/or social decline, unable to support the population and unable to retain the interest of current or potential inhabitants.

The city as a magnet, either attracting or repelling people, is a critical factor in the global competition for talent, much of which is fought locally, not nationally. This competition is the result of global demographic trends that see most future population growth taking place in developing countries, while the populations of most highly developed societies either stagnate or outright decline, due to well-below-replacement fertility levels. All developed societies are ageing – some more rapidly than others – and this is having pronounced effects on the size of their labour forces, as well as on their innovation potential and willingness to invest in firms to power their growth. Ninety per cent of the world's population under the age of 16 now live in developing societies with education systems that are also in a state of development and unable to supply talent levels as required by economically vibrant societies. The global competition for talent is not restricted to developed economies but applies in developing economies as well, due to investment in modern technologies – for example, in agriculture, mining and other extractive industries, ICT, and manufacturing, which is increasingly reliant upon robotics. Europe is not just competing for talent with the United States of America but with Thailand and Zambia as well. The competition for talent itself is a force behind the new mobility and the willingness to migrate frequently; the rewards are there for those with the talent in demand and the willingness to re-locate.

Many conference speakers referred to the need for national governments to develop migration and citizenship policies appropriate to this environment, even if it is cities, firms and universities that will ultimately determine the decisions of the migrants. Cities that offer attractive employment, as well as safe and

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[6] See Manuel Castells, *The Informational City: Information Technology, Economic Restructuring and the Urban–Regional Process* (Blackwell, Oxford, 1989).

appealing environments for migrants and their families, will do better than cities exhibiting less attractive qualities. Cities that will do well in the competition for talent will be cities that recognize the fundamental shift that has occurred; they understand that the ultimate migration question is no longer, "Do we want migrants?" but "Do migrants want us?" Many developed and rapidly ageing societies and their cities now face an immigration imperative, which raises the issue of best management practices (addressed later in this report).

In addition to emphasizing the benefits of migration for destination societies and their cities, the conference discussions made it abundantly clear that migration, especially on a large scale in a compressed time frame, brings challenges – some of them severe. Some of these challenges, speakers mentioned, are due simply to population growth; others arise from the ethnic, cultural, linguistic, racial and religious diversity that migrants bring with them; yet others stem from rising transnationalism and the growth of the middle-class transnational enclave. How these challenges are faced and managed will determine the outcomes of the migration experience for both the migrants and the host city. The key message that emerged from the discussions, however, was that migration can be managed to the mutual benefit of the migrant and the receiving society. Ideally, the benefits of migration will also return to enhance, in some part, the societies of origin.

Population growth, regardless of the composition of the population, puts numerous pressures on urban planners – many associated with the volume of services that must be provided by government officials, businesses and civil society organizations, as well as the physical infrastructure that the city has available for facilitating their activities. Delivery of the various health, social and educational services must be ensured, as must adequate transportation services that enable commuters to reach their workplace on time, as well as transportation infrastructures for people moving about the city for education, recreation, shopping and so on. The availability of housing, including affordable housing for its residents, is critical to the success of a city, yet it can be extremely difficult to ensure, in periods of rapid population growth. Larger populations place greater demands on water treatment and sewage systems, on parks and recreation facilities, and on communications infrastructures, health-care facilities and correctional institutions. Not only is physical infrastructure extremely expensive to create but it also requires many years of planning and construction. These matters are extremely complex and politically risky, but they are even more problematic for cities in the Global South, where physical infrastructures are less developed in the first place and treasuries are less able to support large-scale construction projects. With regard to the Central African Republic, for instance, the President of the Special Delegation of the city of Bangui, Yacinthe Wodobode, spoke about the increased pressures on infrastructure and services in the City of Bangui, due to large influxes of migrants. This is mainly because the

issue of migration has been neglected in national and local strategic planning. Precariousness caused by a lack of appropriate housing, access to health, education and training, among others, is common to all social strata in Bangui. The mayor emphasized the need for the implementation of programmes for social housing and health care, as well as infrastructure projects for water and sanitation. Moreover, poor countries and countries affected by conflicts need significant support in receiving migrants and in promoting dialogue on migration in the region, as well as on a wider scale.

Population growth resulting from international migration brings the added complexities associated with diversity of race, religion, ethnicity, language and culture. Although diversity can enable cities and firms and other organizations within the city to innovate, diversity can also be seen by residents as a threat to social cohesion, to historic cultural identities, and to safety and security. Diversity in one's neighbourhood, school or workplace can cause discomfort, sometimes leading to racism, xenophobia, discrimination and violence. For the past decade, many European cities have struggled with the diversity of their populations, and many cities in African countries have experienced severe xenophobia and violence arising from the presence of people from other tribes or clans. Diversity can bring challenges not only for those from developing countries coming to cities in the Global North but also among people *within* both the Global South and the Global North, as has been seen over the past few years within the European Union (EU). The current situation in Europe is bringing this issue to a head.

Human mobility is the principal component of contemporary urbanization

Globally, more people live in urban areas than in rural areas, with 54 per cent of the world's population residing in urban areas in 2014. In 1950, 30 per cent of the world's population was urban and, by 2050, 66 per cent of the world's population is projected to be urban. Today, the most urbanized regions include Northern America (82% living in urban areas in 2014), Latin America and the Caribbean (80%), and Europe (73%). In contrast, Africa and Asia remain mostly rural, with 40 and 48 per cent of their respective populations living in urban areas. All regions are expected to urbanize further over the coming decades. Africa and Asia are urbanizing faster than the other regions and are projected to become 56 and 64 per cent urban, respectively, by 2050.[7] Australia now has 90 per cent of its population living in urban settlements. Again, urbanization is the direct result of migration from rural to urban areas.

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[7] United Nations, *World Urbanization Prospects, 2014 Revision* (http://esa.un.org/unpd/wup/highlights/wup2014-highlights.pdf).

Populations in countries of the Global South will urbanize most, in the future, simply because those of the Global North have already done so, leaving significantly less room for further urbanization. The urban population of the world is expected to increase by more than two thirds by 2050, with nearly 90 per cent of the increase taking place in the urban areas of Africa and Asia.[8] The challenges associated with managing urbanization will differ markedly between higher- and lower-income countries. The former have already experienced the bulk of their urbanization, and further urbanization will require that their built environments be expanded and, increasingly, renewed. In many lower-income countries with large-scale and rapid urbanization, however, the problems will be severe because national and local budgets will simply not be able to provide the necessary infrastructure and services. Transportation systems will be overwhelmed and often available only to those with above-average incomes. The same will be true of adequate housing, as well as safe drinking water, health and social services and education. For many low-income countries, the potential benefits of urbanization will be much longer to come, than in higher-income countries. In this respect, the governance of urbanization becomes a matter of governance of human mobility for inclusive development – an issue raised by several speakers at the conference.

Management of urbanization is the management of migration

Urbanization – and the migration that contributes to it – poses massive governance challenges to both national and local governments. Discussing the governance of urbanization inherently means including the governance of migration – a policy portfolio over which city administrations have very little authority, with notable exceptions being the few remaining city States, such as Monaco, Singapore and Vatican City. Cities do not have international borders in the way that States do. Migration is normally under the authority of national governments, and it is national governments that determine who is allowed to enter a country and under what conditions. These conditions range from permanent residency and citizenship, to temporary worker authorizations and tourist and other short-term visitor visas. Most countries do not control where people reside, which means that internal and international migrants can move to the cities of their choice, without requiring the permission of any authority. In other words, entry to a country is governed, but entry to a particular city is normally not. This leaves city authorities, including planners, in a position of relative passivity with regard to the power that they can exert over the migration process.

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[8] Ibid.

Cities have far greater influence, however, regarding the settlement and integration of migrants into their communities, where they are dealing with the basics of life, such as obtaining housing, employment, schools for their children, health care and social services, protection through local police, and access to retail outlets. In most developed countries, in fact, governance at the local level is a complex matter involving authorities and funding not only at the municipal level, but also at the national, State, provincial or regional levels. Activities offered and possibly funded by NGOs and citizens' groups (and managed by associations of migrants themselves) are often unrecognized in the migration literature. The same is true of contributions from the private sector. Given the many aspects of migration and settlement involved in urbanization, it is not surprising that a prominent theme in discussions of governance is that of partnerships and the coordination of the various efforts to manage migration to cities, as was highlighted by many interventions.

One of the conference panel discussions addressed the question of how to involve migrants and their organizations in local and municipal decision-making – including planning. Speakers recognized that it is one thing to consider the effect of migration on local decision-making or the effect of decisions on migrants and their communities, but it is quite another to involve migrants directly in the planning and other decision processes. This is especially significant in cities where ethnic enclaves exist and where migrants experience disparities, compared to the local population. These sorts of problems are magnified in some of the very rapidly growing cities of low-income countries, where many migrants live in slum conditions and are radically poorer than the established city population. It is here that the United Nations Sustainable Development Goals pertaining to cities become especially important: Goal 11 specifically calls on authorities to make their cities inclusive, safe, resilient and sustainable.

The reference to inclusive development in target 11.3 ("By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries") is especially relevant here, as large-scale migration from rural areas to the city in low-income countries can result in the exploitation of migrants as cheap labourers whose basic needs can be ignored, since they are unlikely to return to their places of origin. One should also note the inclusion of a target (10.7) on "facilitating safe and orderly migration […] through well managed migration policy" within SDG 10 on reducing inequalities. Migration is one of the world's best income equalizers, illustrated by the enormous volumes of remittances to developing countries. Protections for vulnerable migrants who live in slums or are otherwise disadvantaged must be managed whether by national, State/provincial or local authorities or by civil society organizations working on behalf of legitimate government agencies. The concept of sustainable urbanization comes immediately to the fore, since global urbanization is now being driven

by people moving from rural areas to urban centres in developing countries. Most of the world's megacities are in developing countries, some of which have limited governance capacity and may prove unable to adequately deal with the influx of people to their cities.

In its 2012 think piece on sustainable urbanization, UN-Habitat argued that cities play a key role in global governance, serving as the "immediate milieu of action on the ground" as well as "the main platform for transformation". As mentioned by many speakers, partnerships are critical to sustainable and inclusive urbanization; these partnerships involve national, State/provincial and local authorities, civil society organizations and international organizations, including the United Nations and its agencies, as well as international aid organizations and IOM.

In his opening remarks, and after noting the rapidly growing demographic weight of cities, IOM Director General Ambassador William Lacy Swing, asked: "What are the pressures that migrants bring to cities and cities bring to migrants? And what opportunities do migrants offer to cities and cities offer to migrants?" Out of these fundamental questions arise challenges for policymakers at all levels of government, as well as those organizations that, perhaps independently of government, implement policy to ensure that the nexus of urbanization and migration is managed for the mutual benefit of cities and migrants. Ambassador Swing further elaborated: "Cities are where reality comes face to face with policy – for one simple reason: it is mayors and local authorities that have to cater to the basic needs of migrants and have to manage the process of migrant integration into local societies. We are hoping to draw on the wisdom and the lessons learnt by mayors. In the past 65 years, IOM has always invited local authorities to participate. This is the first time, however, that the cities are given a forum of their own." In describing the impact of policymakers on cities, migrants and their interconnections, Ambassador Swing argued that the goals must be to boost productivity by lowering poverty and raising employment, and to foster sustainability through flexible long-term urban planning – which will be even more effective with the integration of migrants into local policies.

He noted three spheres of power:

1. **Power of policymaking itself:** protection of migrants through inclusion of migrants and paying attention to the most vulnerable.
2. **Power of the purse:** the cost of integration; employment and skills recognition; access to public services (it is in the cities' own interest for migrants to have access to health facilities and to schools).
3. **Power of pronouncement:** public officials set the tone of public opinion, and they can change the public's negative perception of migration by promoting and focusing on the many positive contributions that migrants can make.

The Mayor of Geneva, Esther Alder, responded to this final point by saying that, "Today, Geneva has more than 200,000 inhabitants, with 49 per cent of them being immigrants. It is now more multicultural than ever. Each year, 20,000 people leave and come. In terms of employment, more than 28,000 people work in the international sector. Diversity is thus at the heart of Geneva's identity. "This is a city of immigration and refuge." Geneva is a city in which "no person is a foreigner". The City of Geneva has implemented a cross-cutting public policy to make diversity an asset. For instance, recognizing that cities have a fundamental responsibility in promoting social cohesion, Geneva has developed a policy aimed at making diversity a strength for building a shared living space. The central aspect of Geneva's approach to diversity is the perception of the inhabitants of the municipal territory as fully fledged participants in the life of the city, regardless of their origin, residence status or length of stay. For the City of Geneva, a policy on diversity must be founded on the principles of equality, social inclusion, participation, and plurality of identities.

Dr Aisa Kirabo Kacyira, Assistant Secretary-General and Deputy Executive Director, United Nations Human Settlements Programme (UN-Habitat) and, from 2006 to 2011, the Mayor of Kigali, Rwanda, offered a cautionary note: "Cities mostly come into existence through migrants. But today the pace and scale [are] too high – much more than what we were ever used to." However, she adds, "UN-Habitat strongly believes that, behind the challenges, is a huge opportunity. A decisive factor for migration becoming a success is the leadership of today. Leaders have a stake and accountability. The relationship between migration and urbanization should not only be seen from the angle of challenges, but from the perspective of the immense opportunities of well-managed and integrated immigration." She noted that "the ability to invest in integrating and empowering people of different backgrounds, as migration touches upon the very essence of the city. Cities don't live in the abstract; they are influenced by national policies." In the spirit of the conference, Dr Kacyira argued that "migrants need to be integrated into local governance. Leadership means integrating their views, as well. But also learning from other mayors and other policymakers is crucial."

The final speaker of the opening session, Marta Cygan (Director, Strategy and General Affairs, Directorate-General for Migration and Home Affairs, European Commission) argued that "the twenty-first century will bring many changes through migration. The impact is to be felt first and foremost on the local and regional level. Cities are thus frontline actors. The EU is receiving many legal migrants but, today, also an unprecedented influx of people in need. In recent months, many cities all over Europe have shown great generosity. It is great to see how cities have provided food, shelter, medical care and other social services. Mayors have played a great role, too, in welcoming those fleeing to Europe." After this initial stage, she said, structural integration will need to be implemented. "Many people will not be able to return to their countries for [the]

foreseeable future," she added. "Cities will face great tasks, providing housing, access to the labour market, schooling. There will be no *business as usual*. This conference should discuss how to manage this."

Ms Cygan also highlighted the following key aspects of migration management:

- **Cities will need to be innovative** and to develop new approaches. This is already happening in many places – e.g. with new housing projects, partnerships with local businesses, and programmes to make it easier for migrants to use their professional abilities and for their children to be integrated into schools. The EU will set up new integration measures to help.
- **Solidarity among cities**. Given the current scale of migration, the task of integration cannot be shouldered by only a few cities. All cities will have to share the responsibilities. In various EU countries, networks of cities have been set up to relocate refugees.
- **Need to respond on different levels of government**. National and local authorities need to talk to each other and understand each other better. The European Commission will help to foster that dialogue through the various European funds. The European Commission will make EUR 600 million available over the next few years to help cities respond.
- **Importance of political leadership**. Well-managed migration requires urgent action and brings many benefits. This is why continued support to integrative policies needs to be kept up and promoted.

She concluded on an optimistic note: "Diversity comes with opportunities and with challenges. The task is not an easy one – but, working together, we will get there."

This report will look in more detail at: the challenges and opportunities that migration poses for cities; the specific issues concerning infrastructure and the built environment; the social and economic effects of migration on cities; the management of migration at the local level; and the role of the international community in this policy field.

Chapter 2.

Increasing migration to cities presents both opportunities and challenges

The conference took place in a challenging international context and at a time when the world's attitude towards migration and migrants had deteriorated due to: fears of terrorist attacks; poorly managed large-scale flows of refugees, asylum-seekers and other migrants from Southern and Eastern Europe into the EU; and a heightened xenophobia in even some traditional settler countries with long-standing traditions of openness to immigrants and the diversity that they bring. Migration is increasingly associated more with danger than with benefits for nations, their cities and their citizens. Conference speakers underlined the role that mayors and city leaders could play in coordinating efforts with stakeholders to change this attitude and to improve the public perception of migrants and migration. Failure to do so would potentially damage not only the migrants, who may suffer injustices, but also the receiving societies that need immigrants to support and revitalize their declining economies. Leoluca Orlando, Mayor of Palermo, Italy, stressed that his city, in response to the growing numbers of migrants living there, had shifted to a strongly human rights-based approach to managing migration and the resulting diversity.

Conference participants did not deny that migration can create serious challenges for the receiving societies and cities. They argued, however, that these challenges can be managed and that the benefits of migration can outweigh the costs that might be incurred. Managing migration, especially when volumes are high, requires leadership and partnerships, for its effects are wide-ranging. Management strategies must be highly context-dependent, since the solutions to the challenges of migration, and the benefits to be gained from it, will not necessarily be the same for every city. In addition to managing migration, cities must also manage urbanization. Although the two are not identical, they often overlap to a considerable degree and, in the case of international migration, this will require further considerations by policy specialists and programme

managers. Nonetheless, as stated by conference participants, there are basic management principles that will apply in most situations:

- Understand what it is that the city wants to achieve with regard to migration and population growth.
- Determine whether these goals are feasible under current conditions.
- Understand the contemporary trends – national and international – affecting the city.
- Situate migration and integration within their broader economic, social, demographic and political contexts, since migration and integration do not take place in isolation.
- Develop, maintain and analyse data that will reflect the city's success in managing migration and population growth; evaluate programmes and policies regularly.
- Since public opinion about migration and integration is critical to the success of migration programmes, the dynamics of public opinion must be understood and leadership exercised in order to create optimal solutions.
- Understand the administrative and fiscal limits within which the city must operate.
- Understand how the national legislative and fiscal contexts affect the city's ability to manage migration and urbanization, and seek workable partnerships with national authorities.
- Take advantage of the willingness of civil society organizations to enter into partnerships, particularly with regard to integration and building social cohesion; work with civil society organizations run by and for migrants.
- Share ideas and experiences with other cities, both nationally and internationally; where feasible, work with the international community on the sharing of information and best practices.[9]

Although these principles are basic, according to the examples of daily practices shared by local representatives, not all cities have the administrative means to satisfy them. For example, data gathering and analysis can be difficult even for cities in high-income countries. Not all local bureaucracies have analysts to monitor international conditions and how they may affect the city's situation – for example, with regard to chain migration. Many local administrations throughout the world have little experience in managing migration and its effects, as these policy areas have traditionally been left to national governments. Where resources or capacities are lacking, however, partnerships can be created with State/provincial or national authorities, with local universities, or with the international community.

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[9] Adapted from Metropolis Professional Development courses.

Discussions about municipal affairs often focus on the function of urban planning, which tends to be dominated by matters of infrastructure and service provision. With regard to urbanization, whether caused by internal or international migration, the question for local authorities is often whether there is sufficient infrastructure for the population. In high-income countries, this often revolves around transportation infrastructure, the availability of affordable housing, and land use for development. In lower-income countries, however, the concerns may lie more with the availability of decent housing, drinkable water, and sanitation facilities adequate to maintain public health. For some of these lower-income cities, preventing further migration may be their foremost preoccupation, as the basic infrastructure is simply not in place to handle more people. During the conference, Mark Owen Woyongo, Minister of the Interior of Ghana, said that internal migration had created unsustainable demands for housing, environment, water and electricity in some cities that need help from the national government to control migration. The numbers of people were simply more than Ghanaian cities were able to accommodate. Similarly, the collapse of the Zimbabwean economy resulted in large-scale migration to cities in Botswana that were, as a result, facing extreme infrastructure pressures. It was also reported that, in Togo, neither the national nor the local governments had the resources to manage migration well. As a result, large numbers of people in the cities of these countries face severe hardship from a lack of the basic necessities of life. This puts pressure not only on the limited infrastructure available to migrants, but also on the local population. Water and electricity shortages and increased crowding of public spaces can create resentment towards migrants – resentment that can spill over into xenophobia and violence.

The sobering lesson here is that some cities in low-income countries are simply not yet in a position to plan, first and foremost, around the advantages that migration can bring to their jurisdictions; they are overwhelmed by the sheer numbers of people, due to limited financial and infrastructural resources. In such situations, the immediate challenge of managing migration may be more a matter of controlling the size of flows than taking advantage of the economic and social benefits that migration can bring to higher-income cities. Again, partnerships with national governments will be key, as only national governments have jurisdiction over border control. But, even here, many States are able to exercise only partial control over their territory, which makes managing migration flows all the more difficult. So, while managed migration offers benefits to cities, some believe that this only applies under conditions of relative economic security and political stability. This point was emphasized by William Cobbett, Director of the Cities Alliance, Belgium. The implication is clear: for migration to provide cities with the benefits now recognized and promoted by many, the development community will need to be engaged in those cities with insufficient economic development to support the benefits of migration, and the international community may need

to be engaged to bring about political developments that promote the stability required for successful border and migration management.

As highlighted by conference speakers, cases of large-scale migration resulting from severe economic hardship, such as the outflows from Zimbabwe, or severe political instability, as in the Syrian Arab Republic and many other countries, require emergency management, first and foremost. Only later, when some stability has been achieved, should greater attention be paid to how migration can be harnessed to benefit the cities struggling with economic or political turmoil. But there will always be periods of transition during which emergency services may give way to local capacity-building, including with migrant populations. In the developed world, migration is often described as a problem. Many in the migration community are pushing for a different approach – namely, to regard migration as an opportunity and to manage it accordingly.

During the conference, Kojo Bonsu Wiafe (Mayor of Kumasi, Ghana) informed the audience that the population of Kumasi represents a significant percentage of the overall Ghanaian populace, and that much of the migration flows are rural to urban. Locally, the issues presented by these flows include the creation of slums and significant pressures on the city's infrastructure. Ambassador Salomé Ndayisaba of Burundi noted that the Government of Burundi, together with IOM, takes migration management very seriously in the country. Migration plays a very important role in Burundi, especially in the capital Bujumbura. The city grew mainly from the migration flows of recent decades, which contributed to its development and required the integration of the migrants into its economy and society at large.

Migration movements have been favoured by the geographic location of Burundi, at the centre of the Great Lakes region. Bujumbura is populated by both national and international migrants, but also daily commuters who account for a large portion of the local labour and influence the economy at the country level. In terms of managing resources, such as the water supply and housing, or providing health care and educational services, Ambassador Ndayisaba stressed that the migration flows present major challenges – for example, in terms of food security infrastructures often failing to meet the needs of the diverse population. There is a need for a strong national policy on this issue.

In terms of international migration, the government will try to manage the relationships between local citizens and migrants to ensure that they can benefit from the services as much as they contribute to the country's development. Ambassador Ndayisaba told the audience that the Government of Burundi was requesting international cooperation and support on capacity-building and assistance with technical advice. This is an example of a city facing major pressures from population growth due to both internal and international

migration and responding by seeking partnerships with the national government and the international community to help ensure that migration becomes a generator of development rather than an emergency to be coped with.

