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# GUIDANCE NOTE

United Nations Development Programme

## **Municipalities and People on the Move** Cities' Development Policies for Successful Local Management of Migration and Displacement

April 2017

## UNDP Guidance Note

### Municipalities and People on the Move. Cities' Development Policies for Successful Local Management of Migration and Displacement

2017, New York: UNDP

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Special thanks are in order to various programmes and regional and country offices that generously shared detailed information on good practices and challenges, as are thanks for peer-review of earlier versions of this Guidance Note. The contributions of the following UNDP staff members are gratefully acknowledged: Sebastian Boll, Nathalie Bouche, Jazmin Burgess, Vesna Dzuteska-Bisheva, Aleida Ferreyra, Amita Gill, Lurdes Gomez, Shelley Inglis, Joanne Irvine, Hyewon Jung, Kaori Kawarabayashi, Taimur Khilji, Oxana Maciuca, Minerva Novero-Belec, Zarko Petrovic, Adela Pozder-Čengiđ, Cecile Riallant, Noëlla Richard, Owen Shumba, Zachary Taylor and Ivan Zveržhanovski.

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## Highlights and Recommendations

*Strengthen municipalities' capacities to include human mobility into municipal development planning and establish adequate institutions.*

1. Support municipalities to include human mobility into municipal policies and development plans (including budgets).
2. Invest in meaningful data and research, including through national Human Development Reports (HDRs). We have to invest in and build local-level data collection capacities for gender-sensitive, sex- and age-disaggregated data and knowledge about mobile populations and affected communities, including surveys of populations on the move and populations living in risk-prone areas. This also includes evidence regarding the selectivity of migration, the human development outcomes of migrants, the impacts of migration at local and national levels and the situation of people left behind.
3. Create migration and development councils or municipal working groups on migration, diasporas, IDPs, human trafficking or displacement, with a broad range of stakeholders.
4. Involve migrant, refugee and displaced men and women and their representatives in the design, implementation and evaluation of programmes where they are important stakeholders.
5. Support municipal governments' participation in national policy formulation on human mobility as well as in UNDAFs and CPDs processes.

*Strengthen municipalities' abilities to adapt to challenges caused by gradual and sudden inflow, transit, and return of migrants, refugees and IDPs*

6. Strengthen gender-sensitive and age-sensitive municipal service delivery, including housing, solid waste management, law and order, health care, education and human rights protection. This may include programming small infrastructure projects to address sizeable population inflows and community-level activities.
7. Support municipal assets in cities experiencing transit migration.
8. Empower men and women, including youth, in host and migrant communities to work together in addressing risks and make the impact of migration safe and humane for both communities.
9. Promote the awareness of effects of climate change and consider mobility in municipal environmental sustainability and disaster risk reduction and adaptation strategies.
10. Advise governments and partners on alternatives to refugee and IDP camps, particularly against closed camps.
11. Organize online education options for migrant women and men and displaced populations, including adolescents and youth, as well as blended education. Assess the demand for and provide quality vocational training for youth and volunteering opportunities in collaboration with the private sector.
12. Promote job creation for integration, including through emergency employment programmes, observing labour rights and decent work conditions.
13. Advocate for the gender-responsive protection of the human rights—economic, social, and cultural rights—of male and female migrants, refugees, trafficking survivors and IDPs.
14. Strengthen the rule of law and social cohesion; advocate solidarity, compassion, tolerance and diversity; preempt xenophobia and racism.
15. Support youth-led initiatives to collaboratively address inflow, transit and return of migrants as well as refugees and IDPs, including social cohesion, violence prevention and peacebuilding.

### *Address the consequences and causes of population outflows*

16. Focus extraordinary development measures on municipalities with a very high share of emigration.
17. No person should be prevented access to opportunities or confined to what his or her birthplace offers. This may lead to a different framing of mobility and a more facilitative approach. This includes providing emigrant women and men with migration information, in particular on ‘fair recruitment initiatives’, and establishing migrant resource centres.

### *Harness the development potential of emigrant and diaspora populations to contribute to sustainable economic and ecological development of their municipalities of origin.*

18. Promote the financial literacy of male and female migrants and their families, financial inclusion, savings and credit management, cooperating with local banks and cooperatives.
19. Use TOKTEN programmes for temporary returns and promote volunteer opportunities for diaspora populations.
20. Ease remittances and diaspora cooperation, including through the use of innovative IT to channel diaspora funding into local development, and enhance the linkages between local and diaspora business networks.

