Mainstreaming Migration and Displacement into Urban Policy: A Guide

UN-HABITAT

2023

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Foreword

This Guide, focusing on how urban policies can become more inclusive towards migrant and displaced populations, comes at an opportune moment. In recent years, in the wake of the Sustainable Development Goals, the New Urban Agenda and a raft of other UN resolutions around crisis management and resilience,[1] UN-Habitat has been working towards a stronger focus on migration and displacement in its urban programming, with the aim of supporting more sustainable urbanization and better outcomes for migrants in cities. This aspiration is clearly outlined in UN-Habitat's 2020-25 Strategic Plan, which includes a significant focus on migration: "The dynamics of settlement growth should therefore ensure that migration works for cities and that cities work for migrants, irrespective of their status."[2]

This emphasis is also reflected in several major UN-Habitat programmes, such as "Inclusive Cities: Enhancing the Positive Impacts of Urban Migration", with its focus on supporting cities undergoing rapid urban growth because of displacement. Other relevant projects include "Urban Planning and Infrastructure in Migration Contexts", supporting selected cities in Cameroon, Egypt and Jordan to enhance their inclusion of their most vulnerable populations through detailed mapping and targeted investments.

Voluntary migration, in search of livelihoods, education and other opportunities, has long been predominantly urban due to the unique concentration of assets and resources that cities offer. However, forced displacement is also increasingly urbanizing, with many refugees and Internally Displaced Persons (IDPs) now moving to cities rather than camps. Given the scale of these challenges, there is a need to move beyond the implementation of isolated projects and scale up our response to ensure that migration and displacement are mainstreamed systematically into every stage of urban policy. Effectively managing urban migration means, first and foremost, ensuring the protection and wellbeing of migrant and displaced populations. At the same time, it is vital that host cities can exploit the enormous potential of migration as a tool to accelerate development, promote social cohesion and deliver lasting benefits to local communities. To achieve this, governments need to move beyond poorly planned, haphazard responses to migration and instead embrace forward-looking policies that anticipate future arrivals and are built on inclusion.

This Guide aims to support this ambitious goal by providing national governments, local authorities and other stakeholders with a comprehensive roadmap for developing an integrated approach to urban migration. It is hoped that this publication will be used by a wide range of professionals and policy makers, including migration experts as well as urban development practitioners.

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Chief - Urban Practices Branch

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Acronyms

EU	European Union
GCM	Global Compact for Safe, Orderly and Regular Migration
GCR	Global Compact on Refugees
IDP	Internally Displaced Person
IOM	International Organization for Migration
IRC	International Rescue Committee
MMC	Mayors Migration Council
NGO	Non-governmental organization
NUA	New Urban Agenda
NUP	National Urban Policy
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal
UCLG	United Cities and Local Governments
UNDP	United Nations Development Programme
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
VLR	Voluntary Local Review
VNR	Voluntary National Review

Glossary

Acupuncture projects: Projects that utilize entry points that have a rippling impact upstream and downstream, throughout dynamic and interrelated economic, social or environmental systems.

Displacement: Involuntary movement from habitual place of residence as a result of conflict, natural disasters and other pressures that result in forced migration elsewhere.

Internally displaced persons (IDPs): Defined by UNHCR as "persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized border."

Mainstreaming migration in NUPs: Incorporation of migration related issues in the processes, policy and practice of national urban policies.

Migrant: Defined by IOM as "an umbrella term, not defined under international law, reflecting the common lay understanding of a person who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons."

National Urban Policy: A coherent set of decisions through a deliberate government-led process of coordinating and rallying various actors towards a common vision and goal that will promote more transformative, productive, inclusive and resilient urban development for the long term

New Urban Agenda: The NUA was the negotiated outcome of the 2016 UN Conference on Housing and Sustainable Urban Development in Quito, Ecuador (Habitat III) with emphasis on integrated urban and territorial planning and development.

Phases of NUPs: The five phases of NUPs are feasibility, diagnosis, formulation, implementation, and monitoring and evaluation.

Pillars of NUP: The pillars of NUP are participation, capacity development, and acupuncture project.

Quick win projects: Projects that for political, economic or social reasons are more likely to have near term results, the success of which will build into longer term and larger scale results.

Refugees: Defined by UNHCR as "people who have fled war, violence, conflict or persecution and have crossed an international border to find safety in another country."

Sustainable Development Goals (SDGs): The SDGs are a central part of the 2030 Agenda for Sustainable Development launched to succeed the Millennium Development Goals (MDGs) in 2015 with a first global goal for sustainable cities (SDG 11).

Urban areas: Urban areas or cities are defined as built up and urbanized open spaces and by degree of urbanization

Executive Summary

Migration and urbanization are increasingly two sides of the same coin: migration is in many countries a primary driver of urban growth, while cities in turn are serving as magnets for this movement. The connection between these processes is therefore central to the well-being of refugees, migrants and IDPs and the cities hosting them. When poorly managed, urban migration can create unsustainable pressures on housing, services and infrastructure, with migrant and displaced populations frequently the worst affected by these shortfalls. In many cases, living in settlements on the urban periphery and surviving on day labour, they remain in a protracted state of insecurity for years or decades without achieving legal status. The consequences are calamitous not only for these communities but also the cities who, through their failure to recognize, engage and integrate them, perpetuate a cycle of irregularity characterized by informal employment, slum growth and social vulnerability.

This Guide has been developed to support national, sub-national and local governments in the management of migration and displacement in urban areas. Besides outlining the basic policy processes involved in developing or revising urban policies that adequately address the realities of migration and displacement, it also includes a 10-step pathway of recommendations and actions to achieve a more holistic, integrated and effective policy response. Beginning with data collection and planning, then inclusive services and integration, the publication goes on to outline how different levels of government can work together and with partners more effectively, with the active participation of migrant and displaced populations themselves. It also examines how to achieve more funding and resources to deliver this response, particularly at the local levels where these are most needed.

The guidance and recommendations in this document are not only directed at national governments, who have traditionally dominated policy discussions around migration, but also sub-national, provincial and municipal authorities who are increasingly engaging with these issues directly themselves. Indeed, a central focus of this Guide is the importance of a multi-level and inclusive governance approach that brings together these different levels of government, as well as local partners from civil society, international organizations, business, academia, host and migrant communities. By following this pathway, national and local governments can together help realize better outcomes for cities.

Syrian refugees crossing the Serbian-Croatian border © Francesco Malavolta/IOM 2015

Among other key highlights of the Guide:

- Despite the many challenges evident in cities across the world, the moment is opportune for **a transformative shift in how urban migration and displacement is addressed**. In particular, there is increasing focus among international donors and agencies on developing long-term solutions to displacement and mass migration through urban-based approaches rather than camps, focusing on the development of cities and their capacity to include migrant and displaced populations in their services.

- To achieve this, however, there needs to be **a stronger evidence base on migrant and displaced populations in urban areas to ensure their needs are reflected in policies.**Including them in censuses and household surveys, for example, ensures they are visible in budgets, development targets and urban planning.
Data collection should be qualitative as well as quantitative, focusing not only on the size of the population but also their specific vulnerabilities and priorities, and undertaken wherever possible with the involvement of other stakeholders such as civil society.
It is also important that the findings from this data are translated into concrete policy responses.

- Alongside being evidence-led, **it is also important that urban policies on migration and displacement are locally designed and implemented,** with the necessary capacity and funding in place to ensure sub-national entities such as municipalities can undertake these processes themselves. Though many local governments have demonstrated their ability to tailor innovative, cost-effective solutions to the challenges they face, international donors and national governments have been slow to engage them as equal partners to lead this work. Where possible and with the appropriate support in place to ensure the funds are managed effectively, **local governments should be engaged as partners and empowered to access direct international funding themselves.** Instead of developing parallel structures of support, humanitarian agencies should seek to align their work with local development plans and service delivery. In addition, when donors are unable to transfer directly to sub-national entities, urban areas with large migrant and displaced populations should benefit from earmarked fiscal transfers from national to local governments.