Cities in high-income countries normally have the advantage of a well-developed physical infrastructure, a stable political system that operates under the rule of law, with advanced bureaucracies at all levels of government, a well-developed private sector that functions largely within a transparent regulatory framework, and an experienced civil society sector. Cities with advantages such as these are in the best position to gain from the benefits offered by migration, which will normally be managed by national authorities – ideally, in some measure of consultation with lower jurisdictions. But, as has become apparent in many countries, faced with challenges of increasing migration flows, some cities are hindered by pervasive negative or toxic attitudes towards immigration. Once again, the point is that the conditions in the migrant-receiving city greatly affect its ability to take advantage of the potential benefits of migration. Cities with prevailing negative attitudes towards migration will struggle until these attitudes change – something that requires concerted leadership, both locally and nationally.

The City of New York is one city that has, throughout its existence, benefited tremendously from welcoming migrants. The conference participants learned from Nisha Agarwal, Commissioner for Immigrant Affairs, that the city issues identity cards to any resident of New York, including undocumented migrants, thus enabling them to, for example, receive municipal services, use the public library, enrol in schools, interact with city police, and open a bank account. Offering this card is effectively the act of a sanctuary city, in that it ignores federal law regarding status. In providing a municipal identity document, the city is stepping in where the State administration did not; making it available and attractive to all residents of the city removes the stigma of it being purely a "migrant card". The intention of the programme, which began in 2014, was to enhance the integration of the undocumented migrants into the life of New York City.

Although some cities can take such bold independent action – even actions that run contrary to national law – most do not or cannot. Instead, most cities work within national and/or State or provincial legislative and policy frameworks that establish guidelines for action and, often, funding sources for implementing policy – especially settlement and integration-related policy. Municipal involvement in integration can serve to accelerate the migrants' transition from newcomer to full participating members of a city, thereby enabling the city to more rapidly reap the benefits of migration.

Speakers representing local authorities presented some of the principal ways in which this can work:

- Initial settlement, including finding housing, establishing bank accounts, acquiring phone services, placing children in schools or childcare, and acquiring access to health-care services.
- Language training that enables migrants to find employment commensurate with their qualifications, to receive services, and to converse with their fellow residents.
- Training in how to find a job, including developing a résumé, learning interview techniques, and knowing how to identify opportunities for employment.
- Cultural orientation, which could include behavioural norms, familiarity with the city and how to access services, locating places of worship and associations of co-ethnics, information about managing weather extremes, and so on.
- Counselling for those who have experienced trauma or are having difficulty with the transition from homeland to their destination city.

Cities that can receive financial support from higher levels of government in providing services such as these have clear advantages; and cities that have a robust civil society sector enjoy even greater advantages. Some city administrations have a choice between offering services to immigrants directly or indirectly through NGOs. The latter approach offers distinct benefits. Local authorities, acting within legislative and policy frameworks established by higher authorities, need to establish inclusive environments for migrants that ultimately involve them in local decision-making processes as well as ensuring access to the labour force, to protection by the justice system, and to the health and social services on offer. Partnerships on integration between government and civil society can work very effectively, especially if the migrants are involved in delivering these services; assuming responsibility for their own integration empowers migrants to take their place in their new society and, simultaneously, demonstrate to the public that they are contributors and not dependents. In addition, the immigrants and their associations have more intimate and detailed knowledge of the barriers to integration that newcomers face than government officials normally would have. This has led some governments to develop funding programmes that function by soliciting proposals from NGOs for activities to be undertaken at government expense that will enhance integration outcomes. The proposals often contain new information about conditions that migrants face (thereby enabling governments to adjust their programme design), as well as innovations in service delivery.

Having NGOs – especially immigrant-run NGOs – deliver settlement and integration services not only frees governments from carrying out on-the-ground

integration work, but also enables immigrants to receive services from their fellow immigrants and to develop a strong sense of civic responsibility. This is empowering for the migrants running the immigrant agencies and it also signals trust between government and the immigrant communities, which enhances the overall social capital of the city. Cities with a strong civil society sector that includes organizations created by and for immigrants will be able to more effectively and efficiently manage integration than cities that provide all services through public sector officials. Finally, leadership is crucial to the successful management of migration. Cities that are confident and well-managed will allow some of this leadership to be assumed by migrants and their organizations, thereby promoting public support for migration in general.

Migration needs to be included in local planning

Ambassador Swing, in his opening remarks to the conference, emphasized the value of urban planning that explicitly takes migration into account. Local planning tends to focus on transportation, public utilities, parks and recreation, social services, waste and sewage treatment, and land use. Population planning in itself is rarely a priority for local governments, although assumptions about future population size are made with regard to the issues just mentioned. Again, cities are rarely equipped with full-scale research operations that can offer analyses of demographic trends, although some cities, such as New York City, do have the luxury of a demographic unit that analyses census and other data. It is important for a city to acquire information about its population characteristics, including those resulting from migration. Better planning can be done with solid information about the size and composition of the migrant population, including data on annual flows into the city, on migrants' source countries, and on their educational backgrounds, as well as the basics, such as age and sex. Always useful is information about where migrants live within a city, as this can indicate areas of residential concentration, rapid expansion, and the dynamics of density. Mapping exercises can offer graphic evidence of where migrants live in a city, their density and, where data permit, their ethnicity, religion and more. Maps can offer a highly readable portrayal of statistical data for urban planners to use in transportation plans, land use plans, and the location of services and schools. They can also help the private sector to know better where they might invest, for example, in retail operations or housing. Here, working with university geography departments can be extremely useful if the city is not itself able to produce the maps and other forms of data.

With regard to planning for migration, the White Paper, *Mainstreaming migration into local development planning and beyond,* which was prepared by IOM and the Joint Migration and Development Initiative of UNDP, was launched during the conference. This White Paper emphasized that there can be strong

connections "between migration and other elements such as environment, health, education, employment and housing". The paper proposes the following principal objectives for mainstreaming migration into local planning:

• **Facilitate the socioeconomic integration of migrants** by ensuring that integration is understood as the promotion of inclusive societies that involve migrants in the formulation of the many policies that cut across the integration process.

• **Build on the opportunities brought by diasporas**, avoiding reductionist approaches based on economic factors, and ensuring that diasporas are considered for their whole set of transnational assets, as well as for the challenges they face.

• **Encourage decentralized cooperation** by ensuring that it also builds on the assets brought by migration.

• **Comprehensively address important migration flows and adopt a rights-based approach**.[10]

The paper's 26 recommendations speak not only to local authorities but also to national authorities, civil society and the international community. One of its main themes is to support the decentralization of some migration policies to local authorities, to better empower them to manage local affairs as well as to give migrants a prominent place among the stakeholders in the planning process. But the paper also recognizes the importance of local officials working in partnership with those in higher jurisdictions and with civil society.

The key message is that urban planning should take into account the fact of migration, its pronounced effects on the life of a city – effects that go beyond population growth to encompass the complexities associated with the diversity migration brings to communities. The White Paper also focuses on the special needs that migrants may face (including those relating to the protection of their rights) as they settle into their new communities. These will be explored in more detail in the following chapters.

Although it is generally a city's responsibility to respect and protect the human rights of migrants and to support their integration into civic life, there is also a strong self-interest for a city to welcome migrants – namely, the many benefits that migrants can offer to the city in which they choose to live. For many cities, however, population growth is problematic as it puts pressure on expensive infrastructure, limited land availability, and service provision. What causes greatest concern, however, is rapid and unexpected population growth for which the city is unprepared. This happens most obviously when crises – for example,

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[10] See http://publications.iom.int/system/files/pdf/whitepaper_mainstreaming.pdf.

those brought on by war or natural disasters – suddenly displace large numbers of people.

The Rockefeller Foundation 100 Resilient Cities Initiative (100RC) was described at the conference by its representative, Cristiana Fragola, as "dedicated to helping cities around the world become more resilient to the physical, social and economic challenges that are a growing part of the twenty-first century. 100RC supports the adoption and incorporation of a view of resilience that includes not just the shocks (such as earthquakes, fires and floods) but also the stresses that weaken the fabric of a city on a day-to-day or cyclical basis. Examples of these stresses include high unemployment; an overtaxed or inefficient public transportation system; endemic violence; and chronic food and water shortages. By addressing both the shocks and the stresses, a city becomes more able to respond to adverse events, and is overall better able to deliver basic functions to all populations, in both good times and bad.

Cities in the 100RC network are provided with the resources necessary for developing a roadmap to resilience along four main pathways:

1. Financial and logistical guidance for establishing an innovative new position in city government – a Chief Resilience Officer – who leads the city's resilience efforts.
2. Expert support for the development of a robust resilience strategy.
3. Access to solutions, service providers, and partners from the private, public and NGO sectors who can help them develop and implement their resilience strategies.
4. Membership of a global network of member cities who can learn from and help each other.

Through these actions, 100RC aims not only to help individual cities become more resilient, but also to facilitate the building of a global practice of resilience among governments, NGOs, the private sector and individual citizens.[11]

Under the Migrants in Countries in Crisis (MICIC) initiative, a group of States led by the Philippines and the United States of America are analysing and compiling best practices, and examining the roles and responsibilities of the various actors when migrants are caught in countries in crisis. Two years of multi-stakeholder consultations with relevant stakeholders, including States, international organizations, the private sector and civil society, are due to be completed in 2016. During his opening remarks, Ambassador Swing referred to migrants as builders of resilience and the most resilient contributors in crisis and conflicts. Aisa Kirabo Kacyira of UN-Habitat noted that, in times of crisis, migrants naturally

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[11] See www.100resilientcities.org/about-us.

move to cities where they expect to find safety and the resources they need to cope. Iman Icar (Deputy Mayor of Mogadishu, Somalia) noted that, during the war in his country, many people were effectively seeking asylum in their own city of Mogadishu, which was unprepared for dealing with a disaster of such magnitude. Icar explained that, during the crisis, Mogadishu focused mainly on providing affected populations with vital assistance such as shelter and water. Support from the international community, such as Turkey and the EU, was essential in facilitating recovery from the crisis, as was the availability of data in understanding the magnitude of the situation and its management. Now the Somali Government is facing another challenge in reintegrating returnees from Yemen's war-affected zones. However, the Deputy Mayor is convinced that such migration crises can be managed by, for example, creating jobs and other opportunities at the local level.

The State Secretary in the Ministry of Interior of Serbia, Aleksandar Nikolić, spoke about that fact that the country is now facing its greatest migration crisis since World War II. He explained how local authorities collaborate with the central government and many organizations present on the field in assisting massive flows of migrants entering Serbia from Bulgaria and the former Yugoslav Republic of Macedonia. Many migrants come from Afghanistan, Iraq and the Syrian Arab Republic and include large numbers of unaccompanied minors who face a high risk of exploitation. IOM is a key actor in assisting migrants in transit through Serbia and other countries across the region. The State Secretary mentioned that Serbian local authorities have committed to developing and implementing policies on migration, but he also called for increasing support from the international community, owing to the magnitude of the challenge.

Save the Children has, for many years, assisted children on the move and in different contexts, and it chairs the body of international organizations focusing on child migrants. Emphasizing the risks to which children on the move are exposed, especially in times of crisis, Valerio Neri (Director General, Save the Children Italy) explained that local authorities have a key role to play in creating networks of collaboration between cities that can protect migrating children and ensure that they are followed and kept safe throughout their journey from their country of origin, through transit countries, to their final destination.

Along a different but related track, Kasségné Adjonou (President of the Union of Communes, Togo) noted that migration itself had been the crisis facing not only his country but also West Africa in general, as State and municipal budgets do not specify funding for migrants. He asked the difficult question: "How can we manage migration to ensure that the potential migrant instead of being a burden is a contribution to the country or city?"

Clearly, for cities with peaceful and prosperous conditions, officials and planners are better able to devote resources to policy for reaping the benefits of migration. Taking cues from the IOM/JMDI White Paper, the conceptual first step for such cities is to build migration explicitly into their planning framework, along with other staples such as land use, transportation and other infrastructures, and public utilities. These matters, however, are mostly addressed in response to the populations whose interests must be served by the city administration. The basics of management outlined on page 12 cover many of these responsibilities. But managing migration and its effects for the benefits that they offer is another matter altogether, for this is not only about human need but also human capital and how to use it to the city's best advantage. Some of the principal aspects of this issue are outlined below.

Employment

The most direct way for cities to take advantage of the human capital of migrants is through employment in the local economy. Much has been written about the barriers to employment faced by migrants, such as language competencies; recognition of migrants' foreign education, credentials and work experience; cultural differences; and discrimination. But it is also true that most employers are simply looking for good-quality employees and that migrant status is not, in itself, a significant barrier. On the one hand, awareness of the potential benefits that migrants can bring to an organization is often lacking; on the other hand, migrants may not know how to find a job. Cities are well-placed to deal with these lacunae – far better, in fact, than national governments. In Canada, a number of cities have initiatives to raise awareness among employers of the potential benefits offered by migrants. Perhaps the best known is the Toronto Region Immigrant Employment Council (TRIEC), which carries out a number of activities to bring together immigrants and employers.[12] This initiative involves active partnerships with the city administration and many firms in the Toronto area that realize it is in their interest to employ immigrants. Its success lies in recognizing that local professional networks are invaluable to job-seekers, but that most skilled immigrants do not have access to such networks or understand how to navigate their job search.

It is not only private sector firms that benefit from employing immigrants but also civil society organizations – particularly those that support the integration of newcomers to the city. Wu Hailong (Ambassador, Permanent Representative of the People's Republic of China to the United Nations Office in Geneva, Switzerland) noted that China has taken measures to extend its education, employment and health services to include migrants. Xie Xiaodan (Vice Mayor of Guangzhou,

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[12] See http://triec.ca/?gclid=CLy-5qny0ckCFYQXHwodfI0ElQ

China) told the audience that their city produces handbooks for migrants that tell them how to apply for a visa, find housing and find employment. Kasségné Adjonou of Togo referred to their national agency regarding a programme for employment ensuring that the migrants are better able to contribute to the national economy. Simon Henshaw (Principal Deputy Assistant Secretary of State, Bureau of Population, Refugees and Migration, United States Department of State), explained that migrants to the United States of America typically found employment within five months of arrival.

Supporting immigrant and refugee entrepreneurship

Access to the labour market has been the most often discussed means by which migrants are able to find financial security, but it needs to be recognized that many migrants, labour migrants and refugees find their way in their new society through entrepreneurship. Migrant entrepreneurs face similar barriers to those of migrant job-seekers, many stemming from lack of knowledge of the business environment (including the regulatory environment) in their new society. Common barriers to entrepreneurship include a lack of knowledge of the legal, administrative and financial requirements to being self-employed or starting and managing a business; insufficient language skills; no access to networks of other businessmen who could provide helpful advice; and insufficient start-up capital. Vibrant cities need entrepreneurs to power their economies, and it is imperative that they minimize the administrative and regulatory burdens of starting a business. Equally important is that the administrative processes be transparent and applied equally to all who meet the criteria. If potential entrepreneurs believe that approvals are not provided transparently and fairly, they will be reluctant to invest within the city. Conference speakers from China (Wu Hailong, Permanent Representative of the People's Republic of China to the United Nations Office in Geneva), El Salvador (Liduvina Magarin, Vice Minister for Salvadorans Abroad), the Netherlands (Jozias van Aartsen, Mayor of the Hague), Senegal (Ante Sane, Professor, Howard University, Washington, D.C.), Somalia (Iman Icar, Deputy Mayor of Mogadishu) and the United States (Marie Price, Professor, George Washington University, Washington, D.C.) all spoke to the importance of entrepreneurship.

Attracting investment

Dynamic cities are natural magnets for both domestic and foreign investors, and cities with diverse populations and transnational actors spur investment according to their global reach. Cities with firms that employ globally connected migrants or that are owned by migrants (especially firms that trade internationally) will attract investors. Cities with a dynamic cultural life also usually attract investors – partly because these cities attract top talent to their

economies. At the conference, John Bongat (Mayor of Naga City, the Philippines) noted the importance of nurturing investment in the local economy and the conditions that attract investors.

Fostering innovation

Cities with diverse populations and with high levels of human capital are more likely to be innovative. Businesses, universities, think tanks and civil society organizations with global connections made possible by migrants on their staff will more likely produce innovations that will, in turn, attract investment and elevate international trade levels. This will attract yet more talent – both domestic and foreign – that will raise the economic performance of the city, while enhancing its national and international profile. Again, the global city that takes best advantage of the international connections of its residents, its employees and its business community comes to the fore.

Speakers noted that cities should give attention to attracting high levels of human capital, both by investing in their own residents and by attracting skilled migrants from either elsewhere in the country or internationally. Given the limits to local budgets and local authorities, it goes without saying that cities ought to work in partnership with higher levels of government and the private sector in identifying the most appropriate investments, be they in infrastructure, in academic institutions, in innovation centres and industrial parks, in cultural institutions, in health-care institutions, and so on. In considering investments to attract human capital, attention should be paid to how best to attract top talent internationally as well as from within the city's or country's own borders. Both are important. Cities cannot take for granted that their own residents will stay; migration works in both directions and a city with aspirations of dynamism and being a centre for innovation and talent must work with the knowledge of the global competition for talent. Such competition affects not only international migrants but also one's own residents – people who might become the international talent for another city in another country.

For most of the conference, the discussion centred on migration that causes population increases, but the agendas of migrants and cities must also take into account the fact that some cities lose some of their population through emigration. Population loss is damaging to a local economy and overall well-being because the city loses not only part of its workforce but also the part that is most productive – in other words, most highly sought after by other employers in other cities. The phenomenon of the shrinking city is becoming part of the migration discussion, as some cities are trying to recruit migrants to fill the gaps left by emigration. The City of Detroit, United States, is among the most prominent, but not the only, example of a formerly dynamic and prosperous city that lost a very large percentage of its population – over a million people

– and subsequently sank economically. Among the measures that it is taking to revitalize itself is attracting highly skilled and entrepreneurial immigrants.[13] Both Marie Price and Simon Henshaw referred to Detroit's growing potential as a destination for immigrants and refugees.

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[13] See www.migrationpolicy.org/research/revitalizing-detroit-is-there-a-role-for-immigration for one discussion.

Chapter 3.

Migration, urbanization and infrastructure

Both international and internal migration add to the demands on a city's infrastructure. It is expensive to implement and properly maintain solid infrastructures, but it is also extremely time-consuming – not only in terms of construction but also in terms of getting approvals to carry out the work. These approvals may concern environmental impact, regulations regarding land use, controversies over actual ownership or rights, and assessments against existing plans for economic and social development. Infrastructure development requires planning years in advance and it normally takes into account population projections well into the future. Of course, population projections do not always come true. Cities may grow at different rates than expected; residents may come to prefer living in neighbourhoods different from what were expected; economic development expectations may prove to be inaccurate; and then there are the extreme conditions brought about by natural or human-made disasters, both of which could reduce the size of one city, while increasing the size of other cities to which people migrate seeking safety.[14] Clearly, effective infrastructure planning requires a solid understanding of the population dynamics of the city and the local, national and/or international factors that determine population outcomes. As noted earlier, not all city administrations have the capacity to provide analyses of local population trends and projections. Herein lies an opportunity for cooperation with national statistical agencies and the university sector, which can often provide municipal authorities with the demographic information they need for infrastructure planning. Cities that do not have access to such sources could seek partnerships with international organizations such as IOM or the United Nations Population Division.

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[14] Hurricane Katrina reduced the population of New Orleans by more than 50 per cent, although the city has since recovered to nearly 80 per cent of its former size. Katrina's émigrés scattered to many places, with Houston experiencing the largest population increase, as a result.

The standard infrastructure concern is its adequacy with regard to the size of the population. Enough safe drinking water must be available for each resident; each household, business and office must have enough electrical power to meet its daily needs; the road system must be able to accommodate the needs of commuters and other travellers, and the public transit system must have sufficient capacity in terms of frequency as well as the locations served; sanitation systems must be able to handle waste generated from all households, businesses and offices; and so on. The level and capacity of a city's infrastructures change in accordance with the size of the population and the rate of change in population size. It is well known, and was often expressed at the conference, that many cities in developing countries face severe infrastructure liabilities that are exacerbated by growing urbanization due to both internal and international migration. It is for this reason that the Sustainable Development Goals included targets about slum upgrading and other measures designed to ensure the sustainability of urbanization. Many cities in fully developed economies routinely expand and upgrade their basic infrastructures and related services to meet the needs of growing populations. They must also maintain the safety of roads, bridges, tunnels, railways and energy systems, and offer the most effective information and communications technology, to meet the expectations of their citizens.

Cases of excessive infrastructure are interesting, as the rationale for the investment is based on expectations – that migration will take place in the future and it would be wise to anticipate the growth, or that building additional infrastructures will increase migration and thereby boost economic development, as was the case in China recently. Another reason for a city to end up with excessive infrastructure is large-scale out-migration and depopulation. In these circumstances, the challenge is often fiscal: does the city have enough revenue to maintain existing infrastructures at safe and effective levels? For some, the option is to decommission certain infrastructures. This might save on maintenance costs but could result in serious opportunity costs in the future, should the removed infrastructure be required, due to subsequent population growth – as happened in the well-known cases of London and New York.

Rather than eliminating infrastructure, shrinking cities might focus instead on "optimizing the use and functioning of existing infrastructure in ways that reduce current costs while preserving opportunities for future growth and development. Asset management strategies, better coordination across infrastructures, the use of SMART technologies, the harnessing of vacant lands for renewable energy production and storm water management, and identifying and publicizing the costs of sprawling development patterns are all among the ideas that ought to be considered by cities in this condition."[15] Shrinking cities that hope to attract

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[15] See *Sustainable Infrastructure for Shrinking Cities: Options for the Future* (www.cudc.kent.edu/projects_ research/research/54064004-Sustainable-Infrastructure-in-Shrinking-Cities.pdf).

back residents, through internal or international migration, would do well to think hard before undertaking decommissioning exercises.

The focus of participants at the conference was mostly on infrastructure inadequacies and the pressure that migration can put on cities with inadequate infrastructures. Many of these cities are in crisis, due to the sudden population growth that not only leaves people lacking in infrastructural resources but also leaves cities without the time to conduct proper urban planning to meet the needs of a larger population. Among the immediate challenges is housing.

HOUSING

Adequate and affordable housing is one of the most important necessities of life, and it can be in very short supply in many high- and low-income cities. Well-known cities with astronomical housing prices are mostly in developed economies, with London, New York, Paris and Shanghai often at or near the top of the list. But problems of housing affordability plague cities in developing countries, as well. Mumbai is now one of the world's most expensive cities for housing, and numerous cities in sub-Saharan Africa suffer from severe housing shortages that cause steep price inflation. These housing shortages have as their immediate cause large-scale migration, and this urbanization has led to a UN-estimated 860 million people living in slums, with the number of slum-dwellers worldwide rising by 6 million per year and, in sub-Saharan Africa, by 4.5 per cent per year.[16] The lack of affordable housing means that people have few options other than living in slums or squatting – a highly unstable form of tenure. Slums are an example of housing policy failure that results in the residents being forced to meet their own housing needs, rather than having their needs met through regulated development. They are also evidence of the resilience of migrants.