### *Build strong and inclusive partnerships*

21. Seek support from UNDP’s organization-wide Technical Working Group on Migration and initiatives, such as the JMDI on best practices, knowledge tools and connection with global networks.
22. Establish partnerships with the UN, different levels of government, academia, civil society, youth organizations, networks, movements and the private sector and put municipalities in the lead.
23. Work with local media and male and female religious and social leaders in the municipalities.
24. Support the creation of migrant associations and hometown associations as well as diaspora business networks.
25. Establish city- (of emigrants) to-city (of immigration) cooperation.
26. Strengthen the evidence base on and facilitate South-South learning on human mobility.
27. Promote decentralized cooperation for migration and development.

## Introduction

UNDP is the UN's global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build better and more resilient lives. On the ground in nearly 170 countries and territories, UNDP works to assist national counterparts to formulate and implement their own solutions to global, regional, national and local development challenges. UNDP works with government, civil society and private sector partners to promote sustainable human development and help implement the 2030 Agenda and the Sustainable Development Goals (SDGs). In this capacity, UNDP has implemented a large number of programming activities that enhance the human development outcomes associated with human mobility. The diverse experiences have highlighted the particular role of municipalities to manage inflows of migrants, refugees and returnees, to promote social cohesion and integration, to protect the human rights of populations on the move and to harness the contributions of migrants and diaspora populations for local governance and local development.

Drawing on UNDP's long-standing experience with local development processes, on the one hand, and on migration and displacement-related programming, on the other, this Guidance Note aims to enable UNDP country offices to support cities to adopt adequate public policy interventions to increase the positive and decrease the negative impacts of human mobility. It focuses on municipality-level initiatives to:

1. Strengthen municipalities' capacities to include human mobility in municipal development planning and to establish adequate institutions;
2. Strengthen municipalities' abilities to adapt to challenges caused by gradual and sudden outflow, inflow, transit and return of migrants refugees or IDPs into municipalities;
3. Empower individuals in host and migrant communities to work together in addressing risks and to make the impact of migration safe and humane for both communities;
4. Harness the development potential of emigrant and diaspora populations to contribute to sustainable economic, social and ecological development of their municipalities of origin.

To this end, this Guidance Note complements existing UNDP guidance documents<sup>1</sup> by offering a set of policies, programmes and institutional arrangements that enable municipal and other local governments to vigorously address migration phenomena in a tailored manner and to mainstream migration and displacement into municipal activities and development plans.

*The local level is critical for human mobility.*

Traditionally, programming and policy interventions related to human mobility have focused on the national and international levels. However, local governments, especially cities, have a key role to play when it comes to public policies and migration. While migration policies in the narrow sense—that is, policies of who may enter or leave the country—are generally designed at the national level, it is increasingly recognized that migration governance is a multi-level process that involves international, regional, bilateral, national and subnational actors. As the *Local Agenda on Migration and Development* adopted by the Second Global Mayoral Forum on Human Mobility, Migration and Development in 2015 stresses, cities are at the forefront of integrating newcomers, including labour migrants, transit migrants, refugees and internally displaced persons (IDPs). But cities are also challenged in managing the impact of reduced population through emigration or negative demography.

In his report 'In safety and dignity: addressing large movements of refugees and migrants', the UN Secretary-General stresses that local authorities in all regions are struggling to provide basic services, including education for large numbers of new arrivals (United Nations 2016, 2). The report states:

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<sup>1</sup> For some of these documents, see the section "Other guidance documents" below.

Support is particularly needed for local authorities that are the first receivers of migrants, both on a temporary and a long-term basis. They often have limited capacities to handle the reception and integration of newcomers or returning migrants. As they have a direct stake in building cohesive communities, they need to be part of national planning processes. (United Nations 2016, para 76)

The extent to which cities are important actors that can shape public policies for male and female immigrants, IDPs, refugees, emigrants, diaspora populations, trafficked persons and trafficking survivors depends on the level of decentralization, flexibility and de-concentration, the actual migration patterns, the degree of organization of migrant populations and their legal as well as socio-economic status and needs. Often, migration occurs from one locality to another locality. This is the so-called local-to-local dimension of migration, which also creates opportunities for city-to-city partnerships that consider these specific migration corridors in the framework of decentralized cooperation.<sup>2</sup> At the Third Global Mayoral Forum on Mobility, Migration and Development held in Quezon City, Philippines, on 29-30 September 2016, mayors from around the world signed the *Quezon City Commitment to Action*, which stressed that local and regional authorities shall create an enabling and conducive environment (physically, socially, economically) to maximize the local development impact of migration through the integration of migration into local and regional development planning.