- At the same time, local and national governments can achieve more effective and integrated urban policies through the **development of collaborative multistakeholder partnerships with a wide range of different actors**, including international agencies, civil society organizations, private sector and academia. National and local authorities should also accommodate wherever possible the **full participation of migrant and displaced populations at every stage of policy development.** From data collection to service delivery, their views and knowledge should be built into the design and rollout of the policy response to ensure support is appropriate, accessible and inclusive.

- Finally, **by focusing on inclusion and integration of their migrant and displaced populations, governments can also ensure the best outcomes for their cities.** As demonstrated by many of the case studies in this Guide, when countries and municipalities have taken steps to recognize and respond to migrants and refugees, the results have often been extraordinary. Affording these groups the opportunity to contribute their skills and resources, without the pressure to live and work informally due to lack of legal recognition, can contribute to the development of more socially cohesive, economically productive urban centres.

Box 1. Summary of recommendations

RECOMMENDATION 1. Develop a clear and accurate evidence base on the size, needs and vulnerabilities of migrant and displaced populations to ensure they are accounted for in policy and planning processes.

✓ Collect up to date, disaggregated data on refugees, migrants and IDPs, including intersectional dimensions around gender, age, disability and other dimensions, and where possible encompassing qualitative assessments in areas such as wellbeing and mental health.

✓ Establish multistakeholder platforms for coordinated, publicly accessible data collection and sharing, with refugees and migrants included as partners in these processes.

✓ Put safeguards in place to ensure that migrant and displaced communities can actively participate in data collection without putting themselves at risk, including firewalls between service providers and immigration and security agencies.

RECOMMENDATION 2. Implement inclusive, evidence-led planning strategies, with a focus on long-term development and security for both migrant and host communities.

✓ Translate research and data findings into concrete policy actions.

✓ Develop a clear, multisectoral urban plan to guide the harmonization of programmes of different government actors and other stakeholders, including international donors and agencies.

✓ Future-proof urban plans and policies by incorporating demographic, environmental and security projections to anticipate potential land, property, housing, services and infrastructure needs resulting from migration and displacement.

RECOMMENDATION 3. Improve linkages between national, regional and local governments to ensure a coherent, well informed urban migration response.

✓ Conduct a detailed mapping of current formal and informal institutional structures, identifying any potential blockages, gaps or inefficiencies between national and local governments, across departments and across actors that may weaken urban migration responses.

✓ Develop an overarching strategy to bring together different sectors and tiers of government in a coherent, integrated urban migration response, including shared platforms for service providers, housing agencies, finance departments and other stakeholders.

✓ Establish transparent procedures to monitor and review the inclusion of urban migration concerns in policy and programming across government, including dedicated officials or institutions responsible for coordinating between different agencies.

RECOMMENDATION 4. Strengthen territorial planning and rural-urban connections to secure better managed urban migration, including in intermediary cities.

- Create effective mechanisms for research and knowledge sharing between rural and urban stakeholders, both at the national level and locally between municipalities and surrounding areas.

- Establish territorial governance structures to promote collaborative decision making between different sub-national entities, including urban and rural areas.

- Enable safe, voluntary and fluid migration between rural and urban areas, including the possibility of circular migration as an adaptive strategy to climate change and other pressures.

RECOMMENDATION 5. Identify stakeholders for collaboration and the development of diverse partnerships around urban migration.

- Engage key local, national and international stakeholders relevant to urban and migration policy, building on potential opportunities and addressing barriers to effective cooperation.

- Foster an enabling policy environment to promote multistakeholder collaboration around urban migration.

RECOMMENDATION 6. Allow migrant and displaced populations to participate in policy development and implementation.

- Ensure government institutions are responsive to the needs and priorities of migrant and displaced populations through awareness raising, sensitization trainings and recruitment of community members as staff.

- Support the inclusion of migrant and displaced populations in the design and delivery of relevant policies affecting their communities through participation in local governance bodies and dedicated platforms.

RECOMMENDATION 7. Achieve more sustainable migration-related funding and resources at the national and local levels through inclusive programmes and partnerships.

- Ensure funding is in place to support migrant and displaced populations in urban areas, particularly for local governments contending with high levels of displacement.

- Implement policies that promote financial self-reliance and empowerment among migrant and displaced populations.

RECOMMENDATION 8. Engage international agencies and donors to access long-term, predictable development finance, including direct funding to local governments, to ensure that humanitarian assistance is integrated with investments in sustainable development. support better urban migration outcomes.

✓ Increase international funding to address the pressures of migration and displacement on receiving areas, with a focus on both host and displaced communities and in alignment with existing development plans.

✓ Deliver more funding directly to cities and municipalities to support the development of locally led, innovative solutions to urban migration and displacement pressures.

✓ Synergize broader international development frameworks and processes to support the implementation of migrant-inclusive urban programmes.

RECOMMENDATION 9. Guarantee inclusive and accessible services for all, regardless of legal status.

✓ Ensure inclusive legal and institutional provisions are in place, including targeted subsidies and the lifting of exclusionary administrative requirements, to allow migrant and displaced populations unhindered access to basic services.

✓ Design inclusive systems of service delivery that are simple, comprehensible and appropriate for a diverse range of communities to use, including those without documentation.

✓ Assess service provision among migrant and displaced populations on a regular basis, with transparent grievance mechanisms and accessible legal support in place for migrants to report exclusion and incidents of discrimination.

RECOMMENDATION 10. Accelerate integration through a comprehensive approach that includes legal recognition, social inclusion strategies, livelihood development and a clear pathway to local residency rights, regardless of documentation.

✓ Implement measures to support the legal recognition of migrant and displaced populations, ending the cycle of informality that prevents many from securely residing in their host cities without the threat of eviction or detention.

✓ Design holistic integration strategies that address the complex needs and social barriers that migrant and displaced populations may face in host cities.

✓ Challenge discrimination and prejudice against migrant and displaced populations through positive messaging, awareness raising and the creation of strong institutional mechanisms to respond to hate speech.

1

Introduction

Ethiopian refugees cross the border into Hamdayet, Sudan, over the Tekeze river © UNHCR/Hazim Elhag
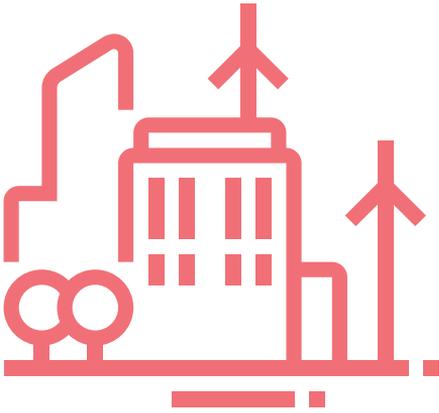
1.1 Background: Migration, displacement and urbanization

Migration and urbanization are among the most significant forces shaping the world today, transforming economies, reconfiguring societies and creating a range of often conflicting impacts, from cultural exchange and increased productivity to environmental stress and unmanaged growth. Increasingly these two central forces are closely intertwined: while migration is now a major driver of urban growth,[3] cities themselves serve as magnets for this movement. The scale of this movement is extraordinary: for instance, previous estimates of urban migration in Asia and the Pacific alone found that an average of 120,000 people in the region were moving to cities every day.[4] Urban migration is therefore a two-way process that not only happens to cities, but is also actively informed by them and the policies, planning and resources in place to support new arrivals. This Guide seeks to highlight the increasing role that urban areas are playing in migration and displacement, the opportunities provided through a more integrated approach to urban migration and the barriers to achieving this in practice.