The problems associated with slums are well documented, and this report will not attempt to review that material. Suffice it to say that slums are an inadequate, crowded and unsafe form of housing, with a lack of basic infrastructure and public utilities (such as safe drinking water, sanitation services, garbage removal, and adequate streets and roads), which prevents the passage of emergency vehicles, access to affordable transportation, and many other services. These conditions can lead to disease and violence, a lack of education and other opportunities for human development, and an elevated risk of harm from natural disasters. Slum formation has been a central characteristic of rapid urbanization in the Global South and is expected to continue well into the future. Many of the world's megacities have large slums, some with over 1 million residents. The world's largest slum, Neza-Chalco-Izta, in Mexico City, has over 4 million residents and is

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[16] UN-Habitat, *State of the World's Cities Report 2012/2013: Prosperity of Cities* (https://sustainabledevelopment.un.org/content/documents/745habitat.pdf).

referred to as a mega-slum. K.B. Wiafe (the Mayor of Kumasi, Ghana) pointed to the creation of slums as a significant detrimental effect of migration to the city. He expressed the hope that migration to Kumasi could be reduced, to ease the pressure on the city's housing supply, and was considering offering incentives to encourage people to remain in their rural homes. Mark Owen Woyongo (Minister of the Interior, Ghana) echoed these sentiments in the context of his country, where the city of Accra has 43 per cent of its population living in slums.

Ambassador Ndayisaba of Burundi made similar points about its capital city. Alex Ross (Director, WHO Centre for Health Development, Kobe, Japan) noted the link between living in a slum and poor health as a result of crowding, a lack of drinkable water and sanitation, and poverty. He described WHO's approach to enhancing urban health, which is based on capturing data on health inequities, prioritizing interventions, developing migrant-sensitive health systems, establishing cultural competency and linguistic access, looking at urban planning and public health together, adapting responses according to conditions, and enacting these measures through partnerships.

Not all migration-related housing concerns are as severe as those experienced by people forced to live in slums. Aisa Kirabo Kacyira of UN-Habitat noted the importance of housing in managing migration and urged the audience to go beyond the straightforward issue of supply, to consider housing as a human right and to explore the housing challenge from that perspective. Marta Cygan of the European Commission stressed the housing challenges that cities in Europe will face as migration grows. Others in developed countries made similar remarks to the effect that housing supply is one of the most important challenges posed by migration to cities. To a significant extent, the issue boils down to a city's administrative capacity to manage its housing stock, the use of available land, and the services that accompany effective housing developments.

Location may have a significant effect on migrant integration, some aspects of which will be covered in a later chapter of this report. In terms of services available to newcomers to the city, the respective locations of the service outlets and the migrants' housing is of significant importance. Again, city planners can take advantage of census-based maps that display the location of migrants in the various neighbourhoods and compare these locations to those of the services that they need. Clearly, it is a problem when migrants' neighbourhoods lack access to services, as often happens in modern North American cities with their "food deserts" in the inner city, combined with inadequate or expensive transportation to the stores that provide food and other basic essentials. Recently arrived migrants usually require a great many services, amenities and documentation shortly after arrival, including documents that allow them access to health and social services, school registration for their children, bank accounts, communications technology, legal services and childcare services.

If these services are scattered widely throughout a city, it is even more difficult for migrants to make a good start in their new homes. Some cities, in response to this fundamental problem, have set up "one-stop shops" that provide many different services to immigrants in one location – services such as those listed above, plus language training, skill upgrading, employment searches, counselling services and housing searches.[17]

Another location theme that could be raised, but was not explored in detail during the conference, is that of the residential concentration of migrants or of specific ethnic or racial groups within a city. Often referred to as enclaves (not to be confused with ghettoes[18]) these are areas characterized by having among their residents a large proportion from one ethnic, racial or religious group. Migration scholars have long noted the tendency of migrants to prefer living among members of their own ethnicity, which is not really surprising. The traditional North American enclaves, sporting names such as Chinatown, Little Italy or Koreatown, were often the place of first residence for newcomers because they could meet people there who had previously experienced migration to the city, spoke their language and understood their customs. They could purchase familiar food and other ethnic goods at low prices, find housing that was inexpensive (if crowded), and might even find jobs serving other members of the enclave. For many, if not most, the enclave was a temporary place of residence – a place to work and save money for an eventual move to a better life in the suburbs or into mainstream society.

Provided that the long-term outcomes for enclave residents is integration into mainstream society, enclaves are generally seen as benign – and, in many cities, they have become tourist attractions. If the enclave becomes a permanent place of residence for migrants, however, it can be an indication that the migrants are not integrating. Even with the best of planning intentions – such as when governments establish new suburbs for refugees, housing them in newly erected apartment buildings in well-designed sites and offering all the necessary services – things can founder. What usually begins as an initiative of which a city feels proud can become a problem because of the segregation that the refugees experience; few nationals choose to live in such housing developments, despite the attractiveness of the buildings and surroundings, and some of these neighbourhoods end up becoming places of misery, crime and violence.

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[17] Consider the National Immigrant Support Centres in Lisbon as a noteworthy example www.oss.inti.acidi.gov.pt/index.php?option=com_content&view=article&id=122&Itemid=55&.

[18] The major difference between a ghetto and an enclave is that a ghetto tends to be made up of people who are almost forced to live there. Enclaves are usually made up of people of the same cultural, social or economic status who voluntarily choose to live together. (See http://meyersurbansoc.blogspot.ca/2009/04/ghettos-vs-enclaves.html).

When mainstreaming migration into urban planning, then, it is important to consider the social effects of decisions on the housing stock. There is a long history of planning initiatives to build bridges between social classes to create more equitable cities. These include upgrading or eliminating slums and distributing social housing units for people living in poverty among units for people better off financially. The ethnoburb phenomenon described earlier can plausibly be described as a benign form of self-segregation that took place within the open housing markets of the American and Canadian cities with these middle-class enclaves. Again, the typical ethnoburb is an attractive destination for the members of the ethnic group that characterizes the community; their institutional completeness and other positive features have led to these ethnoburbs becoming places of permanent residence, as opposed to the more transient Chinatown or Little Italy enclaves. A later chapter will look at whether contemporary enclaves represent an integration problem or not, particularly as they exist in democratic environments. The point in this section is that urban planners need to carefully consider the social outcomes of housing and land-use decisions.

WATER AND SANITATION

In many cities of the Global South, the availability of clean water is among the most severe challenges. Halving the proportion of people without sustainable access to drinkable water and basic sanitation was among the Millennium Development Goals that have been attained. The Sustainable Development Goals have maintained the emphasis on water quality and further increased the objective: "By 2030, achieve universal and equitable access to safe and affordable drinking water for all." It is important to note the link between drinking water and sanitation, given that one of the major sources of water contamination is human waste.

The world's urban areas present unique water management challenges, but they also provide some opportunities. When millions of people live in close proximity, local sources are not always able to match the high demand for water. Good management of regional watersheds to provide an adequate water supply can be quite difficult – technically and politically – in rapidly urbanizing areas. Many world cities are growing exponentially, with unchecked development spawning slum neighbourhoods that lack adequate infrastructures for a clean water supply. Where proper sanitation is lacking, untreated human waste is disposed of in open ditches, streams and rivers. These waste products are a serious health hazard, dramatically increasing the spread of waterborne and sanitation-related diseases such as diarrhea and parasitic infections. The poor bear the brunt of these burdens. Some 180 million slum-dwellers worldwide lack access to clean drinking water. In areas poorly served with clean water and proper sanitation,

the child mortality rate is many times higher than in areas with adequate water and sanitation services.[19]

For some cities, the problem is a lack of infrastructure to serve the population – either infrastructure to provide drinking water or infrastructure to manage sewage. In other cases, the problem is ageing infrastructures, with deterioration leading to leakage; an estimated 25 per cent of Mexico City's water supply is lost to leaks in the system, which not only reduce the available supply but also allow contaminants to enter the system when water pressures fall below a minimum threshold. Migration can greatly exacerbate the challenges of providing drinking water and managing sewage because of the growth in the population requiring these services and an insufficient capacity to meet the demand fast enough. A number of conference presentations emphasized the seriousness of this challenge.

Kagiso Calvin Thutlwe, Mayor of Gaborone, Botswana, noted the large internal migration flows to his city that partly led to the doubling of foreign nationals to Botswana between 2001 and 2011, and to shortages of water and electricity. This point was further emphasized by Ambassador Ndayisaba, with regard to Burundi, and by Mark Owen Woyongo (Minister of the Interior of Ghana), Kojo Bonsu Wiafe (Mayor of Kumasi, Ghana) and Iman Icar (Deputy Mayor of Mogadishu, Somalia). Yacinthe Wodobode (President of the Special Delegation of the city of Bangui, Central African Republic) stressed that precariousness affects almost all strata in Bangui, where there is a lack of appropriate housing, health, access to education and training, among other amenities, and a major need for programmes to address social housing, health care, and infrastructure projects for water and sanitation. Kagiso Calvin Thutlwe (Mayor of Gaborone, Botswana) noted that the economic downturn in Zimbabwe raised the number of migrants in Botswana, which has become a transit country for both regular and irregular migrants. Many come to the city in search of employment. The problem is that the city is now running short of electricity and water and experiencing difficulties with waste collection and sanitation. There are also serious problems with communicable diseases, which are worsened by the lack of sanitation facilities.

HEALTH

The conference included a session – Migrants and Cities: Partnerships in Health – that addressed the importance of ensuring access to migrant-sensitive health services for a positive migration outcome and contribution to the socioeconomic development of urban areas. The session looked specifically at such matters as data on health and social status, special concerns for migrant women and for refugees in urban settings, and how to foster inter-city dialogue on health service provision.

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[19] See www.koshland-science-museum.org/water/html/en/Sources/Urban-Water-Management.html.

The session comprised high-level panelists who complemented one another in their messages and recommendations, which included global WHO perspectives on equity and universal health coverage; council members' roles and efforts providing access to health services in two major cities; civil society reporting grim realities on the ground for the most vulnerable migrants; and one major IOM partner and promoter of partnerships between cities and diaspora communities.

According to WHO's landmark and holistic 1948 definition, "Health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity."[20] Health is evidently closely linked to the conditions and systems in which people are born, live and work on a daily basis. These are the social determinants of health, which include conditions such as migration, social structures and economic policies. In some cities – particularly those with significant populations living in slums – poor housing conditions may pose physical, mental and social health risks that can be exacerbated by these determinants.

A report published in 2010 by WHO and UN-Habitat[21] lists the main health risks that urban residents may encounter in cities: infectious diseases; non-communicable diseases and conditions; and injuries due to accident or violence. These health risks, coupled with the inaccessibility to health services, disproportionately affects poor migrant populations and requires that the different vulnerability levels or health determinants affecting migrant and mobile populations be addressed.

Alex Ross (Director, WHO Centre for Health Development in Kobe, Japan) spoke about the importance of migrants' health in the development goals and in equity and human rights debates. He shared a range of tools that can be used to assess urban health equity and adequate health planning, and to guide policymakers towards the development of migrant-sensitive health services. Moreover, to overcome the barriers to accessing health services, Ross called for assistance with cultural and linguistic competencies, affordable health care, intersectoral action, community participation and sound data. Finally, he referred to the Universal Health Care concept, saying that, for it to be truly inclusive and effective, all members of a population and all residents of a city would have to have access to financial coverage for a wide and adequate range of health-care services.

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[20] Preamble to the Constitution of the World Health Organization as adopted by the International Health Conference, New York, 19–22 June 1946; signed on 22 July 1946 by the representatives of 61 States (Official Records of the World Health Organization, no. 2, p. 100) and entered into force on 7 April 1948.

[21] *Hidden cities: Unmasking and overcoming health inequities in urban settings, 2010* (see www.who.int/kobe_centre/publications/hidden_cities2010/en/).

Gilbert Cedillo (Councilman, City of Los Angeles, United States) noted that, despite recent health-care reforms, the 11.2 million undocumented migrants currently in the United States, who contribute immensely to the labour market and economy, would not be eligible for health-care services. Cedillo argued that all migrants should have access to health care, not only because it is a human right, but also because it is in the interest of all – citizens included – that migrants receive such care. However, thanks to a groundbreaking bill promoting the status of migrants in the City of Los Angeles, clinics are open to all migrants and have the appropriate cultural and linguistic competencies for patients. Cedillo emphasized that leadership is the driving force behind policies and that it is the moral responsibility of leaders to address discrimination and to advocate against marginalization and stigmatization. In addition, the realities at city level clearly demonstrate that leaders must be inclusive, for the benefit of all.

Nonceba Molwele (Councillor and member of the Mayoral Committee for Health and Social Development of Johannesburg, South Africa) indicated that the health-care system in her city and country was a very sound approach to public health, providing universal health coverage to all, including free emergency and primary health-care services for all migrants, regardless of status. The city offers a "migrant help desk" to assist migrants in obtaining information about the services available and how to access them. It also ensures that migrants play a key role in health-care planning and policy development. Despite adopting a migrant-inclusive policy, however, the city has some challenges with financial planning, due to the high mobility of the population. Moreover, the impact of the city's health-care system is hard to measure because the system does not require identification or information on current migration status. Prevention is, nonetheless, considered far less costly than ignoring migrant health.

Amara Quesada-Bondad (Executive Director of Action for Health Initiatives Inc. (ACHIEVE), Quezon City, the Philippines and board member of CARAM Asia) emphasized that destination cities and countries have an important role to play in ensuring the protection of migrants' right to health and the importance of focusing on the more vulnerable migrant groups, including female migrant domestic workers and male migrants who have sex with males, many of whom suffer various forms of abuse and exploitation. She pointed out the major gaps in the access to sexual and reproductive health (SRH) and how information on SRH is rarely made available to migrants prior to their departure or upon reaching their destination. Quesada-Bondad also emphasized the role of civil society in advocating for the health of migrants and their right to access health services, and its role in filling in the gaps pertaining to access, research and capacity-building. She indicated the need for migrant participatory approaches at city level in destination countries, to revise policies and provide opportunities for migrants to be consulted on matters that directly affect them.

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Djibril Diallo (Senior Adviser to the Executive Director of UNAIDS and President of the African Renaissance and Diaspora Network in New York, United States) emphasized the role IOM plays in facilitating access to services necessary to migrants. The wide network that IOM has built has facilitated this process, he said, noting also the role that IOM has played in working towards the "getting to zero" strategy: zero HIV infections, zero discrimination and zero AIDS-related deaths. He stressed the importance of a "global alliance" as a platform for sharing experiences (particularly between cities) and to improve urban centres, provide capacity-building and raise awareness.

The session provided a good opportunity for leaders of cities and organizations to share their experiences, good practices and challenges relating to urban health planning.

TRANSPORTATION INFRASTRUCTURE

All cities require effective transportation systems, be they roads, waterways, airports or public transit. As cities grow, it is often transportation that receives the most immediate attention because it is a daily requirement for most residents, businesses and governments. Adults need to get to work, deliver their children to care facilities or schools; businesses need to ship and receive goods; and governments need to use transportation to carry out their mandates. Effective transportation is not only required for day-to-day living but is fundamental to the basic functioning of a city and is regarded by many jurisdictions as an essential service. People move a great deal, in their normal lives and, in emergencies, efficient transportation can be a matter of life and death. Providing transportation is also an extremely expensive undertaking for cities and, not surprisingly, high-income countries generally have more modern and sophisticated systems than lower-income countries. Migrants, by definition, rely on transportation facilities in order to move from one place to another. Aside from those who walk to their destinations, migration can take place only where functioning transportation facilities exist.

Like most systems designed to meet human needs, a transportation system can be overwhelmed by high demand created by population increases. Airports can experience runway and gate shortages and facilities within the terminal buildings can reach the point where they are unable to move people from check-in and security screening to the gate and the airplane in a timely manner. Roads become congested when vehicle traffic levels reach certain thresholds, and public transportation systems can become overloaded. During the summer of 2014, thousands of migrants – notably unaccompanied minors – moved from Latin America to the United States of America, via Mexico, many using a train that came to be called *La Bestia* (The Beast). Although this train succeeded in transporting a great many people, it was primarily for transporting goods, which

forced migrants to use the roof and other dangerous locations on the outside of the train. *La Bestia* came to be known as "The Death Train" because of the number of people killed as a result of falling or other accidents. Migrants are vulnerable because of their undocumented status and lack of familiarity with personal rights, which render them easy targets for harassment and abuse at the hands of corrupt officials and violent criminal gangs. The dangers faced by migrants on their journey north included robbery and assault, extortion, intimidation and threats, corruption, destruction of documents, detention without legal counsel, and sexually aggressive acts.[22]

As is the case with other infrastructural systems, it is the poorest citizens who experience the greatest disparities with transportation services. In higher-income cities, neighbourhoods of low-cost housing are often poorly served by public transportation. In lower-income cities, it is those in slums who will experience the gravest transportation disparities. Many slums do not have streets that will accommodate vehicles, including emergency vehicles. For those whose only means of travel is walking, many slums have no sidewalks or street lighting, leaving some unable to travel any distance or to travel in safety after darkness sets in.

The issue of transportation infrastructure, therefore, cuts across many aspects of life in the city, since getting around is so fundamental to daily life. Many of those living in slums might be able to move to better neighbourhoods if better and affordable transportation were available to them for access to jobs, schooling and other services. Transportation becomes an enabler of human development in meeting a basic requirement for employment, education, health and emergency responses, as well as facilitating most of a city's economic activity and, therefore, its prosperity. Yet, even though transportation represents a basic component of urban planning (especially in developed countries), it bears repeating that cities must consider all aspects of migration – the number of people expected to arrive in the city, where they will settle, work, go to school and shop, and whether the city's transportation infrastructure is up to the task. Because of the great expense of providing transportation systems, city administrations need to work in partnership with the private sector and higher levels of government, and they should take advantage of research (including population projections) done by universities and think tanks. Cities can also work together, sharing their experiences and innovations on providing the most cost-effective transportation systems for their residents, particularly the most vulnerable among them.

A number of speakers at the conference raised concerns about managing transportation and the thorny and costly challenges, for city administrations, posed by rapid population growth through internal and international migration.

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[22] See https://en.wikipedia.org/wiki/El_tren_de_la_muerte.

Ambassador Salomé Ndayisaba of Burundi noted that urban transportation is among the most important aspects of planning for migration. David Burrows (Managing Director, International Organizations, Worldwide Public Sector, Microsoft Corporation) noted that one of the first concerns of migrants, upon arriving in a new city, was acquiring information about public transportation services. In discussing urban resilience, Cristiana Fragola (Regional Director for Europe and the Middle East, 100 Resilient Cities, Rockefeller Foundation, London, United Kingdom) described the foundation's support to cities, giving them the chance to prepare for chronic stressors such as unemployment and the refugee crisis, in addition to the challenges linked to infrastructure and transportation systems.

Good and affordable transportation can mean the difference between having an education or not, having a job or not, living in a safe environment or not. For a migrant, access to transportation can make the difference between being included in, and being excluded from, a society. People engage with one another primarily by moving towards other people – to be near them for socializing, for acquiring services, for economic exchanges, for learning, and for the pleasure of seeing things outside one's immediate surroundings. Migration is a phenomenon that takes place only because the movement of people is made possible either through individual ingenuity and effort or as a result of societal action. Many of the Sustainable Development Goals (such as target 11.2, below) can only be achieved if adequate transportation infrastructures exist.

By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.

Many of those in *vulnerable situations* are migrants for whom effective and affordable transportation determines whether they can integrate into their new society or not.

ENERGY, COMMUNICATIONS AND OTHER PUBLIC UTILITY INFRASTRUCTURES

Public utilities, which include energy, water, waste management and communications technology, affect all residents of a city. Once again, steep population increases can put severe pressure on the providers of these services and, once again, those at the lowest income levels will suffer disproportionately from a lack of access to energy and other public utilities. This section will, however, focus on information and communications technology (ICT), for it is here that trends are changing most rapidly and having a significant impact on migrants.

Decisions to migrate, whether internally or across national borders, result from information that indicates that moving to another location will bring sufficient benefits to justify the move. These decisions are more easily made with access to the relevant information, which is made possible thanks to the spread of ICT throughout the world, in both developed and developing regions. One can hope that the easier availability of information will also lead to better migration decisions – decisions that improve the lives of more people. Much has been written on the role of ICT in developing countries where cell phone technologies have been introduced at far lower costs than those of fixed line network technologies, and cell phones have become near-ubiquitous in many developing societies. This is truly a liberating development. The Sustainable Development Goals make reference to ICT, although it is not a major focus of the agreement:

> *Significantly increase access to information and communications technology and strive to provide universal and affordable access to the Internet in least developed countries by 2020.*[23]

Communications technology not only makes more and better information available to migrants and their families, but it also provides for exceptionally important connections between family members, friends and colleagues who have been physically separated by migration. As a result, emotional ties can be much more easily nurtured, and business exchanges more readily cultivated. It is also important to note the much increased speed of information that flows through ICT – information that can make a significant difference to migration flows, increasing the potential for large numbers of arrivals in a compressed time, and affecting both destinations chosen and routes taken. It is reasonable to hypothesize that the current flows of asylum-seekers into Europe have been affected – again, in terms of destination choice and route choice – by the rapid flow of information via ICT. The willingness of Germany and Sweden to welcome large numbers of asylum-seekers from the Syrian Arab Republic and Iraq became widely known very rapidly, with almost immediate effects on migration patterns and their sizes. None of this should come as a surprise, given the role that cell phones or Smart phones have played in such large-scale movements as the Arab Spring uprisings and the Occupy Wall Street movement. The darker side of the ubiquity of ICT is its use by smugglers and traffickers who have unquestionably benefited from it, and the fact that so many people – migrants included – own a cell phone.

Chain migration – the phenomenon of initial migrants from a family, group or community providing encouragement and social and emotional incentives for others to follow – is greatly facilitated by ICT, as it allows for a greater intensity and frequency of communication, in addition to enabling prospective migrants

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[23] Target 9c.

to find out more about the destination society. There are connections to be explored between the use of ICT and the flow of remittances; the growing ability of migrants to remit funds to family and others in the homeland has the potential to not only reduce the cost of remitting but also to increase the size of remittance flows to developing countries.

ICT, the Internet and other aspects of the communications revolution of which we are nearly all a part, have changed the world with astonishing speed. Urban planning needs to keep pace with these technological advances if cities are to remain prosperous and to provide healthy and stimulating environments for their residents. Telecommunications have arguably become as important as transportation in connecting people to one another and to the institutions of their societies. Previous concerns about the disparities between those with and those without computer literacy – the so-called "digital divide" – no longer apply. The entire world has taken on digital technologies – partly because they have become more affordable than their technological predecessors, enabling millions of people without access to even basic telephones or televisions to avail of modern ICT and, as a result, to be connected to more people and to a virtual infinity of information about the world and the possibilities that it offers for individual human advancement. Information technologies are spurring new debates about human rights, access to information, and the role of State censorship. It is only a matter of time before discussions concerning ICT and the rights of migrants become prevalent.

Clearly, cities need to provide ICT infrastructures and services for their residents, including their migrants. Not only will this enhance the ability of these people to communicate with one another and with family members and friends in their homelands and elsewhere, but it will also allow the city administration and its institutions – legal, educational, health and social services and so forth – to deliver information to the city's residents more effectively and with greater equity. Access to information is a rights issue and, in democracies, has always been so. As many have urged, urban planning needs to add information technologies to its infrastructure agenda.

David Burrows of Microsoft Corporation spoke extensively on the rising importance of ICT in the lives of contemporary migrants around the world. He stressed the utility of effective low-cost technologies to help migrants stay in touch with their families, to further their education, to find employment, and to start a business. Migrants need various technology-based support systems, ranging from Internet-based communications, including Wi-Fi, to device-charging facilities, GPS for navigating a new city, and many more. Migrants, he emphasized, need accurate information before they leave, during their journeys, after arrival in the destination city and, sometimes, when they return to their homeland. ICT can be used to support the integration of migrants and broad social cohesion.