For this reason, the New York Declaration for Refugees and Migrants that was adopted by the UN General Assembly in September 2016 also stresses the need to strengthen cooperation among countries of origin, transit and destination, international organizations and local government authorities (para 3.14) and to build a multi-stakeholder approach that includes national and local authorities (para 4.6). It is therefore of utmost importance to ensure that cities are included in the design of the two upcoming Global Compacts on Migration and Refugees, as they will also play an essential role in their implementation at the local level.

The *New Urban Agenda* that was adopted at the Third UN Conference on Housing and Sustainable Urban Development (Habitat III) in October 2016 equally stresses the international community's commitment

to ensure the full respect for human rights and humane treatment of refugees, internally displaced persons, and migrants, regardless of migration status, and support their host cities in the spirit of international cooperation, taking into account national circumstances, and recognizing that, although the movement of large populations into towns and cities poses a variety of challenges, it can also bring significant social, economic, and cultural contributions to urban life. (para 28)

By 2050, two thirds of the planet will live in urban areas<sup>3</sup> and rural-to-urban migration is a key driver of urbanization.<sup>4</sup> While rural-to-urban and urban-to-urban migration are critical for many cities the world over and intrinsically linked to sustainable urban development, the broader agenda of urbanization strategies remains outside the scope of this Guidance Note, as it is covered by UNDP's guidance and knowledge products on urbanization that complement this Guidance Note.

### *Supporting the implementation of the SDGs*

UNDP will support subnational governments and other subnational actors – namely, the private sector and civil society – to localize Agenda 2030. The localization concept refers to the process of designing,

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<sup>2</sup> JMDI. 2015. *MY JMDI Toolbox training materials on migration and local development*.

<sup>3</sup> United Nations, Department of Economic and Social Affairs, Population Division. 2014. *World Urbanization Prospects: The 2014 Revision, Highlights (ST/ESA/SER.A/352)*.

<sup>4</sup> United Nations Habitat. 2016. *World Cities Report 2016: Urbanization and Development – Emerging Futures*.

implementing and monitoring SDG strategies in alignment with the priorities and opportunities in this case at the municipal level. This Guidance Note aims to contribute to sustainable human development for migrant women and men, communities of origin, transit and destination alike to help achieve this localization. Particular attention is paid to Goal 11 – to make cities and human settlements inclusive, safe, resilient and sustainable – and to SDG target 10.7, which aims at facilitating orderly, safe, regular and responsible migration and mobility of people.<sup>5</sup> Importantly, the right policy mix at the local level will contribute to the overarching objective of the SDGs to leave no one behind. Mobile populations can be targeted as vulnerable groups to address age- and gender-specific economic, health, educational and security vulnerabilities as well as actors that can significantly contribute to enhancing sustainable development outcomes.

*Human mobility is a gendered process that needs gender-sensitive responses.*

Understanding the gendered nature of migration and responding to the specific challenges faced by women and girls on the move is crucial to ensuring sustainable development. In 2015, almost half of all 244 million international migrants worldwide were women (48 percent).<sup>6</sup> Thirty-two percent of international migrants were under the age of 30 and about half of young international migrants were women and girls.<sup>7</sup> In addition, data suggests that women living in protracted displacement slightly outnumber men and, given the difficulty in accessing female IDPs in many contexts, it is likely that their number is underestimated.<sup>8</sup> As human mobility is essentially gendered and can lead to different potentials and vulnerabilities of men and women on the move, it is paramount to design gender-specific protection systems, development programmes and participation mechanisms.

#### *Other guidance documents*

UNDP has produced a range of knowledge products that provide comprehensive guidance on issues of human mobility. These include the following strategic documents:

1. UNDP's 'Programming Guidance Note on Migration and Displacement' (November 2015) spells out key areas of work that UNDP engages in. With regard to *managing migration for long-term positive development impacts at the subnational and local levels*, the 'Programming Guidance Note' highlights UNDP's work with host and return communities to address the local drivers of migration and root causes of displacement (economic, social, political or environmental) while managing the impact of immigration, emigration, internal migration and displacement.
2. As co-chair of the Global Migration Group (GMG)'s Working Group on Mainstreaming Migration into Development Planning in 2015-2016, UNDP and IOM led the drafting process of the 'Guidance Note on Integrating Migration and Displacement in United Nations Development Assistance Frameworks' (UNDAFs) that spells out key programming options

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