Migration accounts for a large share of urban growth: in many cities, a significant proportion of the population are foreign-born or originate from outside the city, including certain groups with particular vulnerabilities such as women, children, minorities and indigenous peoples.

Without appropriate policies in place to support them, these already marginalized populations could end up being systematically excluded. Large-scale and unexpected displacement to urban areas, particularly in cities where capacity and resources are already strained, can lead to a host of problems including heightened social tensions and inequalities.[5] Other potential issues resulting from poorly managed migration include housing shortages and lack of access to services, reflected in the growth of informal settlements and slums.

One of the major barriers to the realization of more effective urban policies, however, is that migration itself is all too often framed in negative terms.

In practice, these challenges are not simply "caused" by urban migration but also result from the failure of cities and countries to develop a successful management response. Some of the difficulties that cities experience in relation to migration is their inability to recognize, plan or adequately respond to new arrivals. Throughout this Guide, however, there are numerous examples of how countries and cities have responded successfully to meet migration in ways that have not only benefitted their migrant populations but the city as a whole. In particular, the experiences of the COVID-19 pandemic highlighted not only the extreme precarity that characterized the lives of so many urban migrants, but also the steps that cities can take to achieve greater inclusion and development with the right will in place. Rather than viewing migration as a problem, cities can reach far better social and economic outcomes for all in the long term by engaging meaningfully with migrant and displaced communities.

This even applies when, in the wake of conflict, natural disaster or some other emergency, mass displacement to urban areas occurs. The "urbanization of humanitarian crises"[6] is reflected in the fact that the majority of refugees and IDPs are now based in urban areas: perhaps as many as 60 per cent and 80 per cent worldwide, respectively.[7] Given the complex and evolving nature of many urban contexts, traditional humanitarian approaches to urban displacement generally fall short of providing long-term solutions: instead, cities require more holistic and sustained approaches to development, drawing on a range of stakeholders including local authorities, civil society and local communities. This reality has prompted a shift from short-term emergency assistance to a more forward-looking, tailored approach – one that responds to the current and future needs not only of the displaced, but also the resident urban population.

This approach recognizes the pressures that large-scale migration and displacement can create for local authorities already struggling with governance and basic service provision, as well as the importance of creating shared benefits to support social cohesion and prevent the emergence of intercommunal tensions. Consequently, it is an opportune moment for national and local authorities to pursue more meaningful collaboration and a synergized response to support long-term development and durable solutions. In principle, central governments and municipalities can work together to engage international donors and agencies as partners on programmes that improve outcomes for migrant and displaced populations while enhancing long-term development outcomes for host cities.
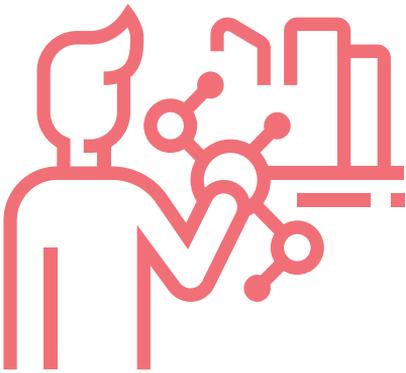
1.2 Defining urban migration and displacement

Urban migrants encompass a range of different contexts and vulnerabilities, from those moving more or less voluntarily in search of opportunities to those uprooted by violence, persecution or environmental breakdown.

While much attention in focused on the plight of refugees, particularly those attempting to reach Europe, the majority of those displaced are internally displaced persons (IDPs) within Africa, Asia and Latin America.

Migration also takes a variety of different forms:

- *Rural to urban migration and displacement within the same country:* while the decision to migrate is typically driven by the search for livelihoods, education and other opportunities (though the reality of rural poverty and unemployment may mean that it cannot be wholly characterized as voluntary), the impact of an environmental shock (such as the devastation of cropland by drought) or the outbreak of violence may uproot individuals and communities, forcing them to relocate elsewhere within their country. Though by no means exclusively, it is increasingly the case that the majority displaced in these circumstances end up in or near urban areas.

- *International migration and displacement*: this includes, on the one hand, migrant workers travelling abroad for work whose movement is often planned well in advance with brokers, employers and others, though others may travel independently and even irregularly to their destination country. Though many end up moving to countries nearby, generally those where economic opportunities are available, it is also the case that many also follow well established, long-distance routes (for example, between South Asia and the Gulf). Though their legal status may vary, they nevertheless can still face significant protection and human rights issues in their host cities. Meanwhile, refugees are those who have specifically fled violence or persecution in their home country to seek sanctuary elsewhere. The large majority stay within the region, usually in countries neighbouring their own.

- **Urban to urban displacement**: though it receives less attention than other forms of migration, urban to urban movement (often within the same city) can be a significant occurrence in conflict-affected or poorly governed cities. Physical violence, inadequate housing or evictions, for example, can force migrants to relocate to different districts and settlements multiple times.

Urban migration is frequently discussed in terms of "push" and "pull" factors, namely the reasons that might drive a migrant to leave their community (such as conflict, government collapse or famine) and the incentives (for example, access to education or livelihoods) that might act as a lure.

These in turn are sometimes used to distinguish "voluntary" and "forced" migration. However, in practice these categorizations are far more fluid: someone may genuinely need to seek safety outside their country, but also have positive preferences and plans for their future that include education, employment and better life prospects. While refugees and IDPs with protection needs are a significant focus of this Guide, it also encompasses a range of other migrant groups (for example, rural migrants and foreign workers) whose decision to move may not necessarily be forced but who nevertheless are potentially vulnerable, especially if unable to formalise their stay in foreign countries.

Finally, while urban migration and displacement is often associated with larger cities, they can also have profound implications for smaller cities and settlements such as border towns. In these cases, where resources are often already very limited, the challenges can be even more acute. Furthermore, with many displaced communities settling in peripheral settlements outside the formal boundaries of their host city, the pressures of urban migration may also be felt in nearby rural areas. Consequently, this Guide draws attention to the important experiences of smaller urban centres alongside well-known hubs like Kampala, as well as the wider effects across multiple jurisdictions and the rural-urban continuum.

Hanna Barczyk © The Boston Globe
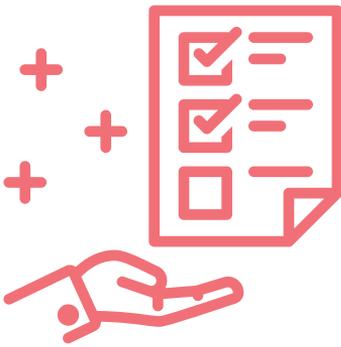
1.3 Aims, target audience and methodology of the Guide

This guide is intended to support national and sub-national governments, including decision-makers, service providers and planners, in the design and delivery of more effective, inclusive responses to migration in urban settings. In addition to government officials at the local, regional and national level, it is also of relevance to international agencies and donors, civil society, business and communities, including migrants and refugees. It outlines the different stages of urban programming, from stakeholder engagement and data collection to implementation and long-term planning, with key recommendations and case studies of successful practices and lessons learnt from around the world.

The guide has been developed through an extensive review of the available literature on urban migration and displacement, including global development strategies, national policy documents and publications by UN agencies, international organizations, research institutions and other stakeholders. An analysis of relevant national urban policies was also assessed to identify whether they included specific components around migration and displacement: relevant excerpts from frameworks in nine different countries are presented here. This process has also been supplemented with expert interviews from 14 specialists working on various aspects of urban migration and displacement as researchers, responders, funders and policy advocates, as well as a consultative feedback session with specialists when the draft was presented.