Chapter 4.

Economic effects of migration on cities

The economic effects of migration on cities go well beyond those of urbanization and population growth alone. These other effects assume an ever-greater influence as the technologies of globalization take hold – technologies that enhance the global connectedness of cities and their residents, that offer greatly increased mobility of people, goods and capital, and that may alter the traditional relationships between local and national governments. Migrants arrive in cities with their human capital, their social capital, their transnational connections, and their needs. In short, cities must develop ways to take advantage of the potential that migrants bring, while also looking after their needs – which will, in some ways, be the same as those of other residents but will, in other ways, be specialized. Ideally, this will simultaneously unleash migrants' potential to contribute to the local economy. But it is vitally important that cities overtly manage migration and the integration of their migrants. If they do not, they risk not only the opportunity costs of lost economic benefit, but also deteriorating social relations within the city. Most conference speakers believed that migration could be of great benefit to the cities receiving migrants. They also noted, however, that these benefits accrue most to those cities that manage their affairs with migration clearly on the agenda. This is yet another aspect of the mainstreaming of migration into urban planning: the benefits of migration do not necessarily manifest themselves unaided, but as the result of a mutual engagement of migrant and city.

As described in the chapter on infrastructure, migration management incurs costs for the cities of destination, due to population growth and diversity, and such costs can be exacerbated by the *rapid* population growth that mass migration brings. In addition, the integration effort requires that cities invest in language training, settlement services, and programmes to minimize racism and xenophobia, among others. Some migrants may require subsidies for housing, food, transportation,

health care and life necessities. Migration comes with its costs, and the city that mainstreams migration into its urban planning will need to take the costs into account. Conference delegates urged, however, that cities regard these costs not as losses, but as investments that will yield dividends into the future.

Cities result from the confluence of people from elsewhere, and it is the confluence of people's hearts, minds and muscles that generate the economic value added of the city. Essentially, it is migrants, be they international or internal, who make cities grow and who maintain that growth. Residents of cities have children; in most cases, however, this accounts for only a portion of population growth, with the rest accruing from migration – in other words, the urbanization process. The cities that are most successful are those that best take advantage of the people who populate them. For a city's economic well-being, this means ensuring that its residents are able and encouraged to contribute to the city's economic activity, over and above the direct contributions of employment, self-employment, entrepreneurship or consumption. There are also indirect contributions, in the form of migrants acquiring an education and thereby elevating their human capital, becoming part of social networks and thereby enhancing a city's overall levels of social capital and trust, acting in support of the dependent members of families and other dependent or vulnerable people in a community, or becoming involved in the management of a city, not only as an employee but as a volunteer or, more generally, an active citizen or resident. Therefore, when migrants arrive in the city, the fundamental responsibility of those already there is to include the migrants in those cooperative endeavours that themselves constitute the city, without which there would be no city, as such. Thus it is in the city's own best interest – its own economic self-interest – to bring migrants into the workings of the city.

Given the complexity of cities and human interaction, there are many aspects to bringing migrants into city life, with economic matters being some of the most important. The most direct way for migrants to contribute to a city's economic well-being is through employment. There are different perspectives on migrants finding employment, one of which is to see migrants as vulnerable people who need the support of the city in finding a job; another is to see migrants as contributors to the economy through their work. Some think in terms of a city's social or moral responsibilities to remove barriers that stand in the way of migrants finding paid work, while others focus on how organizations can benefit from migrants' contributions. Both perspectives are sound and should be attended to in local governance.

Much has been written and said about discrimination in the labour market that prevents migrants from finding work or from finding work that takes full advantage of their human capital. Discussions of the recognition of foreign qualifications and foreign experience have also been plentiful.

Employment takes place when there is a perceived alignment between human capital and labour demand. The important word here is "perceived". Unless an employer is aware of someone's human capital, that employer is not going to hire that person. Underpinning all hiring is communications that inform an employer that some people have the necessary human capital, and communications that inform those looking for work that there are jobs requiring their skills. City administrations, civil society organizations or employer associations can facilitate these exchanges of information to fill jobs more effectively and efficiently. Facilitating this kind of communication involves language training that enables migrants to learn about available jobs, prepare résumés in the local language, submit applications and participate in interviews. It also includes ensuring that migrants are aware of job openings, that employers are aware of the migrants with the human capital required for the job, and that employers understand the credentials that migrants possess, to assess their equivalencies in the local labour market. Furthermore, it includes encouraging local employers to consider migrants as employees, both from the point of view of recognizing and taking advantage of their talents, and from the moral point of view of avoiding discrimination.

It cannot be denied that some employers discriminate against migrants and, in some cases, no amount of persuasion and empirical evidence is going to change their views. There are situations where law and regulation are required to minimize the effects of discrimination in the labour market. Human rights and anti-discrimination legislation is common, but also common is law that is unaccompanied by enforceable measures, inspections or reporting requirements. In such cases, city administrations may have little if any authority and will need to rely on higher levels of government to enact and enforce anti-discrimination laws. But the city, the business community and civil society can apply other forms of pressure and offer other incentives to employers who continue to discriminate. In addition to measures to reduce or eliminate discrimination, cities and their institutions can work to inform employers of the benefits that migrants can bring to a workplace. Of course, these benefits are many and varied and will depend on the nature of the business or organization and the work that it requires to operate. It is often said that immigrants have a strong work ethic. In situations requiring low-skilled workers, many countries engage migrants to carry out jobs that are demanding, dirty, dangerous, even demeaning – jobs that nationals will not or no longer do.

Migrants often suffer from underemployment or a lack of employment when employers regard their qualifications as being below national standards. Although this may well be the case (not all education is of the same quality), this practice does implicitly value conformity over diversity. In some environments, this may be rational but, in others, valuing conformity over diversity may leave employers missing out on innovation. This suggests that there is merit in

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employers (whether in the private, public or civil society sector) considering the extent to which they value innovation and whether their hiring practices reflect that value. Hiring migrants need not be just a morally right thing to do; it may increase innovation and enhance the organization's performance. Migrants have the potential to do this simply because their experiences differ from those of their local counterparts. Some savvy software firms and marketing firms, among others, intentionally hire people from outside the discipline that might dominate their business. Modern marketing firms do not hire only marketing graduates to develop their branding and advertising products, but also people from a great variety of disciplines, such as art history, development and philosophy. And they hire migrants for the different insights that they bring, as mentioned by some representatives of the private sector speaking at the conference.

Migrants also bring with them cultures and connections. Firms and governments that deal internationally have long recognized the imperative of understanding the international markets and audiences they hope to cultivate. A knowledge of the foreign business culture or the consumer market can greatly enhance outcomes, as can a knowledge of their language. Of greater interest, perhaps, are the connections that migrants possess and maintain as a result of the phenomenon of transnationalism (also discussed in chapter 5, on the social effects of migration on cities). To enhance its city's prosperity, a city administration may try to motivate its business community to expand its reach to overseas markets – for example, by arranging a delegation to visit cities in other countries that may offer good market potential for local business. Having transnational migrants as members of the delegation and advising both the city and the participating firms would offer major benefits for the initiative. People with a solid knowledge of an overseas business environment, or with personal or business contacts in that environment, can facilitate the meetings and any negotiations that take place before or during the actual meetings.

Many migrants are in importing or exporting businesses, some of them operating within an enclave economy and some in the mainstream economy. Cities should pay attention to both, and to the opportunities they present. City governments can add value to their business sector by encouraging partnerships among firms for the purposes of enlarging their markets overseas. These efforts pay off better if there are migrants with a knowledge of the business environments into which the city and its firms are trying to enter or expand. Migrants are more than employees: they also bring vital knowledge to cities and can serve as ambassadors promoting the new city as a place to do business.

Migrants are also entrepreneurs – a fact that is often neglected in government-supported integration programmes. Most economically oriented integration programmes are designed to help migrants find paid employment, which can be of great value. But there are extremely few programmes to support migrant

entrepreneurs. The barriers to employment have been extensively debated. The barriers to entrepreneurship have received far less attention, but they are nonetheless important. Cities that have experienced large-scale migration within a short time (as is now the case in a number of European countries receiving Iraqi, Syrian and other asylum-seekers and refugees) will not, in the initial stages of settlement, be able to find jobs for them all. One viable option for migrants is entrepreneurship. Large numbers of refugees require many services and goods, some of which can be best and most quickly supplied by the migrants themselves, given their prior involvement in their homeland business community and their connections to suppliers of ethnic foods and other goods. These migrant entrepreneurs may therefore often be able to meet the new demand created by large influxes of migrants, including themselves.

For many entrepreneurs, the administrative processes of getting a new business approved can be one of the most challenging aspects of establishing a business. These processes can be long and complex, even for local businesses. For migrants, however, there are the added challenges of a foreign language; unfamiliar rules that may be written in that foreign language, and using very complex legalistic terminology; and a lack of familiarity with the local business environment, regulations, business associations and networks. The city administration, the local business community and civil society organizations can facilitate these administrative processes. City officials can review the procedural rules from the point of view of their actual utility and appropriateness for migrant entrepreneurs. This is not to suggest that migrant entrepreneurs should be offered advantages over local business people, but that there may be unnecessary burdens placed upon migrants that can be removed without damage or inequity. This is yet another aspect to be factored into the mainstreaming of migration into urban planning.

The banking and finance sector is pivotal in supporting entrepreneurs, most of whom will require start-up funds. Yet the conditions that some banks impose make it virtually impossible for migrants to start a business. This has negative consequences for both the migrant and the local economy. Banks ought to consider ways to ease credit for migrant entrepreneurs, perhaps in partnership with government, which might be able to offer loan guarantees – not to the point where an unfair advantage is given to migrant over non-migrant start-ups, but to eliminate any unfair disadvantages borne by migrants who wish to open a business.

Immigrant entrepreneurship not only enables the migrant business-owners to be economically self-sufficient but usually also provides employment for others – perhaps other migrants, but also local residents of the city. Their entrepreneurial activities thus offer important benefits beyond the taxes that they will pay to the city and beyond the goods and services that they provide.

Their entrepreneurship will, in some cases, revitalize areas of the city that may have fallen into disrepair and that may have lost population. A city ought to think of the potential for migrant business development to enhance its overall economic health by supporting migrant entrepreneurs in the ways mentioned above, but also in land-use planning. Areas of the city that are unproductive will, at times, be suitable for business development, and cities should consider opening these lands for commercial, industrial or other business use. Cities with low economic activity will never be prosperous or healthy places to live. A city that enjoys a lively business sector will be better able to support a lively arts and culture sector, to afford good-quality social, health and educational services, to develop and maintain infrastructure, and to attract further investment into the city. The transnational connections that migrants introduce to a city will, in some instances, be connections with foreign investors and traders. A city that supports its entrepreneurs will stand a better change of attracting investment and of attracting additional migrant talent, whether the migrants are internal or international.

A number of speakers emphasized the importance of supporting migrant entrepreneurs, for the benefit of both the migrant and their destination city. Hubert Julien-Laferrière (Mayor of the 9th district of Lyon and Representative of United Cities and Local Governments (UCLG), France) views migrants as "vectors of transnationalism", because of their ability to generate partnerships between their country of origin and the country of destination. In Lyon, Armenians, Congolese, Roma and Algerians are examples of such vectors. Emphasizing the significant financial transfers that migrants direct to their country of origin, Julien-Laferrière explained that many heads of enterprises in Lyon are migrants – particularly Algerians from Sétif, with which Lyon is now developing a cooperation. Of the more than 60 heads of enterprises based in Lyon, more than half arrived during the migration flows of the 1950s and the 1960s. These migrants are now actors of important commercial exchanges that enrich the city.

Wu Hailong (Permanent Representative of the People's Republic of China to the United Nations Office in Geneva) noted the importance of migrant entrepreneurs and the fact that Chinese cities receiving migrants are working to improve conditions for business start-ups. Jozias van Aartsen (Mayor of The Hague, the Netherlands) urged cities to make it easier for young migrants to create businesses, and Dr Marie Price (Professor, George Washington University) argued that support for entrepreneurship is an important aspect of migrant integration, noting that, proportionally, migrants are more inclined towards entrepreneurship than citizens tend to be. Iman Icar (Deputy Mayor of Mogadishu, Somalia) described Somalis as entrepreneurs and stressed that their destination cities would benefit if it were made easier for migrants to create and manage businesses. Anta Sane (Professor, Howard University, Washington, D.C.) also argued in support of measures to improve access to entrepreneurship and thereby support the creativity of migrant youth.

On a different note, Liduvina Magarin (Vice Minister for Salvadorans Abroad, El Salvador) explained that migrant returnees often come back with their entrepreneurial skills enhanced by their experiences abroad, and she described a pilot programme designed to help El Salvador take advantage of these skills.

The global competition for talent, although usually measured in national terms, is often actually a competition between cities. This is largely an economic competition, although it also involves the arts, culture and sports. Cities should manage migration also from the point of view of their international competitive positions with regard to the world's talent. Well-run cities that support a diverse population will be natural magnets for investment, not only in business but in universities and colleges; in hospitals and other centres of health services and health research; in facilities for artists, musicians and writers; and in tourism, among many other areas. Cities need to recognize that attracting talent is, at heart, about managing migration, and they need to conceptualize it as such. Bringing in talent literally means attracting migrants. Cities need to consider their competitive advantages and build upon them; they also need to identify their competitive liabilities and do what they can to mitigate them. These liabilities can relate to the condition of infrastructures, the tax regime, the quality of universities, and the quality of the natural environment. But they may also relate to the way that the city and its residents treat migrants. Given the near-instant and viral nature of online communication, cities that treat migrants poorly will quickly acquire a global reputation for doing so, and their ability to attract top talent will suffer accordingly.

Global cities, with an influence that extends well beyond national boundaries, are magnets for migrants because they tend to support diversity, entrepreneurship and transnationalism. Their outlook is open to the world and they offer exceptional opportunities to innovators, investors and entrepreneurs.

The economic impacts of migration on cities preoccupied numerous speakers at the conference, many of whom argued that migrants bring economic advantages to cities by filling jobs that local residents are unwilling to take, by creating businesses, by increasing consumption, and by revitalizing areas of a city. Many noted that these benefits come only through investments in integration that enable migrants to make the economic contributions of which they are capable. There was general consensus that migration can be managed for the economic development of the receiving city. This attitude is in marked contrast to one often expressed with regard to the distinction between a refugee and an economic migrant, where the latter is conceived as someone who takes a job, and therefore a portion of wealth, away from the citizen – a person who is unworthy of support or even admission. Here, the refugee is perceived as standing on the moral high ground, whereas the economic migrant falls well below. But speakers urged that the economic migrant be considered as a potential asset to a city – as an actor

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whose contributions will help drive a local economy. The attitude whereby the only worthy migrants are those who have suffered persecution is an attitude that regards all migrants as vulnerable. Many migrants, especially refugees and asylum-seekers, are indeed vulnerable and need protection and support. But the conference participants also recognized the strength and resilience of migrants, their ambition to forge a better life, and the human and social capital that accompanies them. The economic contributions of migrants to cities help to make it possible for cities to offer protection and support to those who need it. Migration economics need not be a zero sum game. Far from simply consuming a city's wealth and/or diminishing per capita wealth, migrants help an economy to grow. If managed well by city leaders, its residents and institutions, with the support of other levels of government, migration can contribute significantly to local economic and social development and the rise of per capita GDP.

The economic contributions of migrants was a core theme of many of the presentations during the conference, starting with the opening address of Ambassador Swing, who spoke of the need for migrants' labour, entrepreneurship and innovation to maintain the economies of ageing OECD societies[24] and to stimulate more rapid growth in developing economies. This theme was echoed by June J.H. Lee (Editor-in-Chief of the 2015 *World Migration Report*), who described the importance of local economic integration for the report. Simon Henshaw (United States Department of State) and Jozias van Aartsen (Mayor of the Hague, the Netherlands) echoed these fundamental sentiments in their statements, with Henshaw adding that migrants to the United States are not taking away jobs from citizens, despite popular perceptions. Xie Xiaodan (Vice Mayor of Guangzhou, China) paid particular attention to the economic contributions of migrants to local economies, of which his city is a spectacular example. Emilia Bjuggren (Vice Mayor of Stockholm, Sweden) pointed out that three out of four businesses in Stockholm face a skills shortage and that, therefore, her city needs migrants to contribute to its economic growth. Thomas Moens (Advisor, Cabinet of the State Secretary for Asylum Policy and Migration, Government of Belgium) described several free courses (available after working hours) that his country offers to newcomers to facilitate their integration into the local economy and labour market. Dolores Lopez (Commissioner for Migration, Barcelona City Council, Spain), in describing Barcelona's three-point plan for integrating migrants, noted the emphasis on economic integration to take advantage of the skills and relative youth of migrants upon their arrival. David Burrows (Managing Director, International Organizations, Worldwide Public Sector, Microsoft Corporation) shared Microsoft's view that migration brings business and economic development.

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[24] Those belonging to the Organisation for Economic Co-operation and Development (OECD) – a forum in which governments can work together to share experiences and solutions to common problems, and that serves to promote policies that will improve the economic and social well-being of people around the world.

On a different topic, John Bongat (Mayor of Naga City, the Philippines) spoke of the enormous economic contribution that migrants made to their homeland, through the sending of remittances, as well as to the IOM and JMDI projects that help Filipinos take maximum advantage of these monies. The positive effects of remittances were noted by the representative of the Russian Federation, who described how the Federation was working to reduce the costs of remittances as well as to bring more undocumented workers into the formal economy. Gilbert Cedillo (Councillor in the City of Los Angeles, United States) spoke about the major contribution to the economy of his city by undocumented migrants. Firudin Nabiyev (Chief of the State Migration Service, Azerbaijan) described his country's administrative measures to facilitate the employment of persons without documentation.

The Ambassador of Uruguay, in comments from the floor, noted that his government offers identity documents quickly to those without proper documentation so that they can more easily find employment. Ambassador Ndayisaba of Burundi noted that her government works in partnership with IOM on migration management, stressing that migration plays a very important role in Burundi – especially its capital, Bujumbura. The city has grown mainly because of the influx of migrants over the past few decades. Migration movements have been favoured by the geographic location of Burundi, at the centre of the Great Lakes region. Bujumbura is populated by both national and international migrants, but also daily commuters who represent a great portion of the local labour force and influence the economy at the country level.

Mark Owen Woyongo (Minister of the Interior of Ghana) supported the view that remittances are important for the national as well as the local economies in his country. Maurice Mbolela (Executive Secretary, Local Government Association, Zambia) described how his country's economy is based on copper mining, which attracts many migrant workers and traders. Kasségné Adjonou (President of the Union of Communes, Togo) noted that many undocumented migrants to that country are able to integrate into the informal economy. Mariama Adamou (Mayor of Karofane, Niger) explained that 120,000 migrants transit through Niger annually, greatly helping to foster the city's economy, partly because of their many links with the diaspora in the West. Gustavo Baroja (Prefect of the Province of Pichincha, Ecuador) described his country's efforts to promote the economic inclusion of migrants, particularly at the local level. Finally, Liduvina Magarin (Vice Minister for Salvadorans Abroad, El Salvador) spoke of measures that the Foreign Ministry was taking to facilitate the re-integration of returning migrants into the local economy.

The conference featured a session dedicated to partnerships in city and local management of migration, with a particular focus on the cooperation between the public and private sectors. IOM Deputy Director General, Laura Thompson,

stressed the need for new partnerships in the field of migration management at both local and national levels. She underlined the importance of such partnerships, not only *with* local authorities but also *within* local authorities, international organizations and others, such as the private sector. She invited the conference participants to explore ways of connecting and mobilizing adequate resources to develop efficient partnerships for dealing with the complex challenges of migration management. The private sector has the potential to help deal with some of these challenges, she said, and IOM is developing a strategy for engaging better with this sector in the future.

One good example of cooperation between private and public partnership was illustrated through the cooperation between the Spanish city of Tortosa and "la Caixa" Foundation. Jaime Lanaspa Gatnau (Member of the Board of Trustees, Fundació Bancària "la Caixa", Barcelona, Spain) explained that the foundation is managing a single network that deals with all its plans and activities, including those related to migration. "La Caixa" has extensive experience in dealing with migration, providing first-hand information to those migrating to Spain. It also deals with intercultural mediation in neighbourhoods and in health care and, since 2010, it has been working on intercultural community intervention projects. The foundation acts across three areas: community, health and citizens, and with three targeted groups: children, youth and family, to promote positive living together and the feeling of belonging to the neighbourhood, while improving links between the local and the immigrant population.

Mayor of Tortosa (Spain), Ferran Bel, highlighted the importance of public–private collaboration and noted that the city, along with 16 other Spanish cities, is part of a pilot programme in collaboration with "la Caixa". This programme involves close coordination with civil society, in two key ways: 1) by making the city administration work (jointly and in a coordinated manner) with organizations it already cooperates with but with which it had not been sharing goals or actions; and 2) by including citizens in the same debate.

Liu Gyoung-gee (Vice-Mayor of Seoul Metropolitan Government, Republic of Korea) presented Seoul's comprehensive policy on immigration. He referred to the importance of strong cooperation between public and private sectors. In Seoul, for example, 43 support centres for migrants are run jointly by the city government and the private sector.

As mentioned earlier, Hubert Julien-Laferrière (Mayor of the 9th District of Lyon, Vice President of Grand Lyon Habitat, Representative of United Cities and Local Governments (UCLG), France) sees migrants as contributing to the establishment of partnerships between their country of origin and the country of destination because they are vectors of transnationalism. The French city has also started cooperating with the city of Rabat in Morocco. These are just examples of the role

diaspora play in connecting cities and promoting co-development. Migrants in Lyon are now the impetus behind many commercial exchanges that bring richness to the city. Cooperation among cities (decentralized cooperation), particularly between cities from the north and cities from the south, and between the public and private sectors, is essential to ensuring positive outcomes from migration. For example, UCLG, in cooperation with UN-Habitat and other international partners, is developing a programme in cooperation with five cities from the north of the Mediterranean and five cities from the south of the Mediterranean. This project aims to help these cities identify the state of play in each country, to find a roadmap that best addresses the situation, and to exchange experiences and best practices.

David Burrows (Microsoft Corporation) gave the perspective of the private sector itself. Microsoft Corporation has extensive experience supporting cities by providing necessary technologies. The Microsoft CityNext initiative is a forward-looking opportunity aimed at addressing the challenges and opportunities of modern, healthier, safer and more educated cities. Burrows believes that migration must be seen as a positive opportunity to cities because it brings a great business benefit in the form of diversity. Microsoft itself has many migrants among its employees all over the world. Much of the corporation's assistance to migrants has been pro bono, directed mostly at disaster relief, humanitarian aid and managing displaced people. Most recently, it has been involved in providing donations and technological assistance for the Ebola crisis, the floods in India, the cyclones in the Philippines, and the devastating earthquake in Nepal. For people on the move, food and shelter are not the only – or even necessarily the primary – concerns; charging their mobile phones, finding Wi-Fi to communicate with their families, changing currency for buying food, and finding transportation can be higher priorities. Not knowing where and how to find these services can lead to frustration. Microsoft cooperates with many international organizations in trying to understand how to use technologies, big data and information to help migrants and facilitate their integration.

Chapter 5.

Managing the social effects of migration

International migration and, to a lesser but very real extent, internal migration bring greater demographic and cultural diversity to the cities of destination. The process of integration is complex even for migrants who do not represent any form of diversity. Where diversity is added to migration, however, the process of integration becomes even more complex for the migrant and, if the numbers are high, for the city of destination, as well. In some destination cities, over 50 per cent of the population is now comprised of both foreign born residents and members of visible minorities.[25] Some of the most difficult challenges associated with migration involve the social consequences of bringing together people who were once separated by geographical distance. These social consequences – some of them painful, some of them joyous – can determine election outcomes, as well as the economic, psychological and social well-being of migrants and of the communities in which they settle. They can also frame debates focused specifically on values and morality. Because these issues are so steeped in values, the very terms used in discussing them become the target of controversy and accusation. In this chapter, reflecting the comments made by conference participants, it is clear that most people and most political jurisdictions (including those at the city level) seek societal outcomes in which all live harmoniously – at least as harmoniously as is reasonable to expect of human societies. At the conference and in this report, "integration" is used to describe the desired outcome of the coming together of people through migration, whether internal or international. This desirable result will be one in which people from both sides

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[25] The term *visible minority* is used by statistical agencies, prominently in Canada and partly to enforce Canada's Employment Equity Act. The term has created some controversy – notably, at the United Nations Convention on the Elimination of All Forms of Racial Discrimination in March 2007. Despite the controversy, no successful alternative terminology has yet been proposed. Other terms, once in common usage (particularly the term "race", which has fallen into disfavour among academics) have also been controversial.

of the migration coin are able to live peacefully and with common purpose, in a community that is healthy and sustainable.

Throughout the conference, speakers referred to integration in varying contexts. For a number of them, integration into the local economy was of paramount concern. From this point of view, integration can be assessed in terms of employment and entrepreneurship outcomes, and integration programmes and policies can be seen in terms of removing barriers to employment and entrepreneurship or providing explicit supports to those forms of integration. Some mentioned language training (Ambassador Swing, Jozias van Aartsen (Mayor of the Hague, the Netherlands), Thomas Fabian (Deputy Mayor of Leipzig, Germany, Chair of the Social Affairs Forum of Eurocities), Catalin Grosu (Director, Foreign Affairs and Protocol, Bucharest City Hall, Romania), Valerio Neri (Director General, Save the Children Italy), and Julio Andrade Ruiz (Deputy Mayor of Malaga, Spain), speaking from the floor, among others). Van Aarsten argued that work, language and values are the essentials of integration. Some referred to the recognition of skills acquired in another country (Ambassador Swing) and measures to minimize discrimination (Yu Zhu, of the Fujian Normal University, and Price). Gustavo Baroja (Prefect of the Province of Pichincha, Ecuador) spoke to this topic as well, noting that, as a first step, his province created an institute that produces certifications for the recognition of migrants' skills and working capabilities. Dolores Lopez (Commissioner for Migration, Barcelona City Council, Spain) and Esther Alder (Mayor of Geneva, Switzerland) reported the measures they have put in place to minimize discrimination. Both of them explained that, to avoid discrimination, a society must support participation in the social life of the community as well as in the city's decision-making processes. In general, many speakers regarded the workplace as a highly important locus of integration.

In addition to concerns about economic integration, there was also a high degree of concern over social or cultural integration, and this was discussed from two basic points of view: that of migrants acquiring knowledge of the cultural, linguistic and behavioural norms of the destination society; and that of the host society treating migrants in a way that respects their human rights, creates a sense of inclusion and belonging, and offers a warm welcome to their city. With regard to the first approach, Van Aartsen, for example, noted three principles of integration that apply in The Hague: that migrants recognize the equality of men and women; that they accept the separation of Church and State; and that they learn the local language as soon as possible. Xie Xiaodan (Vice Mayor of Guangzhou, China) noted his city's focus on cultural integration. Anders Knape (Vice-President of the Congress of Local and Regional Authorities, Council of Europe) explained that integration and dialogue with migrants must go hand in hand with the values of democracy, and he illustrated this in terms of the cultural integration of Muslim women into European cities.

But most of the discussion on integration concerned what the host city or broader society could do to help the migrants become part of their community, to have their rights respected, and to enjoy a sense of inclusion. Ambassador Swing commented on the power of policymaking itself – proposing, specifically, a rights-based approach, with migrants at the centre of the policymaking process, and with policies that protect the most vulnerable, that serve to decriminalize migrants, and that help migrants to integrate smoothly. Marta Cygan of the European Commission echoed this sentiment, saying that public support can help to ensure full inclusion and integration, while diversity brings opportunity to both cities and migrants. She urged cities to adopt an attitude whereby migration is not a problem to be solved but a human right to be managed. Mark Owen Woyongo (Minister of the Interior, Ghana) spoke of Ghana's national migration policy, which is intended to create and enable the integration of migrants inclusively.

Thomas Fabian (Deputy Mayor of Leipzig, Germany) took a broad-based approach to the needs of migrants in their integration, noting that, in his city, integration encompasses housing, health, language, education and employment. He stressed that integrating refugees is one of the central roles of cities, as it is in cities that integration either fails or succeeds. In recognition of this, Leipzig has established a system of integration programmes to assist migrants in becoming full members of the community. Fabian underlined the need for key actors in these efforts to be national, regional, local, private, and from civil society, including migrant associations. A crucial element of the integration programme is communication between mayors and citizens, especially to alleviate concerns and fears owing to misinformation or a simple lack of information. Mayors were encouraged to display a positive attitude to citizens and migrants alike. Mayor Fabian, for example, is engaged in active communication with his community, convening sometimes weekly assemblies with the local neighbourhoods to discuss the current migration situation facing German cities. The city of Leipzig will have to provide homes and services for more than 5,000 refugees and it is, therefore, crucial that citizens be informed of, and engaged in, the city's efforts to welcome and integrate their new migrants.

In Costa Rica, the city of Desamparados's Strategic Plan for Development categorizes the migrant population as residents requiring priority action, due to their significant vulnerability. Consequently, as Maureen Fallas (Mayor of Desamparados) explained, their House of Rights serves both migrants and Costa Rican nationals, offering free legal advice and services relating to health, family violence, literacy and numeracy, as well as advocating for measures to reduce discrimination. Mayor Juan Carrasco noted that his city, Quilicura, Chile, in formulating its integration policies, looked at the specific needs of migrants through direct consultation with migrant groups. Areas of focus were the provision of information and protection of rights, governance and participation,

and education. The city is proud to welcome migrants and works towards their effective integration. He recommended a constitutional change that recognizes migrants, not as enemies, but as invaluable resources for the growth and development of Chile. Thomas Moens (Advisor, Cabinet of the State Secretary for Asylum Policy and Migration, Belgium) and Jakob Smits (Director, Reception Centre Petit-Château, Federal Agency for the Reception of Asylum Seekers (Fedasil), Belgium) expressed the Belgian Federal Government's support for migrant integration, noting that welcome centres had been set up, among other initiatives, to ensure that all asylum-seekers are integrated into society. Fedasil has helped to create 50 welcome centres in Belgium to serve their migrant population. Through its activities, the agency aims to facilitate integration of migrants at the local level, as well as helping repatriate those migrants wishing to return to their countries of origin. The idea at the core of this initiative is to achieve integration through many little actions spread across the country at the local level. Moens and Smits also drew attention to the very positive response of many Belgians and NGOs who have volunteered to help the recently arrived refugees.

In a similar spirit, the Commissioner for Migration, Barcelona City Council, Dolores Lopez, explained that the council's focus was mainly on social cohesion, noting that States often do not have the same capacity as cities for dealing with integration. Cities must, she argued, offer assistance to all human beings, providing for their basic needs, regardless of their legal status. She cited Barcelona as an example of this. Barcelona's Intercultural Plan, elaborated in 2009 following extensive public consultation, aims to turn "the coexistence of people of different origins into a real, daily and positive cohabitation". Its main tenets include:

- Equality of opportunity and rights for all
- Recognition of diversity – especially cultural diversity – and the positive contribution that it brings to the city
- The importance of dialogue and other forms of positive interaction between migrants and citizens
- The importance of providing coping strategies for migrants
- Integrating society into migrants' lives, rather than only the other way around

She described how a strategy is being developed to bring migrants' diversity and skills into the local agenda. Part of Barcelona's Intercultural Plan is an "anti-rumours strategy" designed to fight negative stereotypes of migrants. Started as a proposal of the Municipality in 2009, it is now entirely promoted by civil society organizations.

Dr Aisa Kirabo Kacyira of UN-Habitat spoke of the ability of cities to invest in integrating and empowering people of different backgrounds and urged them to create policies of access – to proactively provide information about the city and its services in a language migrants understand and, in general, to help them feel welcome. That is the beginning of connecting and integration, she stated, adding that the difference between a true leader and someone just occupying an office is defined by the connection between the leader and the local population. Mayors need civil society as partners. Networks and teams have to be created to speak for different parts of society. Importantly, migrants need to be integrated into local governance. Leadership means integrating their views, as well.

Marie Price spoke of how cities can create a "broader sense of 'we'" and offered the following suggestions:

- **Outreach**: City leaders need to reach out to new societal members from all parts of the globe – for example, through welcome centres, web pages in several languages, and forums.
- **Data**: Who are the immigrants? Where are they settling? How are they organized? These are some of the data that need to be assessed, and there are many possible ways of measuring them. City officials need a better understanding of who the migrants are.
- **Leadership**: Local leaders are the ones who make immigrant inclusion a priority and who create the discourse on integration.
- **Participation**: Mayors can create immigrant advisory boards, organize one-day seminars for migrants to learn the ways of governance, contact diaspora organizations and introduce local voting.
- **Inclusiveness:** Building a broader sense of "we" is not easy, but it is rewarding.

The concept of integration means many different things to different people, in different societies. Beyond such broad metaphors as *fitting into*, *becoming part of* or *having a sense of belonging*, it is difficult to be definitive. The variety of interpretations means that there are no universal normative prescriptions for either policy outcomes or the means of achieving them. This is an area of policy to be determined by nations and their cities, but within the bounds of universal human rights. However, it is understood that achieving an integrated society/city of migration requires respecting the human rights of all, including those of the migrants in the population and the members of its minority groups.

The conference presentations, taken together, suggest that integration may be seen as a two-way affair, demanding adaptation by both the migrants and the members of the receiving society. The "two-way street of integration" has become celebrated as an ideal in the management of diversity on the grounds that it is a more just and realistic resolution to the challenge. In fact, this is what

tends to happen in societies that have been more successful with their experience of migration: most people are willing to change but not to the extent that they completely erase their pasts. Migrants will retain their memories, their families and their connections with their homeland, regardless of what a destination society tries to impose. In addition, residents of the receiving city often change in the presence of migrants, especially if the migrants are numerous. These changes may be minor and consist of visiting the migrants' restaurants, listening to their music or enjoying other aspects of their culture. Some citizens will become more intimately acquainted with migrants and their cultures through work, school, living as neighbours and sharing the same common spaces such as parks, sports fields and shopping areas. Mutual acceptance in many cities gradually becomes the norm. One might expect that, in the absence of opposing forces, the two-way integration process would be the natural one. Migrants adapt by learning the local language and engaging in the life of the city as employees, business-owners, students, consumers, worshippers and as neighbours. Local residents adapt through being increasingly acquainted with them and their cultures in the workplace, at schools and in other places where people meet one another.

Much of the integration discussion (especially with regard to values) is part of a national discussion. The values that define integration may be values that are national in scope and enshrined in constitutional law or other framework legislation. The approach to integration in Canada, for example, is framed within the concept of multiculturalism, which is a feature of the country's constitution. A city's role in integration is normally to support a national ambition. Cities work within national and provincial/State law, which defines a city's integration framework, at least with regard to the limits of those laws. Cities, however, can develop their own policy with respect to how national or other law may be implemented and how its administration and civil society organizations will support local integration. Although a city's authority is necessarily limited by that of higher jurisdictions, cities have plenty of scope to act on their own, as do their political and civic leaders. Many cities have taken advantage of this freedom and made considerable efforts to support the integration of migrants for the betterment not only of the migrants but of the city as a whole. Even within national contexts where a negative attitude towards migration and migrants persists, individual cities and their leaders can encourage a different narrative – one that supports migrants and seeks to offer them a full and legitimate place in the city's affairs.

Many conference speakers referred to the importance of leadership – particularly as exercised by the mayor – in bringing about effective and just integration. In his introduction to the conference session on integration, Anders Knape (Vice-President of the Congress of Local and Regional Authorities, Council of Europe) stressed the importance of respect for human dignity, saying that political leaders must send a clear political message to the citizens that inclusion, dialogue and

education are needed. Integration and dialogue with migrants, however, must go hand in hand with the fundamental values of our democracies, he maintained. Aisa Kirabo Kacyira of UN-Habitat noted the role of mayors in creating a welcoming city environment, and the special responsibilities that mayors have to the more vulnerable members of society. These sentiments were echoed by Marta Cygan of the European Commission

Marie Price of Georgetown University argued persuasively that the integration of diverse people can only happen when the city's leaders and institutions develop inclusive policies. Leaders who, on the contrary, seek to exclude migrants from the city will fail to achieve cohesion. Price urged city mayors to create the means for newcomers to gain a better understanding of the city, connect with migrant organizations, and start proceeding down a path towards naturalization. Councillor Cedillo of Los Angeles confirmed the importance of leadership in ensuring the protection of migrants' rights.

It was also pointed out that policy and operational responses to diversity must take into account the different local conditions facing city officials. This does not mean that cities cannot learn from one another; on the contrary, it is imperative that they do. But practices that succeed in one context may need to be adapted for application elsewhere.

TRANSNATIONALISM AND INTEGRATION

For societies that want migrants to settle and remain in their cities, transnationalism brings considerations for urban planners and city managers. Transnationalism can be thought of as an effect of modern globalization, whereby technologies enable migrants to remain in much closer contact with their homelands, friends, families and business associates, among others, than was previously possible. This transnationalism is not only facilitated by ICT but also by the generally decreasing transportation costs and the gradual expansion of rights to dual citizenship throughout the world. Transnational communities exist in many countries, and those who live in such communities may be said to live in two countries at the same time and in a robust sense.[26] The technologies of transnationalism allow migrants to maintain daily social contact with people in two countries, to watch homeland television via satellite, to conduct business in both countries at the same time, and to remain politically active in homeland affairs. These changes also bring a change of attitude, whereby migration is no longer considered one-way and permanent, and no longer requires giving up one's sense of homeland identity.

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[26] There is a very large literature on transnational communities. See www.transcomm.ox.ac.uk/ as one source among many.

This has consequences for how migrants regard integration – consequences that need to be taken into consideration when defining what is reasonably possible in an era of high mobility and transnationalism. Now a fact of life for more and more migrants, transnationalism makes it impossible to sustain the integration ideal of migrants entirely forgetting their homeland and taking on the way of life of their adopted city. Today's migrants, for the most part, simply will not integrate to this extent. Maintaining homeland connections is now so easy and inexpensive that there are few incentives to sever them for the sake of developing a new life in a new city.

Some think of integration in terms of migrants acquiring a sense of belonging in their new society. Welcoming communities do indeed make it much easier for migrants to acquire the sense that they belong in their new city. However, while migrants might feel this sense of belonging in their destination city, they may equally feel that they belong in their homeland community. We are in an age of multiple identities, and no policy is going to change this. It is better for cities and their surrounding societies to accept this fact of contemporary life and manage it accordingly. Failing to do so could result in unnecessary social conflict and mistrust, the premature departure of talented migrants that cities need for their prosperity, and numerous opportunity costs resulting from the city turning its back on diversity. Part of the task is to distinguish between removing barriers to inclusion and feelings of belonging from expectations that migrants will come to regard their destination society as their one and only home or centre of allegiance and belonging. The idea of a city as a space of flow, as opposed to a space of place, has resonance. Cities may increasingly be spaces through which people flow, as opposed to spaces to which they come and remain. The most vibrant cities are likely to be those that are open to these flows and that worry less about the permanency of their people. Capital cities with large numbers of foreign embassies have significant transient populations, including embassy staff and the officials of both national and local governments. Few would argue that the transience of so many people has led to a degradation of the city. Rather, the resulting cosmopolitanism is usually seen as an advantage enjoyed by capitals around the world.

INTEGRATION IS LOCAL

It is often remarked that, while migration is the purview of national authorities, integration is a local matter. Ambassador Swing opened the conference with this point, indicating that cities have a responsibility for integration, and that they create environments to facilitate it. He also noted that integration programming incurs financial costs. The size of the city's purse determines the extent to which a city can provide language training, support skills recognition, and provide adequate access to public services. Firudin Nabiyev (Chief of the State Migration

Service in Azerbaijan) spoke about the State Migration Service in Azerbaijan and the 2013 Migration Code that improved national legislation on migration, describing their language courses, programs for community integration, and the successful partnerships that they have established to deliver these programmes. Jozias van Aartsen (Mayor of The Hague, the Netherlands) warned that European legislation sometimes acts as a hindrance to migrants' labour market integration. He supported actions by cities to make it easier for young entrepreneurs to start their own business, to promote the equality of men and women, and to support language training as a priority, citing language as the key to successful integration. Van Aartsen further noted that providing housing and employment is not sufficient for integration. People need to feel that they are welcome in the city and that their presence is valued. He argued that local integration is a joint responsibility of the city, the private sector, civil society and the people in the neighbourhoods themselves. He also noted the importance of the separation of Church and State for social cohesion.

Thomas Fabian (Deputy Mayor of Leipzig, Germany, and Chair of the Social Affairs Forum of Eurocities) listed housing, language, health, education and work as the priorities for cities to address, with regard to migrant integration, citing national governments, regional governments, private partners, civil society, and migrant organizations as important actors in these respects. He stressed that local authorities have a key role to play and that they must communicate sincerely and seriously with their citizens to get to know their needs. Local authorities, Fabian stated, need to fight racism and resolve conflict as soon as it arises. Most importantly, perhaps, mayors need to demonstrate a positive attitude towards migration and the integration of all into the life of the city. Thomas Moens added that cities play a key role in informing newcomers of their rights and obligations. He also acknowledged the thousands of volunteers who have stepped up to help with the challenge posed by the large number of refugees coming to Belgium, as well as the close cooperation between the various levels of government. Jakob Smits (of the Federal Agency for the Reception of Asylum Seekers in Belgium) described their network of 62 centres in Belgium, which offers a total of 25,000 reception places for migrants. The reception network's main focus is integration, and it delivers on its mandate through local partnerships, citizen dialogues and workshops, enhancing relations within neighbourhoods, distributing educational packages and other supportive communications. Catalin Grosu (Director of Foreign Affairs and Protocol in Bucharest, Romania) explained that his city takes into account two important factors for integration: strategic planning and support for migrants (both minors and adults) to learn Romanian. He also informed the audience that Bucharest wishes to increase the participation of migrants in the decision-making process and to create a broad understanding of diversity through various events organized by the city. Grosu also acknowledged the importance of migrants as entrepreneurs for the vitality of the city. H. Julien-Laferrière (Mayor

of the 9th District of Lyon, France), in discussing the integration of migrants, stressed that they are the citizens of tomorrow and called for more exchanges of best practices among cities. He noted that, although the economic downturn has resulted in employment challenges for migrants, without them, Lyon would be less vibrant and would see a shrinking population. In a passionate address, Leoluca Orlando (Mayor of Palermo, Italy) spoke of the moral responsibility of a city to support migrants and their integration into the community. He based his views on the premise that we are all humans with common rights. He introduced a measure into his city granting the right to vote to all residents, migrants and citizens alike, regardless of whether the migrants were refugees or economic migrants. He described Palermo as a multicultural city, like a "painting without a frame". In his support for equal treatment for migrants, he referred to human rights as ultimately the highest weapon against racism and intolerance.

Xie Xiaodan (Vice Mayor of Guangzhou, China) also recognized the links between diversity, inclusion and development, stating that the integration of migrants was essential for them to be able to contribute to economic development. In his presentation, he also noted the importance of culture in integration. Wu Hailong (Permanent Representative of the People's Republic of China to the United Nations Office in Geneva) described the context within which China welcomes foreign migrants for business, work and education, noting that laws are in place to clearly define the rights and obligations of international migrants, and that the management of migrants is constantly improving. In neighbourhoods where migrants concentrate, centres have been set up to foster integration. They work with the local population to ensure that all can live together in equality. With regard to internal migrants, work is being done to strengthen infrastructure and public services, with the human rights of migrants at its core. This translates into the enlarging of public services covering aspects such as education and social security. Living spaces are also being improved, entrepreneurship is encouraged, and jobs are being created. Khalifa Ghoula (Counsellor, State Secretariat for Immigration and Social Integration, Ministry of Social Affairs of Tunisia) noted the problem of numerous organizations working with migrants without any kind of coordination, demonstrating the need for planning by the city to ensure a coherent approach. Governments, he said, must protect migrants' rights, including those of asylum-seekers and refugees. The institutional framework must take into consideration the migrants' needs for assistance, access to services, and adequate affordable housing. Mark Owen Woyongo (Ghana's Minister of the Interior) agreed that migration is high on the global agenda and said that Ghana's national migration policy is to create and enable the inclusive integration of migrants. Ambassador Salomé Ndayisaba of Burundi argued that her country needs to develop a migration management policy that focuses on integration at the local level. Migration is to be made part of sectoral

development strategies and, accordingly, the Government of Burundi sees a role for the international development community to play in migration management.

Juan Carrasco (Mayor of Quilicura, Chile) described the creation of an Office for Immigrants and Refugees, intended to make integration more publicly visible and to promote human rights. The city enacted a welcome plan for migrants and refugees that diagnosed their needs so that fair participation was possible and their housing, education, health and other needs supported. Their Office for Immigrants and Refugees works on five axes: 1) information and rights; 2) government and participation; 3) education; 4) living alongside one another; and 5) equal access to social rights for all.

According to Julio Andrade Ruiz (Deputy Mayor of Malaga, Spain), Malaga – a diverse city of 600,000 – has adopted the goal of integrating migrants, especially the most vulnerable. There is a framework plan for integration that includes language training for newcomers, education for the second generation, and programmes to promote a positive attitude towards diversity within the host population, strengthen immigrant associations, and secure migrants' access to all city services. A delegate from Uruguay added that, in an unprecedented era of migration, well-managed migration and coordinated policies need to be implemented. The human rights of migrants need to be respected. In Uruguay, 96 per cent of migrants move to cities. The Uruguayan governance of migration takes into account the local point of view. Among other measures, Uruguay developed a rapid response plan that enables people to access basic services and the labour market as quickly as possible. A social policy agreement between Uruguay and Brazil focuses on migrants at the border.

Nisha Agarwal (Commissioner for Immigrant Affairs, New York City) explained that New York enacted several policies to promote immigrant integration, including the city's ID card, established in January of 2015 and inspired by the needs of undocumented people. The NYC identity card goes to New Yorkers regardless of their immigration status. Nearly 600,000 individuals have signed up for the card. Inclusion needs to take into account the entire community, Agarwal explained. Language access was boosted through the creation of positions in language training coordination. Furthermore, New York is learning from cities around the country – for example, about health access for migrants, from Californian sister cities. New York is also coordinating with other cities to make their voices heard in immigration discussions.