The contents of the remaining sections of the Guide are as follows:
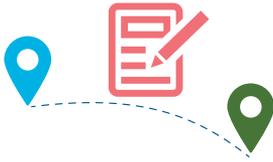
✓ Part 2 ("Integrating Migration into Urban Policy: The NUP Process") then goes into more detail about the process of developing urban policies and how this links with the broader global development context. This also provides a series of actions and checklists alongside each stage of policy development.

✓ Part 3 ("A 10-Step Strategy to Address Migration in Urban Policy") then expands on these discussions through 10 core recommendations for governments to follow in the design, development and implementation of more inclusive, innovative and evidence-led policies on urban migration and displacement. These are accompanied by selected case studies and inspiring practices to illustrate how each target can be achieved in practice, as well as a series of actions and a checklist to assess progress.

✓ The Annexes contain a summary of key global development frameworks relevant to the theme of urban migration and displacement (Annex 1), including , including the Sustainable Development Goals (SDGs), the New Urban Agenda (NUA), the Global Compact for Safe, Orderly and Regular Migration (GCM) and the Global Compact on Refugees (GCR), relevant excepts from selected National Urban Policies from around the world focusing on areas relating to urban migration and displacement (Annex 2) and a list of further resources and toolkits exploring different areas (Annex 3).

2

Mainstreaming Migration into National Urban Policy:
The NUP Process

Brazil local residents engage in participatory
exercises © IOM

2.1 The role of urban policy in migration management

Despite the scale of the challenges around urban migration and displacement, there has been significant momentum in recent years to develop durable policy solutions. At the global level, there is renewed focus among policy makers on the value of sustainable, well managed migration and urbanization, beginning with their inclusion in the Sustainable Development Goals (SDGs) (2015) and elaborated on in the New Urban Agenda (NUA) (2016), Global Compact for Safe, Orderly and Regular Migration (GCM) (2018) and the Global Compact for Refugees (GCR) (2018) (see Annex 1 for more discussion on these and other frameworks). These processes are playing an important role in guiding the development of National Urban Policies (NUPs) and other country-level activities to achieve sustainable migration and urbanization outcomes. There is also, importantly, greater appreciation and commitment to the role of local governments and municipalities as key actors in realizing these objectives on the ground: cities are beginning to be afforded a greater level of participation in these discussions and the autonomy to develop policies of their own. Some countries have already taken steps to formally establish institutional and political space for sub-national governments to play a larger role in decision-making and implementation.

For governments seeking to achieve more sustainable urbanization, one of the most important steps is the development of their NUP. Defined as "a coherent set of decisions through a deliberate government-led process of coordinating and rallying various actors towards a common vision and goal that will promote more transformative, productive, inclusive and resilient urban development for the long term",[8] NUPs are already being deployed as valuable tools to incorporate climate resilience measures and the realization of various global agendas, such as the SDGs and the NUA.[9] At the same time, governments can use NUPs to provide a shared framework of commitments that local authorities should align with. Consequently, the NUPs also offer an important opportunity for governments at all levels to integrate migration-related components into their urban policies and programming.[10] To be effective, any aspirational targets should be supported by concrete actions that local authorities can implement themselves. It is also important that the NUP is informed by the needs and experiences of refugees, migrants and IDPs: one of the most effective ways to achieve this is by ensuring the participation of these groups in the formulation of the policy.

UN-Habitat has previously identified four overarching benefits of developing a NUP.[11] With regards to migration, these are:

- ***Identification of urban development priorities towards socially and economically equitable and environmentally friendly urban and national development***: developing a clear understanding of what the key social, economic and environmental challenges and opportunities of urban migration are, and how these can be most effectively managed.

- ***Guidance on the future development of the national urban system and its spatial configuration concretized through national and regional spatial plans for territorial development***: how current and projected migration trends can be anticipated and adequately addressed through comprehensive planning strategies that prevent unmanaged urban growth and the formation of informal settlements.

- ***Better coordination and guidance of actions by national actors, as well as lower levels of government in all sectors***: the development of a more integrated institutional architecture around urban migration, both vertically (for example, between central government and host cities) and horizontally (between different sectoral agencies, departments and municipalities), to ensure a coherent and efficient response.

- ***Increased and more coordinated private and public investments in urban development and consequent improvement of cities' productivity, inclusiveness and environmental conditions***: encompassing, among other areas, financial inclusion for refugees, migrants and IDPs, access to livelihood opportunities (including formal employment), the promotion of self-reliance and the realization of shared economic benefits for cities and their migrant populations.

This section will briefly outline the five different phases of the NUP process (feasibility, diagnostic, formulation, implementation, and monitoring and evaluation) and the three pillars (participation, capacity development and acupuncture projects) that inform each of these processes.

Though this general template was designed to be applied consistently across a variety of sectors and themes, there are specific considerations around the situation of migrant and displaced populations that need to be factored in accordingly.

FEASIBILITY · DIAGNOSTIC · FORMULATION · IMPLEMENTATION · MONITORING & EVALUATION

PARTICIPATION · FORMULATION · CAPACITY DEVELOPMENT · ACUPUNTURE PROJECTS
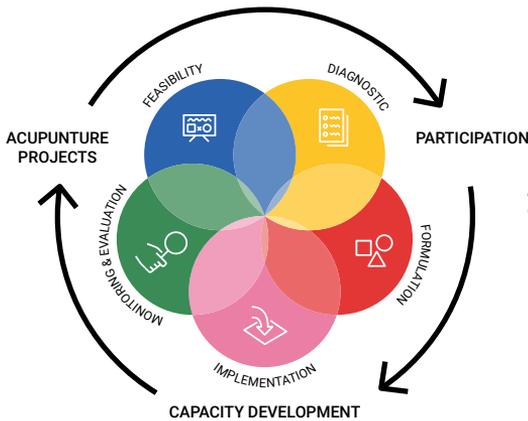
2.2 Main phases in NUP development

The first step in the development of a NUP[12] is the **feasibility** phase. Broadly speaking, this is when the initial "business case" for the NUP is made: developing background research on the specific urban context in the country, the opportunities that can be leveraged and the role of the national government in realizing these. At this stage, too, initial support for the NUP should be built among government agencies and other stakeholders. In this case, it is important that not only the challenges around urban migration are acknowledged, but also the significant social and economic benefits that can potentially be realized if it is well managed. The process should engage not only with national and local actors responsible for urban policy and development, but also those involved with the reception, assistance and integration of migrant and displaced populations. By the end of this stage, there should be a much better understanding of what the priorities for improving urban migration should be, the role of different government entities in achieving these aims and the various stakeholders available to support them. Various publications and toolkits highlighted in the report, such as IOM and UN-Habitat's Integrating Migration into Urban Development Interventions: A Toolkit for International Cooperation and Development Actors, can provide further guidance on the programmatic stages involved.

Feasibility phase: Key actions and areas of inquiry

Understand the links between migration and urban development	
▪ How is migration driving urban population growth? ▪ What are the current impacts of migration on urban development, including slum formation, environmental pressures and service deficits? ▪ What are the potential opportunities of well managed migration for urban areas, including the realization of long-term development aims?	✔ Preliminary collection of existing data including migrant and displaced populations, disaggregated and reflecting intersectional dimensions such as gender, age and disability where possible, to develop a picture of the social, environmental and economic impacts of migration on urban areas.