Mayors can have a strong influence on the migration narrative and can counterbalance negative stereotypes that may be put forth in national politics. On the political participation of migrants, the Migrant Integration Policy Index,[27]

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[27] See www.mipex.eu/.

which assesses integration-related policy throughout the EU and in a few other countries, puts considerable emphasis on political participation – particularly on the right to vote and the right to stand for elected office. Only a few countries extend these rights to migrants at the level of national politics, but the story is different for local elections. Many EU countries allow non-citizen residents the right to vote in local elections, but many other countries of the world restrict voting rights at any level of jurisdiction to citizens and, in many of those countries, citizenship is extremely difficult to obtain. It is usually not within a city's authority to decide whether non-citizens may vote in local elections, and their influence on political participation may therefore be very limited. But, in cities where national law permits non-citizen voting in local elections, the city has a significant opportunity to promote the political participation of migrants. Thus, city leaders – both elected and non-elected – have the opportunity, if not the responsibility, to facilitate the participation of refugees and other migrants in local politics. In her presentation, Marie Price indicated that allowing migrants to vote has a beneficial impact on migrant integration.

Chapter 6.

Managing migration – local governance

This chapter looks at the governance of cities that experience high levels of migration and high levels of population growth and diversity. In many countries, the constitutional division of powers between national and local authorities (with perhaps a State or provincial authority in between) was established well before the trend of rapid urbanization that has so dramatically altered the nature of our societies. When a much higher percentage of citizens lived in rural communities, centralizing more power (including taxation power) in national governments made greater sense than is the case in many countries today, where the majority of citizens and other residents live in cities, and where a rational division of power might call for different solutions. In some countries, such as Argentina, Belgium, Iceland, Israel, Japan, Kuwait, Luxembourg, Malta, the Netherlands and Uruguay (but not including city States), urbanization rates are now beyond 90 per cent and many more are beyond 80 per cent. Most of the economic power of these societies is found in the cities; the majority of its voters are in the cities; and the majority of a country's ideas and innovations are developed in cities. Urbanization will continue throughout the world, with most growth taking place in developing countries, since most developed countries already have very high urbanization rates and, therefore, less room for further growth. Governance structures are intended to serve the public interest. With the dynamics of cities constantly shifting as a result of sustained urbanization, the contemporary divisions of authority may need to be revised.

The case for governance reform is perhaps more robust for megacities and global cities – the latter, especially, given their exceptional power and influence beyond national borders, as well as their overall governance capabilities. Some megacities, in spite of – or *because* of – their size, experience severe challenges in effective governance, particularly those in developing countries that are unable to provide adequate infrastructure or that experience significant levels of

social conflict. Among the challenges of governing any city, whether high- or low-income, is coordinating planning across the various centres of responsibility in the city administration. These problems arise even in smaller high-income cities with advanced communications technologies. In such cases, the ultimate issue is of governability, or transformation of a situation of partial anarchy into one of effective governance by a recognized legitimate authority. In considering the governance of migration and in the mainstreaming of migration into governance in general (and urban planning, more specifically), the question of whether a city is governable as a single political unit is key to the issue of the governance of migration. This is particularly relevant in cases where a city is culturally divided and governed by an administration representing primarily one group's interests, as is the case in many countries. Recommendations for how a city ought to govern migration and its economic and social effects must take into account the capacity of a city to govern itself in general – just as it must take into account the migration environment, the fiscal environment, the quality of infrastructure and so on.

The areas of consideration for the local governance of migration include how a city can mainstream migration into governance and urban planning, the relations between the local administration and the national (and, in some cases, State or provincial administrations), and the relationships between city authorities and migrants and their organizations. It is worth repeating here the oft-made point that it is national governments that are responsible for managing international migration into the territory controlled by the State, but local governments that feel the effects of these decisions or the effects of uncontrolled migration into the cities.

Cities must recognize that they bear responsibility for managing the impacts of migration and that they need to equip themselves to do so as effectively and humanely as possible. There are many aspects to doing this – such as making unilateral decisions and actions, and creating partnerships with other levels of government, the private sector, civil society or the international community. These actions enhance its capacity to manage migration, in terms of both the population growth it brings and the diversity that accompanies migration, particularly migration from beyond its national borders. But the first step that a city must take in managing migration is to acknowledge that it does, indeed, have a viable and legitimate role to play, and that migration is not only the purview of the national government. To take this position is an act of leadership; it is to say that the city and its administration will assume some responsibility for managing migration and be accountable for the results. The Deputy Mayor of Stockholm, Emilia Bjuggren, spoke about the migration situation facing Sweden and emphasized the importance of collaboration between central and local authorities, as well as with civil society and the business sector. Supporting this sense of partnership, the Swedish Prime Minister, Stefan Löfven, recently launched Sweden Together

– a forum for dialogue with all actors, including civil society, involved in refugee and migration management. The dialogue is held at a national, regional and local level, and aims to create awareness, understanding and consensus on the issues at hand, as well as sharing best practices and developing innovative solutions for effective and inclusive migration management. This project is rooted in the premise that dialogue is essential to prevent political tension and social unrest following migration.

Cities are expected to work within the limits of national legislation and, where applicable, laws enacted by State, provincial or other intermediary levels of government. It is these other levels of government that determine the limits of a city administration's authority. Of considerable importance, especially with regard to costly infrastructure development, is taxation power, which is frequently extremely limited. As a result, taking on infrastructure development usually demands establishing funding partnerships with higher levels of government and, increasingly, with the private sector. In cities in developing countries, financial support may also come from the international community or other sources. Although much of the funding for major projects will come from sources beyond a city's coffers, the impetus for embarking upon these projects usually comes from the city itself; it is the city that will first recognize the need for infrastructure development as a result of population growth or other conditions. A city is where challenges, needs, gaps and opportunities will first become evident.

Cities can and must play a role in ensuring the adequacy of the infrastructure to meet the needs of their residents and in the settlement and social and economic integration of migrants. They normally need to do so in partnership with other levels of government, civil society, the private sector and, at times, the international community. Various speakers asked whether national governments ought to involve cities in decisions about the number of immigrants to be admitted to the territory each year and under what conditions. Should cities have a role in determining the human capital requirements of admission to the country? Should cities participate in discussions about managing internal migration flows? Perhaps the remarkable thing to note is that cities are generally *not* part of the planning discussions for migration, and that such discussions are largely reserved for national governments, despite the fact that it is cities that will shoulder the responsibility for the migrants once they arrive. This is, on the one hand, a matter of fairness but, on the other hand – and more importantly – it is a matter of effective governance. National governments that regard immigration as a means of enhancing their country's economic fortunes may no longer be the main drivers of migrants crossing their borders. When migrants make decisions on where to move to, it is more than visa policy and waiting times that matter. It is the presence of family and friends, the availability of employment or the potential to establish a business, the availability of high-quality education, and

a safe and appealing social and physical environment that make the difference, and these are local conditions. Clearly, cities are the key factor in determining where migrants will settle and whether a national government's migration policy will succeed.

In today's environment of global competition for talent, migrants with talent have numerous options for where to settle and, although national visa policy is a factor, it is the appeal of one city over another, of one employer over another, of one university over another, of one physical environment over another, and of one social environment over another, that ultimately makes the difference. A country's ability to compete for talent relies upon the competitive advantages of its cities. Similarly, a country's ability to settle and integrate migrants is determined by the ability of its cities to settle and integrate migrants. Consequently, not only should migration be mainstreamed into urban planning, but local interests should be mainstreamed into national migration planning and policymaking. The reason for so doing is that a national migration policy will only be as effective as the capacity of a nation's cities to integrate the migrants into its neighbourhoods, institutions and labour market, and to provide the infrastructure and other services that successful integration requires. It is in the interest of the State and of the city to cooperate to ensure that migration is managed for success.

Mainstreaming migration into local governance must therefore incorporate a recognition of where the city must advocate for working partnerships with national and provincial/State governments whose cooperation will be required for success. Much of what a city will need to do to manage migration will be beyond its ability to fund. The policy on the number of migrants admitted to a country must take into account the evolving abilities of cities to receive and settle migrants; and cities will want national, provincial and State leaders to work with them to ensure that the public is broadly supportive of migration and integration. Leaders within higher levels of government will need to recognize that local governments will be able to discharge their responsibilities for migration only with their support and cooperation. National governments will need to heed the concerns of cities if the migration process is to work in both the local and the national interest.

Causes that are rooted in moral codes are sometimes susceptible to perfunctory responses from policymakers and planners. Mainstreaming migration into local planning could suffer the same fate as many other causes that have failed due to a lack of understanding of the issue or of what mainstreaming entails. In a list of planning priorities, migration might appear as an afterthought at the end of a document rather than being built into the process. For mainstreaming to be effective, policymakers and planners need to understand the magnitude of the impact of migration on the city's institutions, business community, infrastructure,

neighbourhoods and service sector. If migration is presented as only a matter of respecting rights, mainstreaming might become perfunctory. But if a city comes to recognize that migration has many powerful impacts, bringing with it significant opportunities for economic growth and vitality, there will be a much greater incentive for migration-related issues to be built into its policy process, including with regard to relations with higher levels of government. However, the case must be made on a foundation of empirical evidence and analyses of migration trends.

Several calls were made by representatives of national and higher levels of government to seriously consider mainstreaming local interests into their migration policy development exercises through cooperation with local authorities. This means engaging them as legitimate players at the planning table, with fully legitimate interests that are best addressed through intergovernmental processes. National governments need to recognize that the success of their migration policies largely depends on the municipalities to which the migrants are drawn. In other words, national governments should bring local administrations to the discussion table – not out of a political concern about equity, but out of a desire to do planning well and to achieve the intended programme objectives. Although national governments have authority over managing external borders and for determining who receives an entry visa and under what conditions, how they manage migration across their borders ought to be determined through analyses of the capacity of its cities to settle and integrate migrants, of the opportunities and direct benefits that migrants will bring to the cities, and what forms of cooperation (including, perhaps, the devolution of authority) make for optimal results. The transfer of national government funds to a local partner for settlement and integration programmes is one example of such devolution. National governments might have a concern for relatively uniform standards across the country, but these standards could be built into funding agreements. In any devolution of authority, it is important to remember that it is at the local level that a direct knowledge of what migrants require is to be found. As described earlier, one effective model has been for local civil society organizations to deliver integration programmes with funding from national governments – which naturally comes with certain performance expectations and accountability for results achieved. National governments need to accept that sometimes outcomes improve with devolved responsibility.

Involving cities in national migration planning is challenging logistically and in terms of cooperation. But it need not be up to only the national government to develop ways to achieve effective cooperation with cities, since cities themselves should be able to offer solutions. One obvious point of departure is with national and international networks of cities, such as the League of Cities in the United States, the Federation of Canadian Municipalities, EuroCities, Cities Alliance, the United Cities and Local Governments initiative, and the Canadian-led Cities of

Migration – all of which serve as advocacy and information-sharing organizations with a very large membership across their respective countries. Such networks are in a position to at least begin a process of formal involvement of cities in national policy-setting on migration. With formal roles would come adjustments to their mandates and ways of working to allow them to become even more effective representatives of the cities in their countries.

Accepting more responsibility for managing migration and its effects requires a state of preparedness on the part of many actors in the city, beyond the mayor, council and administrative bureaucracies. Ideally, the business, education, health care, social services and civil society sectors should be brought into "whole-of-city" discussions. Local bodies would need to be created to engage these actors in meaningful dialogue about how to take advantage of the opportunities that migration offers and to meet the challenges that it presents, in ways that achieved results for all. Each of these actors already has numerous responsibilities, and for them to be convinced that they ought to engage in migration management requires that there be demonstrable benefits for them in taking the time and, perhaps, in expending resources to do so. Businesses will need to be convinced that they will benefit from a stronger and more innovative workforce, increased investment or increased sales, and more favourable land use decisions as a result of participating. Otherwise, they will not be willing to engage. Local governments will need to present the case for cooperation on migration as one whereby the entire city will benefit. With regard to civil society organizations, they can play an especially strong role in settlement and integration, but they will need financial and other support to do so. Cities need to recognize that it will often be through civil society organizations that they will achieve meaningful dialogue with their migrant residents. Cities should therefore encourage the formation of immigrant organizations and make it clear that they wish to work cooperatively with them to improve living and working conditions for the migrants. On the other side of the same coin, immigrant associations ought to show a strong willingness to work with local and other governments, rather than assuming a position of "anti-governmental organization".

Non-governmental or civil society organizations have come to play a very significant role in the governance of migration. Whether they are operating on behalf of, and with funding from, a government or do so entirely independently, local NGOs exert a major influence on settlement and integration programmes, as well as advocating on behalf of migrants to governments. In cities and countries where there are few, if any, integration programmes, it is often civil society organizations that fill this important gap. Religious organizations, labour unions or other charitable community service organizations often devote time to assisting newcomers to the community. Furthermore, many of the NGOs dedicated specifically to migration are run by migrants themselves. This has a number of benefits, including the in-depth and intimate knowledge

of the situations faced by migrants, the added comfort that immigrant-run organizations can bring to newcomers because of shared experiences, and the empowerment that working in the NGO sector can bring to the migrants. Often, governments simply do not have the capacity to be as responsive to migrants as NGOs can be. They may not have enough staff, the same degree of knowledge, the language skills required for effective communication with the migrants, or the connections to the migrants' homelands, which can yield crucial knowledge and other insights into the situations of existing and future migrants.

The local governance of migration in many locations is in a state of dynamic development. More and more cities are recognizing that they have a legitimate and important role to play in managing migration, both to receive its benefits and to minimize its costs. Given the divisions of power in most countries, cities are at a disadvantage; they do not have the authorities – particularly taxation authorities – to finance the requirements of managing migration from their own budgets. Instead, they must appeal to higher levels of government for financial support for infrastructure development and the multiplicity of settlement and integration support mechanisms that are needed. Some cities have long-term experience in managing migration and in conditions in which doing so well is possible. Other cities are simply overwhelmed by the numbers of migrants (including those seeking protection from conflict or environmental disaster) that have come their way through rapid and voluminous urbanization. The ability of cities in these conditions to manage migration is severely limited, and it is incumbent upon those in the migration community, whether in government, the academic community or the international community, to recognize the significant differences in the capacity of the world's cities to manage migration.

John Bongat (Mayor of Naga City, Philippines) spoke in detail about how Naga City has begun mainstreaming migration into local planning. He noted the important assistance offered by IOM and JMDI in this initiative, which included the establishment of working groups, sectoral consultations and project prioritization to identify the top priorities for local action. It was in 2011 that IOM selected Naga to pilot mainstreaming migration at the local policy level. Some of their top priorities were in the areas of social protection, remittances, migrant services, data on migrants, partnerships and investment promotion. In 2012–2013, the working group was converted to a more formal City Advisory Committee on Overseas Filipinos – normally the purview of the Government of the Philippines. In 2012, the City Council approved a Migration and Development plan that enhanced their Community Development Plan. JMDI grants continue to help expand this programme to other municipalities. Concrete measures taken through this joint initiative included offering financial advice for families in the Philippines, counselling services for families in distress (for psychological problems, for instance), and the creation of a Migrants' Resource Centre, to be opened in December 2015, as a one-stop-shop for services to migrant families.

The process yielded a number of insights that prompted further action – for example, that migration is both a national and local issue, that limited local capacities have to be strengthened, and that local champions can greatly help to develop the process that otherwise might stall and fade from view.

In his opening remarks to the session on linking local and central authorities for good migration governance, François Decoster (Chair, Commission for Citizenship, Governance, Institutional and External (CIVEX), European Committee of the Regions; Mayor of Saint-Omer and Member of Nord-Pas-de-Calais Regional Council, France) spoke of the need for authorities to share responsibilities and noted the need to coordinate the arrival of migrants when numbers are high. Emilia Bjuggren (Vice Mayor of Stockholm, Sweden) explained that refugees arriving in Sweden are a national responsibility, whereas local authorities have responsibility for housing and education. She noted that their migration system has to be more flexible in order to adapt to each migrant, and she acknowledged that the appropriateness of all levels of government having a role to play.

Khalifa Ghoula (Counsellor, State Secretariat for Immigration and Social Integration, Ministry of Social Affairs, Tunisia) observed that, in Tunisia, there are many organizations working with migrants without any kind of coordination. A number of speakers noted the importance of involving migrants in local governance, primarily to achieve a better understanding of their needs, but also to achieve a greater degree of inclusion. Liu Gyoung-gee (Vice Mayor of Seoul, Republic of Korea) noted that Seoul is becoming increasingly multicultural and has established the Dagachi Plan to guide the local government and migrants there in working together to achieve a city where "multiple perspectives are valued and everyone is happy".[28] (Dagachi means *all together*.) Ferran Bel (Mayor of Tortosa, Spain) described the rapid increase in Tortosa's migrant population – from 4 per cent to 26 per cent in five years – and the many challenges that it presented to the government in providing services and maintaining social cohesion. He explained that civil society organizations were instrumental, along with the private sector and foundations, in managing these challenges. Others, such as Djibril Diallo (Special Adviser, UNAIDS and President of the African Renaissance and Diaspora Network) and Valerio Neri (Director General, Save the Children Italy), specifically mentioned the benefits of involving youth in discussions of program planning.

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[28] See www.iom.int/sites/default/files/our_work/ICP/IDM/2015_CMC/Session-VI/Gyoung%20-gee/presentation%28seoul_vice_mayor%29_session6.pdf (page 24).

Chapter 7.

The role of the international community is key in improving migration management capacities and facilitating collaboration

Many of the municipal officials who spoke at the conference expressed appreciation for the opportunity for local representatives to explain the situations that their cities face and to share their experiences with officials from cities from all over the world. It was clear that there is a global appetite for conversations of this sort.

However, it was also noted that, since cities have no autonomy beyond their borders, the nature of their relationship with international organizations is unclear. What is the sphere of action for the international community with regard to cities, and how can these intergovernmental bodies work with city administrations? What role should the international community play with regard to migrants and cities? Where can international organizations add value to the governance of migration at the local level? And, importantly, to what extent and how should international organizations involve national governments in their dealings with cities?

These questions were debated under session VI, dedicated to the aspect of partnerships in the management of cities and human mobility. Many speakers referred to the important role of several stakeholders (including international organizations, civil society, the private sector and intergovernmental bodies) in partnering with cities to better manage migration and to optimize its benefits in favour of local development.

The leading role of IOM was particularly highlighted by mayors and city leaders, who appreciated the organization's initiative to include them in a global discussion of such an important aspect in the daily management of their cities. By providing this opportunity to discuss the role of cities in managing human mobility

(in addition to its other dealings with cities of migration[29]), IOM is leading the way for more involvement of cities and local leadership in the debate, while promoting greater recognition of their role as key actors in this area. Another recurring theme was the involvement of city administrations in migration as an inevitable consequence of urbanization, whether with regard to the movement of people internally or with the urbanization of international migration. In inviting local actors to a global debate with all relevant parties involved in the governance of migration, the conference contributed to policymaking, planning and operations.

Frequent references were made to the international community's role in supporting cities to fill in the gap in the marketplace of ideas on migration and cities – a gap that the cities themselves are unable to fill. In other words, there is an important potential for the international community to partner with cities and national governments on this issue. As was demonstrated at the conference, which attracted a large number of local and national delegates and expert speakers from around the world, there is a keen interest among city leaders to discuss the issues openly and internationally. All of them recognized that gatherings of this sort are of great value, not only for the immediate results achieved and the various points introduced, but also for raising the visibility of the issues in general; for setting before a global audience the fact that migration has become almost entirely urbanized, thereby creating significant challenges for cities around the world; and for highlighting the fact that migration also presents exceptional opportunities for greater prosperity, if it is managed well.

Ultimately, events of this sort are expressions of optimism and hope, for their message is that migration can, in fact, be managed at the local level and for the city's benefit. Cities facing what might appear to be desperate migration situations may come away from such conferences feeling more confident and better equipped to deal with the challenges that they face. Strong calls were made for ongoing events of this sort, recognizing that their potential is vast and that the October 2015 conference was but a beginning. For future conferences, IOM was urged to develop a more ambitious agenda by including intensive workshop sessions, training sessions on specific issues, and more focused information and good practices-sharing sessions. Some of the leadership within the conference (for example in workshops) could be devolved to individual cities or city networks such as those mentioned above – a shift that would offer yet more direct local-level information-sharing, while empowering municipal representatives.

National governments need to have a formal place in these discussions, at some point, if they are expected to serve as partners in many of the local responses

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[29] Such as supporting the Joint Migration and Development Initiative, along with UNDP.

to migration. Some speakers advocate prioritizing the cities' agenda in such meetings, while ensuring the participation of national governments. National governments could be asked to provide financial assistance to municipal delegates – at the very least, for their countries to attend and participate in the event. There were calls for national governments to recognize the pressing realities of migration: not only are cities most directly impacted by migration, but they are also not necessarily able, on their own, to deal with its consequences or take full advantage of its opportunities, given the constitutionally prescribed limits to their authority. Many speakers emphasized the need for more and better-directed cooperation between levels of government in the management of migration. Engaging national governments in these discussions would also remove any discomfort that the international organizations' Member States might feel towards the international organizations' direct involvement with the cities, which fall under their national jurisdiction.

Leadership can be exerted in many other ways – notably, through the provision of knowledge and expertise to local actors. Many international organizations have strong capacities for research, data collection and analysis, and knowledge mobilization. This expertise is of immense value to the migration discussion, both in conference settings and in bilateral contexts. Few cities, even in developed countries, have the luxury of their own research and data functions. Instead, they rely on national statistical agencies and other national-level research units, as well as academic institutions, for facts and analyses. Many countries have statistical agencies and university sectors that lack the necessary capacity and expertise, leaving their cities at a disadvantage regarding evidence-based policymaking and planning. In this context, the role of international organizations was repeatedly emphasized by speakers who underlined the importance of countries and cities governments having access to data in their policy-designing process.

There were many references to IOM's robust research arm, which produces highly respected work on migration throughout the world. IOM recently opened a new data centre in Berlin, to "provide authoritative and timely analysis of data on global migration issues and become a global hub for data on migration".[30] The Global Migration Data Analysis Centre is founded on the premise that: timely data on migration are often scarce, making it difficult for decision makers to develop effective migration policies; even when migration statistics do exist, policymakers may not make full use of them because data are often scattered between different stakeholders and between different countries; sharing data effectively is often just as important as collecting data; poor presentation of migration data can contribute to misperceptions about migration, and can

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[30] See http://iomgmdac.org/about-gmdac/.

distort public opinion; and better analysis and communication of the data are needed to promote a balanced debate on migration issues.[31] The centre is in its early stages of operations but may, in the future, be able to contribute significantly to our knowledge of migration as a form of urbanization, as well as how it affects cities. Its objective of becoming a global migration data hub will involve data collection and analyses of direct interest to the world's cities of migration, ideally beginning with cities in low-income countries that most need outside assistance in securing the evidence they need for their urban planning and policy development.

Offering information and analysis is just one step away from offering advice, and international organizations will need to be sensitive to the concerns of State sovereignty. The standard safe ground here is to facilitate the sharing of best practices, ideas and experiences, with the ideas being promoted by the people and organizations around the table, rather than by the convening organization. There are many ways of identifying, developing and sharing best practices, including conferences and workshops, printed publications, and online exchanges such as webinars, chat groups and forums, as well as online posting of documents. However, as stressed earlier, it is very importance to treat different local conditions on a case-by-case basis. A best practice for Hamburg is not likely to be a best practice for Mumbai or Quito. Similarly, a best practice in Johannesburg may not be of the highest value to Vancouver or Istanbul. This point must be emphasized because the global migration discussion has been dominated for years by the concerns of the West and, recently, by those of Europe.

The challenges that Europe and other OECD countries face are very real and deserving of attention by the international community, particularly when public opinion poisons Europe's response to the refugee crisis in Iraq and the Syrian Arab Republic, and the related migration and refugee challenges in the entire Mediterranean region. But Europe's problems are not South Africa's or Ecuador's or Kenya's or Lebanon's. It is incumbent on the IOM and other international organizations to look at the phenomena of migration and its effects on cities – both positive and negative – from the perspective of countries in the Global South. How migration manifests in developing countries is often very different from how it manifests in the OECD group of States, which makes it impossible to apply analyses of, for example, a European country to low-income countries.

IOM interventions on migration and cities – particularly as a knowledge broker, a convener and a source of data and analysis – can be of significant benefit to cities around the world. IOM can help bridge the gap between cities of the world, bringing them together to discuss migration, the opportunities

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[31] Ibid.

it affords and the costs it imposes. It was in this area that speakers felt that the international community can most add value, and they encouraged IOM and other international agencies to continue with this sort of initiative and to broaden their interventions in these ways. Some speakers welcomed the fact that IOM has recognized migration as primarily an urban phenomenon, highlighting the importance of its Member States' support in continuing and expanding this work. Many implied requests were made to IOM to demonstrate to its Member States the value and, indeed, the necessity of treating migration as an urban phenomenon and not just a matter for national governments to manage, and to encourage partnerships between national governments and their respective cities. An oft-repeated point was that the success of a national migration policy depends inherently upon how well its cities can manage it. But in the development of its policy programme, IOM was encouraged not only to recognize the deep differences in the situations facing cities – those of the Global North and of the Global South, as well as cities in situations of crisis – but also to prioritize them according to need and to the availability of knowledge and other resources.

A final theme, regarding the role of the international community and IOM, was their operational roles – particularly in situations of crisis, many of which affect cities most intensely. As humanitarian organizations, IOM, the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), WHO and many others are on the front lines of migration crisis and post-crisis management, providing safety and security to the people who need protection as well as housing, food, clothing, transportation and other logistics. "IOM's activities relating to emergency and post-emergency operations assistance focus on four phases of emergency intervention: mitigation, preparedness, response and recovery. Programme activities cover emergency relief, return, reintegration, capacity-building and protection of the rights of affected populations. In particular, IOM engages in programmes that support the return and reintegration of former combatants into civilian life as an essential part of the transition from conflict to peace, while also helping to strengthen government capacity. Where applicable, health and psychosocial support components are integrated into the multisector response activities. IOM programmes in the post-emergency phase bridge the gap between relief and development by empowering communities to assist in the reconstruction and rehabilitation of affected areas as one of the ways to prevent forced migration."[32]

Discussions of the emergency response roles of the international community raised, inter alia, the issue of the extent to which national internal emergency and other operational plans are developed, but from the point of view of the

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[32] See www.iom.int/humanitarian-emergencies.

cities affected. As urbanization relentlessly progresses, disasters (whether they are man-made conflicts or natural disasters) will increasingly occur in cities, and the human impacts will be greatest in cities simply because that is where most people now live. Many cities, particularly those in higher-income countries, have disaster plans. This may be especially true of cities in areas prone to natural disasters and cities that have emergency plans and logistical facilities from the days of the Cold War. But to what extent are local disaster plans coordinated with those of national agencies and those of international organizations? Normally, disaster plans attempt to coordinate the responses of local agencies with those of national and other actors at higher levels of government. Rarely will an emergency response plan refer to the international community or to international NGOs, because the idea of the plan is to enable the city to be as self-reliant as possible, as opposed to relying on an international aid agency to do their work for them. The reality is often quite different, with national governments requesting assistance from the international community if their own resources and capacities are overwhelmed. This raises the question of whether and to what extent international humanitarian agencies should participate in a city's emergency planning exercises and the extent to which those agencies' own plans should incorporate an approach to working with city administrations in cases of emergencies.

MIGRANTS' VOICES

IOM is convinced that no dialogue on migration can be complete without the voices of migrants being heard. The Migrants' Voice Panel is an integral part, and one of the highlights, of IOM's dialogues on migration. The personal migration stories that migrants share with the audience ensure that policy discussions are grounded in the genuine experiences of migrant men and women. For this reason, the International Dialogue on Migration (IDM) has made it a tradition and a priority to invite migrants to share their personal stories, experiences, hopes and dreams with government representatives and others attending the IDM workshops. What follows are two testimonies shared at IOM's Conference on Migrants and Cities.

Xyza Cruz Bacani is a Filipina street and documentary photographer who has been featured in the *New York Times' Lens* blog, on CNN and in various international media publications, not only for her excellence in photography but also for her inspirational story. The daughter of a migrant domestic worker in Hong Kong, China and Singapore, at the age of 19, Bacani also became a domestic worker in Hong Kong, China. It was there that she started to use photography to tell otherwise unheard stories of her fellow domestic workers. Bacani was eventually able to quit her job and become a full-time freelance photographer. She spoke about photographing for six years in the streets of Hong Kong, China and

New York City to raise awareness about migrant workers and to educate people to respect them for the valuable contributions they make to the community. She also uses her work to raise funds for Bethune House Migrant Women's Refuge – a shelter for abused domestic workers in Hong Kong, China.

The Philippines is one of the biggest suppliers of skilled and low-skilled workers in the world. Due to poverty and a lack of opportunities, 6,000 Filipino workers leave their country every day, in the hope of improving their economic situation, but leaving their families behind. Overseas Filipino workers (OFW) represent the biggest industry in the Philippines and, with its yearly remittances, it is the country's biggest earner. Nevertheless, Bacani spoke about Filipino migrant workers being vulnerable to all kinds of illegal and unjust labour treatments.

She shared her personal migration experience, putting in evidence some of the huge problems that migrant workers go through – particularly in the city of Hong Kong, China – such as abuses by labour placement agencies and employers, discriminatory behaviour by the host community, isolation due to lack of access to communication channels and contact with family or friends, fewer rights, family separation and the risk of human trafficking. Recently, *The New York Times* published Bacani's story about human trafficking in New York City. The goals of her project are "to give a visual voice to these invisible people", raise awareness about the challenges of migrant workers and make sure that migrant workers are informed about their rights.

The second migrant's voice was that of Anta Sane – a Professor of Political Science and International Relations at Howard University, Washington, D.C., who migrated from her native Senegal to Boston to pursue her studies. Dr Sane was the first African and third president in 25 years to serve a two-year term as the National President of the National Black Graduate Student Organization – America's largest interdisciplinary Black graduate student organization. She is currently coordinating for Africa 2.0 – President Obama's Young African Leaders Initiative (YALI).

One of the main difficulties Dr Sane had to face in her new country of destination was the language barrier. She described her inability to communicate properly with people and the frustration she experienced. The third and most difficult challenge (after food and social habits) was racism and discrimination – particularly in the workplace. Yet despite these and many other challenges she had to face, she managed to succeed in her college studies. She graduated with an honours bachelor and two master's degrees and she finished her PhD in four years. She is now presiding over the National Black Graduate Students Organization as the first African to lead this organization in the United States. Thinking about what she could do for her country, Senegal, she decided to contribute to the development of cities and the management of migration at the

local level through her coordination of Africa 2.0 activities as part of President Obama's YALI. Africa 2.0 is a pan-African organization that called upon her expertise in youth programmes to coordinate the recruitment as well as other activities for YALI.

Dr Sane's goal now is to help young people be successful leaders of today and tomorrow. She spoke about the impact of migration on cities (looking particularly at youth) and about her focus on the policies, initiatives and programmes that cities have in place to keep youth engaged at the city level. She believes that this can prevent young people from embracing dangerous migration routes at the cost of their lives in search of a better future and opportunities. "If we make sure that they have these opportunities at home, and we keep them engaged, this will stop the massive and deadly migration via the sea," she said. However, she believes that it is critical to equip youth today with the skills to create their own jobs. For instance, Africa 2.0 helps young people to get trained in entrepreneurship, civic engagement and public management. In its post-training activities, the programme ensures that youth have access to internships and helps them seek funding for their projects, so that it is really a powerful incentive to improve their skills. She trusts that, if young people succeed, they can create opportunities for others, too. Entrepreneurship, aside from its financial benefits, is a way to stop youth from embarking on perilous migration journeys. Finally, Dr Sane encouraged local authorities to support the creation of youth entrepreneurship through financial support, training and mentoring. She also urged local authorities to define areas of economic growth within their own cities, such as agribusiness and mobile technology innovation, and to foster entrepreneurship in those areas.

Conclusion and recommendations

The 2015 IOM Conference on Migrants and Cities succeeded in drawing detailed attention to the imperative that the management of migration and its effects be an integral part of local governance specifically. Managing migration cannot be left to national authorities alone, despite the fact that it is national authorities that control the movement of people across international borders. This principal conclusion rests on the fact that contemporary migration, both internal and international, is now predominantly to cities, as opposed to rural destinations. The worldwide trend of increasing urbanization is a trend of increasing migration. Higher-income countries have become largely urban, with many having well over 80 per cent of their population living in cities. The future growth in urbanization now lies in lower-income countries, which are urbanizing at much higher rates than in the past. It is likely, therefore, that lower-income countries will experience the greatest policy challenges regarding migration to cities.

The conference concentrated on the management of migration to cities with the dual aim of better dealing with its challenges and costs, and more effectively taking advantage of its many opportunities and benefits. Owing to the complexity of migration phenomena, the conference did not attempt to produce universal prescriptions for how cities should manage migration. Cities differ markedly in their situations and capacities. This was especially evident in the contrasts between high-income and low-income cities, but it was also evident in the contrasts between cities in countries with regularly managed migration systems and those with migrants arriving in large and unpredicted numbers as a result of crises in their own or neighbouring countries.

Although local governments were cited as having significant responsibilities for managing migration and its effects, it was recognized that they are unable to do so alone. For best results, therefore, it was generally accepted that local governments often need to work in partnership with higher levels of government, with local civil society organizations and, in some cases, with international organizations. Although the conference participants recognized that migration can pose challenges for cities, the dominant message was one of optimism: that migration can be managed to produce benefits for the cities of destination and their citizens. More specific recommendations resulting from the discussions are described below.

Mainstreaming migration into local governance

In keeping with the launch of the IOM/JMDI White Paper, *Mainstreaming migration into local development planning and beyond*, the conference called upon cities to explicitly and systematically integrate migration into its regular urban planning processes – both to take advantage of the opportunities that migration brings and to manage its challenges.

City administrations must recognize and accept that they have both the agency and the responsibility to manage the effects of migration.

The conference recognized the importance of leadership (particularly the leadership of the mayor, vice mayors and council) in raising the profile of migration in local governance, in creating an environment that welcomes migrants and protects their rights, and in fostering partnerships with higher levels of government, civil society (including migrant associations), the business and education sectors, and the international community (particularly the development community, in the case of low-income cities).

Managing migration for its benefits to local economies

In noting the numerous ways in which migration can benefit the local economy, conference participants recommended that local administrations work with businesses and other employers to enhance the employment prospects of migrants, to support the entrepreneurial activities of migrants, to facilitate migrant investment in local economies, to recognize the potential that migrants have for introducing innovation to an organization, and to recognize the advantages that transnational migrants offer to the local economy.

In noting the global competition for talent, cities were recognized as major actors in the competition, and local conditions were cited as often being the deciding factors for migrants' choices of destination. Cities were encouraged to recognize their central role in the competition by working to create welcoming and attractive environments for migrants and their families.

Managing the challenges posed by migration

The conference recognized that migration creates planning challenges for cities, due to both population increase and increased ethnic, cultural and other forms of diversity. Local leaders were encouraged to recognize these challenges and to act upon them in such a way as to protect the rights of migrants as well as the overall well-being of the city.

Infrastructure challenges

Large-scale migration can place significant demands upon a city's physical infrastructure, and city planners were urged to give this serious attention, particularly with regard to housing, transportation, clean water, sewage disposal and energy. Partnerships with higher levels of government and the private sector were considered necessary, especially for large-scale infrastructure developments.

Also with respect to infrastructure, cities were urged to plan for developments in information and communications technology (ICT), which have become near-essential services for those living in cities. Migrants are especially dependent on ICT for information about day-to-day living in the city – for gaining access to services, for maintaining contact with family and others in the homeland, and for economic activities such as locating employment or starting/growing a business.

Social effects

The diversity that internal and international migration brings can cause discomfort between migrant and host communities. Although this is not unusual, it is undesirable, and local authorities (both governmental and non-governmental) were encouraged to create environments that welcomed migrants, respected their rights and supported their settlement and integration. Many speakers encouraged a rights-based approach to integration.

Many speakers noted the exceptional importance of language proficiency to migrant integration in host cities, not only for social exchanges but for employment and for acquiring social, health and educational services. Cities were encouraged to establish explicit programmes to support the integration of migrants and to do so in partnership with local civil society organizations, higher levels of government, and the business community. Speakers encouraged cities to actively involve migrants in the design and delivery of settlement and integration programmes, to ensure their effectiveness and as a measure of inclusion itself. Facilitating the active participation of migrants in the workings of a city was strongly supported by the conference delegates.

Speakers noted the challenges associated with cultural differences and stressed the need for a respect for human rights, as well as dialogue that promotes a better mutual understanding. Xenophobia and racism were universally condemned, and local authorities were encouraged to initiate programmes to combat these destructive responses to the presence of migrants. Diversity should be seen as a strength – as a contribution to the vitality of a city.

Information-sharing

The conference was designed to bring about a sharing of information, best practices and the experiences of local officials from around the world. Many noted the importance of such information-sharing and the value of a regular forum for doing so. Cities have highly varied migration histories and there is great value in discussing how to both reap the benefits and manage the challenges of migration.

Role of the international community and the IOM

The support of the international community was welcomed by the conference delegates as it is highly unlikely that national governments will be able to convene global conferences of local officials.

The conference noted that the international development community can support the local governance of migration by helping to improve local conditions that will facilitate achieving the benefits that migration can bring to a city.

IOM was encouraged to contribute to enhancing the capacity of the world's cities to manage migration through its convening power, its capacities for data collection and analysis, and its compelling arguments for migration being a phenomenon that can, in fact, be managed for the benefit of all.

Future conferences of local officials should recognize the different situations faced by lower- and higher-income cities, cities with more or less experience in managing migration, cities in crisis, and so on.

IOM, in its dealings with its Member States, should encourage them to recognize and support the growing and critical role of local authorities in the governance of migration.

Appendices

Agenda of the Conference on Migrants and Cities

Palais des Nations, Room XVIII
26–27 October 2015

The International Dialogue on Migration 2015: Conference on Migrants and Cities aims to offer mayors, ministers and other high-level government officials, local authorities, the private sector and civil society organizations a global policy platform to discuss the complex dynamics of human mobility at city and local level and assess how risks can be managed and development opportunities maximized. Cities are attracting increasing numbers of people in search of a better life, more employment opportunities and better services, but also those fleeing conflict, natural disasters and environmental degradation. In 2014, the United Nations Department of Economic and Social Affairs estimated that more than half of the world's population resided in urban areas and that the number of people living in cities would reach approximately 6.4 billion by 2050, constituting 66 per cent of the global population. Migration, both internal and across borders, is playing an important role in the global shift to cities and in driving cities' development agendas. However, this role seems to be largely overlooked in the global debate on urbanization and development, and it has been given little attention in international discussions on migration and human mobility. While some cities and local governments are attuned to the realities of migration and have policy responses that include migrants – and take migrants' voices into account when putting forward agendas at both the national and federal levels – others have ignored this in their development planning. The overall objective of the conference is therefore to bridge that gap and support city and local authorities in devising an inclusive policy framework and actions to consider migrants and their contribution to the development of cities. Specifically, the exchanges of experiences and practices at the conference will serve to: (a) take stock of various local programmes and initiatives to manage migration at local level; (b) advance the understanding of and provide recommendations on the inclusion of migration in local, national and global development planning; (c) build bridges between the different levels of migration management and

identify how IOM and other relevant actors can enhance assistance to local and national authorities at the policy, research and operational levels; and (d) identify successful partnerships for managing mobility at local level. Finally, through this conference, IOM aims to raise the awareness of local populations and their leaders to the importance of migrants' contributions and shift the debate to the positive experience of migration and the new development avenues it could open for local populations.

26 October – Day 1	
9:00 – 10:00	*Registration*
10:00 – 10:45	**OPENING SESSION**
	William Lacy Swing, Director General, IOM (opening remarks)
	Esther Alder, Mayor of Geneva (welcome remarks)
	Aisa Kirabo Kacyira, Assistant Secretary General and Deputy Executive Director, United Nations Human Settlements Programme (UN-Habitat)
	Marta Cygan, Director, Strategy and General Affairs, Directorate-General for Migration and Home Affairs, European Commission
10:45 – 12:00	**Session I: Migration in cities: Shaping the urban future**
	Cities are experiencing constant internal and international migration flows that bring with them increasing population density and diversity, as well as creating complex interconnections between cities at the national, regional and global levels. While managing the complexities of increasing mobility and migration can be challenging for cities, there are significant potential benefits in terms of city growth and development. This session will discuss how both internal and international migration shapes the social, demographic and economic life of cities around the world. It will look at how local and city leaders adapt to the rapidly changing demographic dynamics prompted by migration and present best practices to manage and leverage the potential of migration for the socioeconomic development of cities.
	The questions below are among those proposed to guide the discussion:
	• How are migration factors included in cities' policymaking processes?

	• *How does migration contribute to the future of cities and how are population movements taken into account?* • *What are the main challenges associated with growing mobility flows towards urban spaces?* • *What innovative policy instruments and governance arrangements exist at local and regional levels to respond to the urban diversity and social cohesion challenges in cities?* • *How have local authorities adjusted their social policies and services to ensure migrants have access to these services?* **Moderator: Beris Gwynne**, Director and Representative to the United Nations in Geneva, World Vision International **Speakers:** • **Mark Owen Woyongo**, Minister of the Interior, Ghana • **Firudin Nabiyev,** Chief of the State Migration Service, Republic of Azerbaijan • **Wu Hailong**, Permanent Representative of the People's Republic of China to the United Nations Office in Geneva, Switzerland • **Maureen Fallas**, Mayor of Desamparados, Costa Rica • **Marie Price,** Professor of Geography and International Affairs, Department of Geography, George Washington University, Washington, D.C., USA • **Kasségné Adjonou,** President of the Union of Communes, Togo • **Maurice Mbolela**, Executive Secretary, Local Government Association, Zambia
12:00 – 13:00	**Session II: Successful integration of migrants: recognizing the key role of local authorities**
	Mayors are at the forefront in the daily management of migration. Therefore, as city leaders, they play a crucial role in developing and implementing inclusive policies that facilitate the integration of migrants in their cities, while improving migrants' well-being and maximizing their contribution to the socioeconomic development of cities and their communities of origin. *The panel will discuss the role of mayors in achieving social cohesion as well as the protection of migrants' rights through comprehensive local policy planning. It will also address the significant role of local authorities who, through their first-hand experiences with migrants, promote inclusive societies by recognizing both the cultural and social contributions made by migrants to cities and by sensitizing local populations to the potential positive impact of diversity.*

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	The questions below are among those proposed to guide the discussion: • *How can mayors be part of the solution to effectively manage urban migration and how can they link smart migration policies and urban planning?* • *What kind of local strategies can be used to promote migrants' inclusion and integration to facilitate the socioeconomic development of cities?* • *How do migrants fare in cities? What is their level of health and well-being and what inclusion challenges do they face?* • *What is the role of local authorities in the development of migration policies? How can this role impact the successful integration of migrants?* **Moderator**: **Anders Knape**, Vice-President of the Congress of Local and Regional Authorities, Council of Europe **Speakers**: • **Simon Henshaw,** Principal Deputy Assistant Secretary of State, Bureau of Population, Refugees and Migration, US Department of State, United States of America • **Gustavo Baroja**, Prefect of the Province of Pichincha, Ecuador • **Jozias van Aartsen**, Mayor of the Hague, the Netherlands • **Kagiso Calvin Thutlwe**, Mayor of Gaborone, Botswana • **Xie Xiaodan**, Vice Mayor of Guangzhou, China • **Thomas Fabian**, Deputy Mayor of Leipzig, Germany, Chair of the Social Affairs Forum of Eurocities
13:00 – 15:00	*Lunch break*
13:30 – 14:30	**SIDE EVENT**
	Launch of the IOM/JMDI White Paper: Mainstreaming migration into local development and beyond **Laura Thompson**, Deputy Director General, IOM (opening remarks) **Presenters:** • **Cecile Riallant,** Programme Manager, Joint Migration and Development Initiative (JMDI), UNDP, Brussels, Belgium • **Olivier Ferrari**, Migration and Development Specialist, IOM, Geneva **Speakers**: • **John Bongat,** Mayor, Naga City, the Philippines

	• **Amina Benkais Benbrahim**, Representative for Integration for the Canton of Vaud, Switzerland • **Olivier Le Masson**, Programme Coordinator, Officer for African and European Partnerships, GRDR Migration–Citoyenneté–Développement, Paris, France	
15.00 – 18.00	**Session III: Migrants shaping cities: integrating migrants into the local agenda**	
	Migration flows affect cities in different ways. The kind of experience a city has with migrants can influence the type of migration-related policies that local leaders develop. Moreover, a city's migration experience can contribute significantly to changing the narrative and improving the public perception of migration. This session will look at how local authorities integrate migration factors and migrants into local planning. Moreover, the session will discuss the role of migrants as city-makers and their contribution to development in communities of origin and destination. Through their talent and diversified contribution, migrants help cities become successful and competitive globally. *Cities with good strategies of inclusion attract better skilled migrants, innovators, investors, students, returnees and diasporas, and thus benefit from their investment in migrant-inclusion policies. Talent mobility of young migrants in particular could also be addressed with a focus on their contribution to cities and the factors that can hinder such contributions. The session will showcase best practices for migrant-inclusive local planning and will also analyse challenges faced by local authorities in fully harnessing the economic potential of migrants' contribution. The session will furthermore discuss the role of diasporas in local economic development in both countries of destination and origin.* *The questions below are among those proposed to guide the discussion:* • *How are migrants shaping the image of cities and how could cities best take advantage of what migrants bring with them?* • *How are local authorities shaping the public perception of migrants? Do they promote their cities as being diverse and inclusive?* • *What are the best practices for integrating migrants and their needs into local planning? What are the potential consequences of not including migrants in the process?* • *How does a migrant's well-being affect his or her ability to contribute to a city's development?*	