Build consensus around the need for an inclusive approach to migration and displacement in urban policy.	
▪ Which governmental agencies and other stakeholders need to be brought on board at the earliest opportunity to create momentum and uptake of the different NUP processes? ▪ Who will be leading these processes and assessing progress? ▪ What will be the broad objectives of the new or updated NUP with regards to urban migration?	✓ Mapping urban and migration stakeholders. ✓ Designation of a particular individual or organization as a "champion" of new urban policy: they should be able to engage a wide range of sectors in a participatory fashion, including policy makers in both urban development and migration sectors.

The next stage is the **diagnosis** phase, where further research is undertaken to develop a more detailed sense of the urban context, what information is currently available and the specific governance structures, legislative frameworks and resources in place. This stage is also accompanying by a mapping of relevant stakeholders and institutions. Typically, this stage would produce a NUP Discussion Paper as an output, synthesizing the findings for dissemination to different stakeholders. A particular issue with regards to refugees, migrants and IDPs is the frequent lack of reliable, disaggregated data as many may be based in informal settlements or lack personal documentation. Furthermore, while governance networks in urban settings are already complex, the need to identify the gaps separating urban and migration sectoral actors adds another layer of complication to this process.

Diagnosis phase: Key actions and areas of inquiry

Define the different responsibilities of national, sub-national and local government entities in recognizing and responding to urban migration.	
▪ Is there a single agency in charge of developing policy around urban migration, or is this responsibility spread across multiple institutions? ▪ What are the different roles of national and local governments in responding to urban migration, particularly with regards to the frontline support and integration of new arrivals? ▪ Are there any ambiguities or blockages in the current institutional arrangement that may mean urban migration issues are overlooked?	✓ Institutional mapping to determine which government agencies are engaged on urban migration, how they interlink and any potential gaps. ✓ Creation of inclusive multistakeholder working groups, forums and other consultative platforms to facilitate initial discussions between different agencies.

Identify other stakeholders engaged in areas relevant to urban migration.	
▪ Which non-governmental actors are currently involved in activities supporting migrant and displaced populations? ▪ What is the different role they are playing in these processes: for example, financial assistance, capacity building, psychosocial support or political advocacy? ▪ What connections, if any, do they currently have with national or local authorities?	✔ Initial stakeholder mapping, encompassing a wide range of non-governmental actors, including international agencies, local civil society organizations and migration associations.
Refine problem analysis and set objectives.	
▪ Based on further research and engagement, what are the key challenges relating to urban migration? ▪ How can these specific issues be aligned with broader vision for sustainable urban development in the country? ▪ How can these aims be synthesized into a coherent vision for an inclusive urban policy on migration?	✔ Detailed review of state of urbanization in the country. ✔ Objective setting and formulation of shared areas of intervention.

At the **formulation** phase, the different policy options are assessed in consultation with key stakeholders to build a strong consensus around the proposed policy and ensure the necessary human, financial and institutional capacities are in place. It is important to keep in mind at this stage some of the core principles around sustainable urban development, including compact spatial growth, better integration between different dimensions of the city or settlement and the need for strong connections within urban areas as well as linkages with their surrounding areas. For migrant and displaced populations, who often end up in peri-urban areas with limited access to urban services, these considerations are especially relevant.

Formulation phase: Key actions and areas of inquiry

Review existing policy frameworks relating to urban development to determine whether they address migration issues.	
▪ Is migration explicitly referenced in urban development strategies, sectoral planning and other relevant policy documents? ▪ Are migrant and displaced populations explicitly recognized and included in relevant policy frameworks?	✓ Review of relevant national and sub-national legislation, regulations and frameworks, whether directly relating to urban development policy or in relevant sectors such as housing, services and infrastructure.
Assess human, financial and institutional capacities to integrate migration into urban policies.	
▪ Do government entities, particularly at the local level, have the necessary resources and expertise to implement the urban policy effectively? ▪ Is there adequate funding available to ensure the implementation of policies is properly budgeted? ▪ Is the capacity in place to develop and maintain partnerships with relevant stakeholders, including civil society organizations and migrant associations?	✓ Capacity assessment and detailed survey of administrative and technical resources of national and local government entities.
Formulation and evaluation of different urban policy options around migration.	
▪ Will the potential policy approach achieve its defined objectives in a timely manner? ▪ Is the policy administratively and financially sustainable? ▪ Are there any adverse impacts to consider? ▪ Will the policy be able to gain sufficient buy-in from key stakeholders, including migrant and displaced populations?	✓ Consultations and consensus building activities with different stakeholders, including civil society organizations and migrant associations. ✓ Scenario mapping and workshops to explore alternative pathways.

Following these stages, **implementation** then takes place. This process of translating the developed policy frameworks into action can be supported by an implementation assessment to determine any gaps or blockages that may hinder progress on the ground. Having secured the approval of key stakeholders, determined responsibilities and ensured the necessary financial resources are available, a timeline is developed and legislation put in place to ensure that the objectives of the policy are carried out at the national and local levels. This is where effective, cross-sectoral engagement between different levels of government is key, something that has at times been hindered by the tendency of some national governments to monopolize migration policy development.

Implementation phase: Key actions and areas of inquiry

Undertake an implementation analysis to identify any potential barriers before they occur.	
▪ Are there any weak institutional linkages or capacity gaps that could undermine the implementation of the policy? ▪ Is there adequate awareness, funding and technical support to implement the policy smoothly, particularly at the local level? ▪ Are key stakeholders sufficiently prepared and committed to support the rollout of the policy?	✔ Implementation analysis incorporating governance structures, budgets, non-governmental partners and other areas relevant to the successful actualization of the policy objectives. ✔ Potential "acupuncture" projects to pilot new policy approach at the local level to generate learning.
Develop an implementation plan and timeline for the policy rollout.	
▪ Has a detailed implementation schedule with key milestones been put in place? ▪ Are all the relevant institutions and stakeholders aware of their specific roles within the new or amended urban policy? ▪ Has the rationale behind the policy, including the need to include migrant and displaced populations, been effectively communicated to service providers and other actors?	✔ Development of implementation timeline. ✔ Comprehensive communication framework to inform and coordinate between different actors.
Delegate and decentralize responsibilities where necessary.	
▪ Are key stakeholders aware of their specific responsibilities in the implementation process? ▪ Are actors at the local level empowered to perform their duties within the urban policy framework?	✔ Decentralization of responsibilities to enable local authorities and partners to act, particularly in contexts where migration policy has previously been decided exclusively by central government.

The final stage, though it should in fact be ongoing throughout every stage of the NUP development, is **monitoring and evaluation** – a key element in ensuring policies are achieving their intended objectives in practice. This process is essential in ensuring accountability and is especially relevant for programming on migrant and displaced populations who, with limited political power or representation, may struggle to be heard unless transparent, accessible mechanisms are put in place to enable feedback, complaints and reporting.

 Monitoring and evaluation phase: Key actions and areas of inquiry

Ensure data collection mechanisms are established well in advance to assess policy outcomes.	
▪ Have national and local government actors collected baseline data before policy implementation? ▪ Is this data easily updated over time and cross-comparable to assess the outcome of policies in the long term?	✔ Creation of comprehensive monitoring system, with longitudinal and cross-comparable data.
Ensure feedback loops are in place to gauge stakeholder views on policies.	
▪ Are there mechanisms in place to solicit and collate feedback on the impact of urban policies around migration on the ground? ▪ Is a wide range of stakeholders, including migrant and displaced populations, able to input their perspectives?	✔ Establishment of inclusive, accessible feedback platforms to gauge success of policies in practice.
Refine and improve policies in line with learning from the processes.	
▪ Are there mechanisms in place to ensure that feedback, complaints and data findings are fed back and reflected in policy refinements? ▪ Are monitoring and evaluation processes initiated from early on in policy development and maintained through each stage to ensure continuous learning?	✔ Policy evaluations, complaints mechanisms and iterative feedback loops.