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	• *How do cities benefit from diasporas' role in bridging origin and destination cities and promoting the socioeconomic development of both?*
15:00 – 16:30	**Moderator**: **Howard Duncan**, Executive Head of Metropolis, Carleton University, Canada **Speakers:** • **John Bongat**, Mayor of Naga City, the Philippines • **Caroline Bi Bongwa**, Mayor of Bamenda, Republic of Cameroon • **Juan Carrasco**, Mayor of Quilicura, Chile • **Thomas Moens**, Advisor, Cabinet of the State Secretary for Asylum Policy and Migration, Belgium • **Jakob Smits**, Director, Reception Centre Petit-Château, Federal Agency for the Reception of Asylum Seekers (Fedasil), Belgium • **Salomé Ndayisaba**, Director General of the Diplomatic Affairs Inspectorate, the Diaspora and Communication, Ministry of External Relations and International Cooperation, Burundi • **Dolores Lopez**, Commissioner for Migration, Barcelona City Council, Spain
16:30 – 18:00	**Moderator**: **Fernando Murillo**, Architect and Urban–Regional Planner, Buenos Aires, Argentina **Speakers:** • **Manuela Carmena**, Mayor of Madrid, Spain • **Kojo Bonsu Wiafe,** Mayor of Kumasi, Ghana • **Leoluca Orlando**, Mayor of Palermo, Italy • **Mariama Adamou**, Mayor of Karofane, Niger • **Ezequiel Milla Guerra**, Mayor of La Unión, El Salvador • **Nisha Agarwal**, Commissioner for Immigrant Affairs, New York City, USA • **Lefteris Papagiannakis**, President of the Athens Migrant Integration Council, Greece
18:15 – 20:00	*Reception:* Serpentine Bar
	End of Day 1

27 October – Day 2	
10:00 – 11:00	**Launch of the *2015 World Migration Report – Migrants and Cities: New partnerships to manage mobility***
	Speakers: • **William Lacy Swing**, Director General, IOM • **Marie Price**, Professor of Geography and International Affairs, George Washington University, Washington, D.C., United States of America • **Yu Zhu**, Professor, School of Geography, Director, Center for Population and Development Research, Fujian Normal University, Fuzhou, China • **June J.H. Lee**, Editor-in-Chief, 2015 World Migration Report, IOM
11:00 – 13:00	**Session IV: Migrants in vulnerable situations in cities**
11:00 – 12:00	***Responding to vulnerabilities linked with urban migration crises*** *Cities often host large numbers of migrants and persons displaced by conflicts, disasters and other shocks. Their inflow into cities, in particular when massive and sudden, can challenge the capacity of urban authorities and markets to provide adequate access to formal land tenure, housing, income, health and education. Moreover, migrants and displaced persons – and in particular the most vulnerable groups among them – often encounter barriers to accessing essential resources and opportunities. This often results in specific patterns of marginalization and insecurity, and in increased vulnerability in the face of natural and man-made disasters affecting host cities. While national migration policies may shape the conditions in which these marginalization processes take place, it is at local level that the resilience and well-being of migrants are built, and this benefits the whole urban community. This session will aim to explore the ways in which cities have responded to pressures linked with incoming population flows, have prevented or addressed the specific vulnerabilities of migrants and displaced persons to shocks and crises, and have built on the newcomers' capacities to reduce risks, build resilience and promote the well-being of all city dwellers.* *The questions below are among those proposed to guide the discussion:* • *What are the experiences of cities that have managed large inflows of migrants or people displaced by crises?*

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	• *How can the specific needs and vulnerabilities of urban migrants and displaced persons be addressed? Are specific responses actually needed?* • *What responses exist at local level to include migrants and displaced persons in efforts to prevent, prepare for, manage and recover from urban crises (both natural and man-made)?* • *How can migrants, diasporas and home communities contribute to building the resilience of cities of destination and localities in areas of origin?* **Moderator: Gordon McGranahan**, Fellow, Institute of Development Studies, University of Sussex, Brighton, United Kingdom **Speakers:** • **Liduvina Magarin**, Vice Minister for Salvadorians Abroad, El Salvador • **Yacinthe Wodobode**, President of the Special Delegation of the city of Bangui, Central African Republic • **Iman Icar**, Deputy Mayor of Mogadishu, Somalia • **Valerio Neri**, Director General, Save the Children, Rome, Italy • **Cristiana Fragola**, Regional Director for Europe and the Middle East, 100 Resilient Cities, Rockefeller Foundation, London, United Kingdom
12:00 – 13:00	*Migrants and Cities: Partnerships in health* *The health of urban migrants is of special concern, as the conditions in which many migrants live and work, their frequent isolation, disempowerment and lack of social capital make them particularly vulnerable to negative health outcomes. Contemporary cities show widely disparate health profiles and among the most disadvantaged and vulnerable are migrant populations especially those who do not have a regular migration status, lack social protection in health such as health insurance and those with specific health needs, such as women, children. Addressing migrants' health determinants by improving urban migrants' access to quality health services, and the conditions in which they live and work, is a sound public health strategy and a prerequisite for achieving sustainable urban development. Not only is there the human right to health, ill-health also carries negative social and economic consequences for the individual, the family and society at large. Ill-health limits educational attainment and employment opportunities, and therefore fuels poverty, marginalization and ill health.* *This panel will discuss the interplay of health, migration and development matters at city level and present different perspectives*

on reducing migrants' health vulnerabilities through effective partnerships. Representatives from cities, international organizations and civil society will share their views on the main migration related health challenges at city level and successful experiences of cities that have managed to enhance migrants' participation in urban decision-making and access to essential health services, amongst others. Innovative, participatory, and pragmatic solutions require a broader partnership and a new awareness.

The following questions are among those proposed to guide the discussion:

- *Are there important examples that illustrate how relevant data on health and social status of urban migrants can inform sound policy development?*
- *What are effective advocacy tools to empower migrants and achieve inclusion of migrants into social services including health services, as means to avoid marginalization?*
- *How to best inform both migrants and health services providers about entitlement and ways to navigate the system in order to optimize health coverage?*
- *What are the special concerns for migrant women, in particular with respect to sexual and reproductive health?*
- *What are the special challenges related to the increasing number of refugees and internally displaced in urban non-camp settings in light of today's conflicts and natural disasters?*
- *How to achieve intercity dialogue and diaspora engagement to share good practices and build capacity of health services providers?*

Moderator: Davide Mosca, Director, Migration Health, IOM

Speakers:
- **Gilbert Cedillo**, Councilman, City of Los Angeles, United States of America
- **Djibril Diallo**, Senior Adviser to the Executive Director of UNAIDS and President of the African Renaissance and Diaspora Network, New York, United States of America
- **Nonceba Molwele**, Councillor, Mayoral Committee (MMC) for Health and Social Development, Johannesburg, South Africa
- **Amara Quesada-Bondad**, Executive Director of Action for Health Initiatives Inc. (ACHIEVE), Quezon City, the Philippines
- **Alex Ross**, Director, World Health Organization (WHO) Centre for Health Development, Kobe, Japan

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13:00 – 15:00	*Lunch break*
13:30 – 14:30	**SIDE EVENT**
	Migrant Tales of Cities • *Launch of the IOM campaign, I am a migrant* • *Documentary on Children on the Move in Cities by IOM and Save the Children*
15:00 – 15:30	**MIGRANTS' VOICES SESSION**
	Moderator: Azzouz Samri, Head of Governing Bodies Division, IOM **Speakers:** • **Anta Sane**, Professor, Howard University and University of the District of Columbia Community College, Washington, D.C., United States of America • **Xyza Cruz Bacani**, Photographer, Hong Kong, China
15:30 – 16:30	**Session V: Linking local and central authorities for good migration governance**
	Migration plays a key role in the urban transition globally. How cities and countries manage this transition is critical to their future. Migration and its good governance are crucial for urban planning and sustainable development. This session will address how local and central authorities share migration governance across the different sectors, including immigration, education, health and labour. It will present case studies of coordination between local and national authorities in developing local and national migration policy. The focus will be on the positive impact of coherent policymaking processes between various levels of authorities on the well-being of migrants, the socioeconomic development of host cities and that of the countries themselves. It will also identify obstacles to shared governance and migration policymaking and will share good practices. *The questions below are among those proposed to guide the discussion:* • *What are good practices for shared central–local migration governance?* • *What institutional mechanisms are needed for joint decision-making processes for local and central authorities regarding migration governance?*

	• *What are the negative consequences of a lack of cooperation between central and local authorities in migration governance?* • *Would the devolution of some aspects of migration governance to local authorities be feasible?* **Moderator: François Decoster**, Chair, Commission for Citizenship, Governance, Institutional and External Affairs (CIVEX), European Committee of the Regions, Mayor of Saint-Omer and Member of Nord-Pas-de-Calais Regional Council **Speakers:** • **Emilia Bjuggren**, Vice Mayor of Stockholm, Sweden • **Khalifa Ghoula**, Counsellor, State Secretariat for Immigration and Social Integration, Ministry of Social Affairs, Tunisia • **William Cobbett**, Director, Cities Alliance, Belgium • **Catalin Grosu**, Director – Foreign Affairs and Protocol, Bucharest City Hall, Romania
16:30 – 17:30	**Session VI: Migrants and cities: new partnerships to manage mobility**
	This session would present innovative partnerships for migration management at local level involving both local and national authorities. City-to-city partnerships to manage the contribution made by migrants to communities of origin and destination, as well as partnerships between migrants, civil society and the private sector, will also be presented. The session will also consider the role of international and specialized organizations in supporting cities' efforts to promote orderly migration. *The questions below are among those proposed to guide the discussion:* • *How do migrants contribute to building partnerships between cities of origin and destination? What role do diasporas play in connecting cities and promoting co-development?* • *How can international organizations, non-governmental organizations and the private sector effectively assist cities in building capacities for migration management?* • *What are the best practices for public–private partnerships on migration management?* • *How do cities learn from each other to implement sound migration management?* **Moderator: Laura Thompson**, Deputy Director General, IOM

	Speakers: • **Ferran Bel**, Mayor of Tortosa, Spain • **Liu Gyoung-gee**, Vice-Mayor of Seoul Metropolitan Government, Republic of Korea • **Hubert Julien-Laferrière**, Mayor of the 9th District of Lyon, Vice President of Grand Lyon Habitat, Representative of United Cities and Local Governments (UCLG), France • **Jaime Lanaspa Gatnau**, Member of the Board of Trustees, Fundació Bancària "la Caixa", Barcelona, Spain • **David Burrows**, Managing Director International Organizations, Worldwide Public Sector, Microsoft Corporation
17:30 – 18:00	*Wrap-up and closing remarks*
	End of Conference

Background Paper of the Conference on Migrants and Cities

Migration and Local Planning: Issues, Opportunities and Partnerships

Introduction

The framework linking migration, urban governance and policy planning is a complex one. For this reason, the present paper, rather than being exhaustive, aims to provide an overview of the main challenges and opportunities – and importance – of linking migration-related policies and initiatives with urban and local governance. It draws on the experience of IOM and the concepts developed in the context of the 2015 World Migration Report, which covers the theme of migrants and cities and will feed into the discussions of the Conference on Migrants and Cities.

More specifically, the paper presents IOM's understanding of migration as a complex issue that affects and is affected by, both positively and negatively, a vast array of policy areas at the local level. Therefore, linking migration with urban policies requires not only the recognition of the complexities inherent to migration, but also coordination between multiple stakeholders, including migrants themselves, and at all levels ranging from the local to the international level.

Migration as a cross-cutting issue in local planning

More than half of the world population (54% in 2014) lives in cities, and this share is expected to increase to 66 per cent by 2050.[1] Almost all the growth in the world population over the next few decades – another 2.7 billion – is expected to take place in urban centres in low- and middle-income countries where poverty reduction is slow and large deficits in the provision of basic services remain.[2] Strong population growth in cities puts enormous pressure on infrastructure, the environment and the social fabric of urban areas.

Urbanization is therefore one of the great challenges currently being faced by societies around the globe, and its rapid development makes it important to define effective urban planning strategies that also address the other major issues of the day, such as environmental change, poverty and inequalities.

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[1]   United Nations Department of Economic and Social Affairs (UN DESA), *World Urbanization Prospects: The 2014 Revision, Highlights* (New York, 2014).
[2]   UN DESA, *World Urbanization Prospects: The 2011 Revision* (New York, 2012).

Among the drivers of rapid urbanization, human mobility is one of the most important, together with other demographic trends such as fertility and longevity. Indeed, for many cities, migration has become a more important determinant of population growth and age structures than fertility and mortality.[3]

Migration is therefore an essential parameter to be taken into account in urban planning. This is true not only for the challenges related to demographic densification, but also in terms of the socioeconomic dynamics that characterize migration. Migrants bring with them networks and values, which, if properly considered, may be turned into valuable opportunities for both host and home territories.

In addition to contributing to demographic trends, through their mobility, migrants also contribute to connecting cities to other cities and territories, in several ways:

• Migrants often stay connected with their home territories, where they keep in touch with their family and friends. This gives rise to a multitude of dynamics across territories which go beyond the transfer of remittances.

• Migrants sometimes return temporarily or permanently and may build on the networks and capacities developed during their stay in the host territory to increase the chances of their return being successful.

• Migrants and migrant associations may contribute to the development of home and host territories, both directly (i.e. through individual or collective initiatives, or trade) and indirectly (through transnational and translocal networks).

• The establishment of migrant communities in specific cities may lead to the creation or consolidation of migration corridors, which in turn may connect host and home territories through trade relations and social and cultural networks, sometimes paving the way for decentralized cooperation.

• People may migrate to different territories in their lifetime, further building and consolidating transnational and translocal networks between different cities and territories.

These dynamics lead to the strengthening of extensive transnational, translocal and multidirectional networks among cities which may constitute great opportunities for development planning in urban centres if they are well understood and taken into account. For this reason, the relationship between migration and urban planning should be considered not only in view of the challenges that migration and quick demographic growth create with respect to

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[3] R. Skeldon, "Global migration: demographic aspects and its relevance for development", UN DESA Technical Paper No. 2013/6 (New York, 2013).

infrastructure, housing, provision of services and availability of opportunities, but also in terms of the opportunities that migration may provide if it is well managed and integrated into all levels of policymaking. Indeed, for migration to be integrated into local and urban planning, it must be recognized as a cross-cutting phenomenon, affecting and being affected by most national and local sectoral policies. This also implies recognizing that most territories are at the same time home, host and transit territories and therefore shift from a discourse centred on in-migration and outmigration (or on the oversimplification of considering Southern territories as home countries and Northern territories as host countries) towards the recognition of migration as a transnational or translocal and multidirectional dynamic. The fact that close to half of global urban-dwellers reside in a multitude of relatively small settlements of less than 500,000 inhabitants[4] gives an indication of the density of the transnational and translocal networks potentially created by migrants across cities.

This highlights the importance of sound migration management policies as a prerequisite for inclusive urban development. In this context, the role of local authorities, and more generally of local actors (including civil society and the private sector), is increasingly recognized as key in linking migration with urban planning and development. As proximity actors, local authorities are the best informed about local realities and the most likely to integrate migration into local planning, while taking into account global challenges and opportunities and local particularities. Recent decentralization trends only add to the relevance of local actors as strategic partners in the definition and implementation of migration-related policies and initiatives with a global impact on population dynamics.

Migration as a key element in urban planning

In recent decades, particularly in the global South, poorly managed urban migration has often resulted in the development of informal or ineffective solutions to address basic needs, and the exclusion of migrants from access to land, housing and job markets and health and education services. The United Nations Human Settlements Programme (UN-Habitat) estimates that one out of every three people in cities of the developing world lives in a slum comprising migrants and other urban poor.[5]

At the same time, moving to cities can greatly enhance people's well-being: it can mean escaping the impact of hazards on fragile rural livelihoods and accessing diverse employment opportunities and better health and education. While the promotion of access to basic services and opportunities in rural areas remains a key challenge, well-managed migration towards cities has the

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[4]   UN DESA, 2014, op. cit.
[5]   UN-Habitat, *State of the World's Cities 2006/7* (Nairobi, 2006).

potential to increase the well-being of the people who move as well as those who stay behind, while contributing to positive socioeconomic dynamics in the urban areas of destination.

Promoting the socioeconomic inclusion of migrants in their host territory, through the provision of services and opportunities, ensures their integration into local life. This includes participation in the economy (in the labour market and also in support of the fiscal and welfare systems), as well as in the local culture and society as a whole. In this sense, a rights-based approach to migration, supported by the delivery of relevant services, is one of the keys to integration, and recent research highlights strong correlations between effective provision of migrant-inclusive services and urban development in the major emerging economies.[6]

In pursuing more inclusive urban governance, cities today link local urban social cohesion to economic growth and global competitiveness.[7] The participation and inclusion of migrants in their host territories is an essential part of building stable, open and vibrant communities that assure the socioeconomic future of a country. It is also a key element enabling migrants to participate directly or indirectly in the development of their home territory.

Local authorities must be committed to including migration at all levels of urban policies in order for the role of migrants as local actors to be strengthened. Diverse policies, such as those aiming to fight xenophobia, to provide migrants with access to relevant information and services, to facilitate migrants' access to the labour market, and to foster migrant participation in the social and political life of the territories concerned, are key in promoting social inclusion and cohesion.

Local policymaking must address the complex nature of migration and not limit its scope to remittances or in-migration and outmigration; its vision should also encompass transnational dynamics. Local authorities are in a position to be involved throughout the migration cycle, from the provision of information to prospective migrants to the effective (re)integration of newcomers or returnees, the inclusion of migrants within the socioeconomic life of their territory and the promotion of transnational and translocal linkages. As service providers responsible for decentralized institutions, local authorities are indeed at the forefront of establishing enabling public policies that are beneficial to migrants and the population at large.

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[6] Economic Policy Forum and the China Institute for Reform and Development, Report on the Roundtable Meeting on "Urbanisation and Migration: Creating Equitable Access to Basic Services", 3 November 2013. Haikou, Hainan Province, China.

[7] Metropolis, *Integrated Urban Governance: The Way Forward,* Commission 3 Manual (2011).

Urban management and humanitarian crises

Linking migration management and urban and local planning is also important in the context of humanitarian crises.

Population movements towards, within and between urban areas are an increasingly common feature of humanitarian crises. On the one hand, in times of crisis cities often offer relative safety and protected access to resources and opportunities – and therefore represent an obvious destination for populations moving from affected areas. On the other hand, as conflicts and disasters become increasingly urban, migration crises unfold more and more in urban settings. In addition, most of those on the move (economic migrants, students, displaced persons and refugees) live in urban areas and their special needs and vulnerabilities in times of crisis should be specifically addressed in urban emergency planning and responses.

For those responsible for managing risks and emergencies, the urban landscape poses a different set of challenges: diversity of affected populations, concentration of people and assets, need for coordination among various actors, and continuity among crisis-induced and pre-existing conditions of vulnerability. All of these factors require the relevant actors to rethink and redesign existing preparedness and response models.

Massive, sudden population movements put pressure on cities and challenge local actors, including city authorities, service providers, private companies and host communities. If inadequately managed, they can have long-term effects on people's well-being and security, including by reducing access to employment, public health, education, safe water and sanitation – which in turn can fuel tensions within host communities. City authorities, the private sector and non-governmental organizations (NGOs) play a fundamental role in reducing potential vulnerabilities of forced migrants in cities. Inclusive access to basic services and opportunities is key to successfully addressing displacement, promoting the integration of newcomers into the urban fabric and creating more sustainable human settlements.

Migrants, cities and governance – the importance of partnerships

Despite the progress made in some cities, city and municipal governments do not give priority to including migration in local planning. Inclusive local plans, policies and measures, in particular at the city level, are critical in defining migrants' well-being and resilience. Effective national and international instruments and institutions also need to be put in place.

Local initiatives developed by local authorities, civil society, diaspora associations or through partnerships among these actors are, however, flourishing in several

cities and territories in the global South and the global North, with various levels of impact. Some States have recognized the importance of the local level in the co-development framework since the 1990s, and the international community is increasingly active in engagement with local actors.[8]

Indeed, as local actors are increasingly recognized in the international arena, great opportunities are being created for partnerships at all levels, from the local to the international level, both within States and across borders.

Such partnerships and interaction raise the important question of coordination and policy coherence. From this point of view, the integration of migration into sectoral policies and planning at the national level,[9] together with the development of coordination mechanisms to ensure coherence between local and national policies, is important to establish sound local policies that reflect the specificities of each territory and the national and global challenges and opportunities related to migration.

Similarly, the diversity of the actors potentially involved in such partnerships raises the issue of ownership and participation. Territories – both in the global North and the global South – are increasingly recognizing the importance of these factors, and setting-up mechanisms that facilitate the adoption multi-stakeholder approaches. These approaches include the creation of formal or semi-formal institutions reflecting the position of all stakeholders, including migrant groups, both within the country and abroad.[10]

In particular, considering migration as a transnational dynamic, and international migrants as stakeholders in local policies, also opens up opportunities in terms of decentralized cooperation mechanisms, which link local or regional territories across borders.

Moreover, the number of potential stakeholders is high, the possibilities for partnership are wide, and existing initiatives are diverse. It is therefore useful to set up dialogue structures that take stock of these dynamics to identify and discuss their strengths and weaknesses, to share good practices and lessons learned and to foster innovation in policymaking and partnership creation. This is being done in several international forums, such as the Mayoral Forum on Mobility, Migration and Development, which held its first session in Barcelona in 2014, with a second one planned to take place in Quito in 2015. The 2015 Conference on Migrants and Cities will bring together relevant national and local

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[8] See, for instance, the Joint Migration and Development Initiative, an inter-agency initiative funded by the European Commission and the Swiss Agency for Development and Cooperation: www.migration4development.org/.

[9] See Global Migration Group, *Mainstreaming Migration into Development Planning: A handbook for policy-makers and practitioners* (IOM, Geneva, 2010).

[10] The European Migrant Integration Academy is a good example of a multi-stakeholder approach (see www.eu-mia.eu/content_view).

actors to discuss for the first time in a global policy forum the complex dynamics of human mobility at city and local level and assess how risks can be managed and development opportunities maximized.

Conclusion

The present paper provides an overview of the issues, challenges and opportunities related to linking migration with local and urban planning, as well as some of the main arguments in favour of effectively considering this link as fundamental to the development of urban centres around the globe. The main points discussed can be summarized as follows:

• Migration is one of the main features contributing to urban growth, and therefore needs to be readily incorporated into urban planning.

• Migration brings challenges as well as opportunities related to urban planning. Adequate resources and capacities to support the provision of services and opportunities are key to accommodate rapid demographic growth. Furthermore, transnational and translocal linkages and the diversity brought by migration, if adequately managed and promoted, can benefit both home and host territories.

• To address the challenges and build on the opportunities related to migration at the local level, it is important to recognize that migration is a cross-cutting issue, affecting and being affected by, both positively and negatively, most national and local sectoral policies.

• The same applies in the context of humanitarian crises. City authorities, the private sector and NGOs play a fundamental role in reducing potential vulnerabilities of forced migrants in cities. Inclusive access to basic services and opportunities is key to successfully address displacement, promote integration of newcomers in the urban fabric and create more sustainable human settlements.

• Local actors are therefore increasingly recognized as key in addressing both the challenges and opportunities in the link between migration, urbanization and the related global aspects. They have a major role in migration governance.

• Migration governance implies establishing strategic partnerships among all actors (from institutions to civil society and the private sector) at the local, national and international levels, from various sectors, and within and across borders. Such partnerships should include the participation of migrants and migrant groups.

Owing to the diversity of the actors involved and of existing initiatives, it is important to establish platforms for dialogue, such as the International Dialogue on Migration, to build on good practices and lessons learned and to promote policy coherence at all levels.

International Organization for Migration (IOM)