Box 2. Bridging the humanitarian-development-peace nexus

In recent years, there has been increasing focus on so-called "nexus programming" – a merging of different strands of humanitarian, development and conflict resolution approaches into an integrated approach that balances short-term and urgent needs with a long-term focus on sustainable development and stability. Though this humanitarian-development-peace (HDP) programming spans a variety of methods, settings, priorities and outcomes, there are several principles that broadly characterise work at the nexus:

✓ *Contextually grounded:* programmes are informed first and foremost by local conditions, with extensive and collaborative data collection and surveys in cities and neighbourhoods to develop a highly specific picture of needs, challenges and opportunities to guide programme development. Interventions need to be adapted to an array of urban contexts, recognizing that migration is occurring not only in capitals and megacities but also peri-urban areas, smaller towns and border settlements, meaning programmes need to have 'adaptability' to different and unexpected conditions.[13]

✓ *Collaborative:* The process should encompass a wide range of stakeholders, including not only local authorities and development agencies but also civil society groups, NGOs, host communities and migrant populations. This is not only to ensure that the data adequately reflects the diversity of the city itself, but also because the process of collection and sharing can itself support the development of stronger multistakeholder partnerships and enhance collective buy-in to the findings.

✓ *Coherent:* Programmes should integrate expertise and resources from a multitude of actors, creating a comprehensive programme for development that synergizes efforts across different sectors to achieve the most effective results with what is available. Importantly, humanitarian, development and peacebuilding organizations should work in close partnership with local governments, ensuring that their own programmes align with existing municipal policies and priorities.

✓ *Future-oriented and inclusive:* Rather than focusing on short-term crisis interventions targeting specific displaced populations in isolated camp settings, programmes should balance emergency needs with long term solutions, particularly in urban settings. Similarly, rather than investing in narrowly focused activities, the intended benefits should be inclusive of both host and migrant communities.[14]

Increasingly, HDP projects are a priority area for donors and agencies such as the United Nations Development Programme (UNDP)[15] and the launch of an interagency "Nexus Academy" bringing together different sectors, organizations and development actors.[16] This vision is playing an increasingly prominent role in shaping financing and implementation strategies in global development, including the field of urban migration and displacement.

Rohingya women leaders gather in Bangladesh to discuss challenges and demands © UN Women
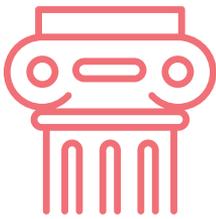
2.3 Key pillars for mainstreaming migration and displacement in NUP processes

Alongside the five phases of NUP development, there are three cross-cutting pillars that inform every stage: participation, capacity development and acupuncture projects. These underpin the design and delivery of equitable, sustainable and innovative urban policy and programming, and inform the recommendations listed here.

Participation is a fundamental principle of inclusive policy development that can vary from "publicity" and "public education" (the content of the NUP is communicated to the public and specific groups are targeted to inform them directly of its provisions) to "public input" and "public interaction" (where viewpoints are collected and two-way dialogue around the NUP is also initiated). The most advanced stage of participation, however, is "public partnership" – here, the public are involved in a two-way collaboration with authorities and actively engaged in the shaping of the NUP. Crucially, though, these processes need to be consistently and meaningfully applied through every step of the NUP's inception, elaboration and completion to be truly inclusive.[17] For programming around migration and displacement, the need for genuinely inclusive policies is especially valid, given that refugees, migrants and IDPs are all at risk of being overlooked or marginalized by authorities. In this regard, there is a spectrum of measures that authorities can take: for example, while including specific policy provisions for migrant and displaced populations or designing tailored service provision are both positive steps, they are still a long way from fully engaging with these constituencies and affording them the space for discussion, dialogue and dissent.

Capacity development is also vital to ensure that all levels of government have the resources and technical expertise to implement the NUP. This may include training, awareness raising and the enhancement of data collection to ensure a solid evidence base is available to guide and monitor outcomes. Partnerships with other actors can contribute to this process through knowledge sharing and cooperation.

National and local governments should ensure that migrant and displaced populations play a part in these processes themselves wherever possible, enhancing the awareness and capabilities of implementing departments and agencies through consultation and representation in decision-making bodies, service providers and other institutional settings.

Finally, **acupuncture projects** provide a means to translate the aims of the NUP into concrete actions through discrete, small-scale interventions at the local level. These enable overarching assumptions and priorities within the NUP to be road-tested and then either adjusted or replicated at a larger scale, depending on their success. In the context of urban migration and displacement, this sort of intervention

has been a defining feature of many responses. The highly specific impact of urban migration, as well as the growing need for local solutions, has inspired a wealth of good practices, pilots and city-to-city collaborations that in many cases have been carried out at the municipal level and subsequently shaped national-level policy due to their demonstrated success.

Box 3. Regularizing rural to urban migration in China's development strategy

In China, millions of migrants still live in cities without the full rights enjoyed by recognized urban residents. This is the legacy of decades of mass migration against a backdrop of continued legal and institutional restrictions that have yet to be fully resolved. Nevertheless, the government has attempted to address some of the barriers through specific provisions in its urban and national policies.

While many other national urban policies that reference rural migration typically focus on attempting to prevent it through targeted rural development, *China's 4th Five-Year Plan for National Economic and Social Development and Long-Range Objectives for 2035* has an explicit goal to "Accelerate the urbanization of the rural migrant population" to achieve long term development. A central part of this is addressing the registration gaps that still occur for rural migrants: "We will insist on prioritizing inventory and driving growth, coordinate and promote the reform of the household registration system and the full coverage of the permanent population by urban basic public services, improve the policy support system for the urbanization of the rural migrant population, and accelerate the full integration of the rural migrant population into cities."[18]

Alongside improved registration, the government in the same document also outlines its intent to loosen restrictions in place for intermediary cities, though its largest cities are notably excluded: "We will liberalize restrictions on settlement except for certain mega-cities and implement a system of household registration based on the place of habitual residence on a trial basis. We will completely abolish restrictions on settlement in cities with a permanent population of less than 3 million in the urban area and ensure that the standards for the settlement of urban residents from other regions and local rural migrants are the same. We will comprehensively relax the conditions for settlement in Type I large cities with a permanent population of 3 to 5 million in the urban area."[19]

2.4 Further examples of migration and displacement in National Urban Policies

A selection of excerpts from the NUPs of different countries containing provisions relating to migration and displacement are included in Annex 2 to demonstrate how countries can integrate these concerns into their own policies.

3

A 10-Step Strategy to Integrate Migration and Displacement into Urban Policy

© Alejandro Montes (Colombia)

This section provides a series of 10 recommendations for national and local authorities seeking to develop effective policy and programming on urban migration and displacement. Spanning governance, stakeholder partnerships, financing, data collection, spatial planning and integration, among other areas, it presents key actions, inspiring practices and case studies to provide illustrative examples of how governments can achieve these objectives.

Some useful additional resources and toolkits are also included in Annex 3.

The recommendations are each structured around different activities relevant to the development of an informed, inclusive urban response to migration and displacement. Though these are not linear by any means and they may in practice occur alongside each other, they nevertheless follow a rough chronology as follows:

✓ **Data management and planning**: gathering information to develop a picture of the scale of migration and displacement to urban areas, then building on these findings to design forward-looking strategies. (Recommendations 1,2)

✓ **Governance and institutional coordination**: assessing and determining the institutional capacity of different departments and the integration of national, regional and local governments. (Recommendations 3,4)

✓ **Multistakeholder partnerships and community participation**: the creation of collaborative frameworks with non-governmental actors and the engagement of migrant and displaced populations as partners. (Recommendations 5,6)

✓ **Funding and technical assistance**: the engagement of national, international and private donors as funders for locally led urban programmes related to migration and displacement. (Recommendations 7,8)

✓ **Support and integration**: service provision and social inclusion strategies to promote long-term, durable outcomes for migrant and displaced populations. (Recommendations 9,10)
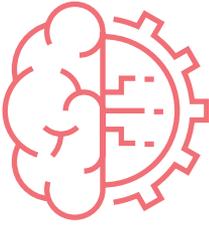
DATA MANAGEMENT AND PLANNING

RECOMMENDATION 1. Develop a clear and accurate evidence base on the size, needs and vulnerabilities of migrant and displaced populations in urban areas, including intermediary cities and towns, to ensure they are accounted for in policy and planning processes.

✓ **Action 1.1: Collect up to date, disaggregated data on refugees, migrants and IDPs, including intersectional dimensions around gender, age, disability and other dimensions, and where possible encompassing qualitative assessments in areas such as wellbeing and mental health.**

Creating a solid evidence base on migrant and displaced populations is an essential first step in addressing their needs: without this, they will continue to remain invisible and excluded from official responses. All too often, however, these groups are excluded from data collection efforts, particularly those lacking legal documentation, residing in informal settlements or situated in smaller cities, towns or peri-urban areas.

While it is essential to ensure they are included in these processes, it is also important that their data is further disaggregated to give a clear picture of the specific vulnerabilities they face. If possible, this data should also capture the intersectional challenges experienced by certain groups within these communities, including women, youth, the elderly, persons with disabilities and LGBTQ+ people, as well as those marginalized due to lack of livelihood opportunities. When the capacity of national and local governments are already strained, there may not be resources to undertake independent data collection; however, at the minimum every effort should be made to mainstream these dimensions into ongoing and future data collection.

Furthermore, given that many IDPs and refugees in particular may still experience multiple displacements once they reach a town or city, there is also a need for data collection to be ongoing and longitudinal to capture the changing dynamics of urban migration and settlement.[20] Even when they are enumerated on arrival through registration or official censuses, the situation of migrants and refugees is often not tracked subsequently and those who are able to access support in areas like housing may only do so for a fixed period of time. Cities need to go beyond this to determine the long-term outcomes for migrant residents in terms of service access, integration and security, particularly in settings where many may still experience further displacement and eviction. There is also value in developing as wide a range of data as possible to provide a full picture of the situation of migrant and displaced populations. While quantitative data is highly important, this can profitably be combined with qualitative assessments including testimonies and surveys among local communities. While data collection efforts among displaced populations frequently focus on vulnerabilities, this approach poses significant limitations in contexts of protracted displacement. Consequently, some research has attempted to develop a wider set of indicators, encompassing more qualitative concepts such as wellbeing and mental health.[21]

Some displaced or migrant communities may require targeted data collection to understand and address their needs. In Nova Iguaçu, Brazil, for example, the municipality welcomed a significant number of indigenous Warao displaced from Venezuela. Recognizing the acute vulnerability of this group and the importance of a culturally appropriate response, the city conducted regular monitoring and assessment of the community and their needs to ensure they were able to deliver housing, welfare and health care effectively and in a sensitive way that respected traditional Warao customs.[22]

Operation Welcome gives Venezuelans a fresh start in Northern Brazil © IOM Storyteller

✓ **Action 1.2: Establish multistakeholder platforms for coordinated, publicly accessible data collection and sharing, with refugees and migrants included as partners in these processes.**

Given the diversity of displaced populations in urban areas and the complex range of needs they face, multistakeholder partnerships are key to effective data collection on urban migrants. Private sector actors, such as telecommunications providers, may be able to provide anonymized data on phone use and social media activity where applicable to provide governments and agencies with a better sense of migration patterns when official data is lacking. Meanwhile civil society actors working with vulnerable migrants, as well as migrants themselves, are often best placed to gather qualitative information on needs, priorities and risks among the displaced.

By creating a common database of information for government actors, agencies and civil society organizations, as well as migrant and displaced communities themselves, the process can create momentum for further inputs that provide local authorities and their partners with an evolving picture of migration and displacement. Detailed and collaborative data collection, bringing together different constituencies including vulnerable groups as partners, helps generate a dynamic, widely accessible evidence base that local stakeholders can continue to use and add to when new inputs become available. Besides promoting collaborative systems of data collection, the findings (anonymized for personal privacy) should be accessible for different government actors and other stakeholders to use themselves. The participatory processes involved may in turn help support the emergence of a common consensus and pave the way for further action.

Accurate and updated data is especially important in crisis settings where the destruction of housing and infrastructure may have significantly altered the urban landscape. This has informed UN-Habitat's work across the Arab region, where it has partnered with local authorities to develop detailed city and neighbourhood profiles in conflict-affected urban settings, resulting in the rollout of area-based interventions that target the worst impacted areas in the most effective way possible.[23] In Al Raqqa, Syria, for instance, urban profiling of the post-conflict context was essential as the devastation of certain neighbourhoods had prompted returnees to occupy the city in very different patterns and densities than before.[24]

✓ **Action 1.3: Put safeguards in place to ensure that migrant and displaced communities can actively participate in data collection without putting themselves at risk, including firewalls between service providers and immigration and security agencies.**

Wherever possible, it is important that data collection is conducted with the active participation of migrant communities and attempts to capture intersectional issues such as gender, age, ethnicity, disability and other factors that may help identify specific vulnerabilities. This information can then provide national and local authorities with a clearer understanding of specialized services that may be needed, such as psychosocial counselling. However, a major barrier to inclusive data collection is that migrant and displaced populations may be understandably wary of sharing their personal information with authorities. In this context, the already considerable challenge of researching these communities may be exacerbated by the fact that many are actively maintaining a low profile due to security concerns.[25]

To be able to engage confidently in data collection processes, then, migrants need to be sure that any personal or sensitive data collected will not compromise their security, hamper their access to essential services or place them at risk of detention. In these cases, while the overall findings of the data should be transparent and accessible – for example, average service coverage or access to housing among migrants compared to the host community – individual information should be carefully managed to prevent misuse. Besides being anonymized, any data can be protected behind a "fire wall" to prevent it being misused: for instance, information provided to access housing, healthcare and other needs should not be accessible for immigration or security officials to identify and detain undocumented migrants. Similarly, ensuring research is conducted transparently and respectfully is also key to building long-term trust with communities, leading to better quality and more inclusive data collection over time.

Participation and inclusion with vulnerable communities should be at the heart of data collection. For example, the Joint IDP Profiling Service (JIPS), through its work in a variety of urban displacement contexts including Myanmar, Syria and Ukraine, has highlighted the importance of ensuring participatory processes are embedded into each stage of the process: the design of the methodology, the representation of diverse groups as stakeholders, the communication of the results to the communities in question and the empowerment of refugees, migrants and IDPs to be able to use the data themselves.[26]

TRACK MIGRANT NEEDS AND VULNERABILITIES TO INFORM POLICY

ACTIONS →

Collect up-to-date data

Disaggregate by gender, age, disability, etc

Share refugee data

Include refugees and migrants as partners

Secure migrant data

Firewall between service providers and authorities

Potential challenges and considerations for cities with limited resources

In many urban contexts, particularly secondary cities and towns in countries already struggling with minimal up-to-date demographic, economic or social data, even basic information may be unavailable. In these contexts, national and local authorities as well as their partners may need to consider how to deploy "best available" tools to get this data.

The very factors that contribute to the limited attention that migrant and displaced populations – their lack of recognition, even perceived illegality – also reflect the significant disincentives and risks that perpetuate their invisibility. Developing a detailed evidence base on these communities, particularly disaggregated for other issues such as ethnicity, gender and age, poses significant challenges.

Though important, data alone is not sufficient to deliver meaningful improvements. For this to happen, there needs to be effective mechanisms in place to ensure the findings are fed into policy development and long-term planning.

RECOMMENDATION 1. Checklist of action points

1. Develop a clear and accurate evidence base on the size, needs and vulnerabilities of migrant and displaced populations to ensure they are visible in policy and planning processes.		
✓ Action 1.1: Collect up to date, disaggregated data on refugees, migrants and IDPs, including intersectional dimensions around gender, age, disability and other dimensions, and where possible encompassing qualitative assessments in areas such as wellbeing and mental health.		
▪ Statistical offices ▪ Urban planners ▪ Service providers	Is there data available on key development indicators in urban areas, including smaller cities and towns as well as rural areas undergoing urbanization?	Y/S/N
	If so, are migrant and displaced populations included in local surveys, censuses and other official data?	Y/S/N
	If so, is information on these groups disaggregated, taking into account where possible additional dimensions such as gender, age, income and disability, to identify any specific gaps or vulnerabilities among them?	Y/S/N
	If so, to what extent is it also possible to determine whether specific groups, such as women, youth, persons with disabilities, ethnic minorities and LGBTQ+ people, have particular issues to be addressed?	Y/S/N
	If so, are data collection efforts ongoing to assess outcomes over time, particularly following any potential incidents of intermediary displacement after arrival?	Y/S/N
Total score (out of 10)		
✓ Action 1.2: Establish multistakeholder platforms for coordinated, publicly accessible data collection and sharing, with refugees and migrants included as partners in these processes.		
▪ National and local governments ▪ Statistical offices ▪ Non-governmental stakeholders, including civil society organizations, international agencies and telecommunications companies. ▪ Migrant and displaced communities as partners in data collection processes.	Is there a platform in place for available national and local data, including relevant information on migrant and displaced populations, to facilitate information sharing by different stakeholders?	Y/S/N
	If so, are civil society organizations and other non-governmental actors able to engage as partners to contribute their own data?	Y/S/N
	If so, is this shared database readily accessible and free to all interested groups, including civil society organizations and migrant associations?	Y/S/N
Total score (out of 6)		

✓ Action 1.3: Put safeguards in place to ensure that migrant and displaced communities can actively participate in data collection without putting themselves at risk, including firewalls between service providers and immigration and security agencies.		
▪ Statistical offices ▪ Service providers ▪ Other data users, including non-governmental actors engaged in local programming.	Do migrant and displaced populations contribute to national and local data collection activities?	Y/S/N
	If so, do they do so voluntarily and with a clear understanding of how this data will be used?	Y/S/N
	If so, do they do so as active participants in the process: for example, as members of research teams?	Y/S/N
	Is the data they share secure and protected from misuse and hacking: for example, anonymized wherever possible and protected by firewalls from being accessed by immigration and law enforcement agencies?	Y/S/N
Total score (out of 8)		
Total (out of 24)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

Box 4. Transforming refugee camps into urban settlements in Kalobeyei, Kenya

Kakuma refugee camp in Turkana in northern Kenya was first established three decades ago following the arrival of thousands of refugees from neighbouring countries. Initially viewed as a temporary solution, there was little in the way of long-term planning: as a result, over time, tensions emerged between host and refugee communities over resources and deteriorating environmental conditions. Nevertheless, in one of the poorest areas of the country, the presence of the large refugee population also brought significant economic and social benefits to the local community. With increased political devolution, UNHCR, the Department of Refugee Services and Turkana county government began to explore the possibility of a different approach that would deliver a sustainable solution to the situation to benefit both camp residents and the local population.[27]

With the support of UN-Habitat, a lengthy process of participatory engagement, collaboration and visioning ensued to guide the urban planning of a liveable, integrated settlement that brought inclusive development outcomes to the different constituencies living there. Through workshops and trainings in map reading, Mine Craft design and other tools, a broad representation of members from refugee and host communities were engaged in the process of brainstorming ideas for housing, public spaces and other amenities. This has played a central role in implementation: while asylum policies and policy discussions take place at national level, local efforts and relationships are crucial in determining inclusiveness in practice.

The final plan,[28] based on sound planning principles of connectivity and social cohesion, has demonstrated the potential of collaborative, inclusive spatial planning to support the transition of refugee camps into sustainable urban settlements. The success of the project to date has depended in large part on the strong partnership between UN, international and local agencies and both Kenyan and Turkana authorities, as well as the high levels of buy-in from refugees and local communities. While at present this approach has yet to be fully replicated elsewhere, Kalobeyei offers an inspiring model that other countries with significant displaced populations could follow in future.[29] The conferral of municipality status for Kakuma in 2023, in particular, is a measure that could be adopted elsewhere to elevate refugee inclusion in developing urban centres.

Increasingly, the emphasis on urban-based solutions rather than traditional camps is informing the operational response of humanitarian agencies to crises: in Maradai region, Niger, for instance, where tens of thousands of Nigerians displaced by conflict are hosted, UNHCR has created so-called "opportunity villages" where upgrading and investment made in established communities where refugees can settle and practice livelihoods, safely away from the continued insecurity in the border areas.[30] It has also been reflected in its collaborations with UN-Habitat to strengthen knowledge and resources around applying urban planning principles to protracted humanitarian and displacement contexts such as camps.

A boy playing in one of the public spaces in Kalobeyei integrated refugee settlement in Turkana, Kenya 2019 © UN-Habitat/ Julius Mwelu

✓ **Action 2.1: Translate research and data findings into concrete policy actions.**

While accurate, up-to-date, relevant and disaggregated data collection is a prerequisite for informed policy making on urban migration, its impact will always be limited without proper uptake and adequate use. If data is difficult to access or poorly communicated, it is likely that urban planners, policy makers service providers and other actors will fail to incorporate migrant and displaced populations into their own activities. Research findings should therefore be effectively disseminated across different government departments and other relevant institutions, with mechanisms in place to ensure that programmes have adequately reflected this data in their design and implementation. Ideally, if a dedicated unit focused on migrant and displaced populations is already in place, they would undertake cross-sectoral engagement to ensure the information has been meaningfully absorbed into planning and programming. Where this is not available, as is the case in many resource-poor urban contexts, officials working in relevant sectors such as housing, services or welfare could be designated as contact points to guide this process. Longer term monitoring of relevant policies to determine the extent to which new data has been instrumentalized in practice may also strengthen uptake.

Effective data collection can be a valuable tool for identifying resources gaps and financial shortfalls that governments may then attempt to address, in the process strengthening local capacity and even paving the way for positive institutional change.[31] To achieve this, however, governments need to be open to adjusting their policies when new data comes to light. This was the case, for instance, when local governments in Barranquilla and Medellín in Colombia collaborated with the Mixed Migration Centre to conduct detailed qualitative surveys in their cities. In response to the findings, both cities developed policies to address problems identified in their respective research, including the creation of new decision-making platforms for migrants and an expanded programme of temporary housing to support those at risk of homelessness.[32]

Participatory decision-making with local residents in Kilifi, Kenya © UN-Habitat

Data collection is often most transformative when it engages a wide range of stakeholders from the outset, making participation a core part of the process and thereby ensuring institutional buy-in to the findings. In Mogadishu, Somalia, in close collaboration with national and local authorities, JIPS undertook an extensive urban profiling process that has continued to shape the city's policy city ever since. In particular, its findings helped drive the creation of the national Durable Solutions Initiative and were integrated into the 2017-19 National Development Plan, the first country-level framework mainstreaming internal displacement into national policy. The profiling was also influential in the creation of the Durable Solutions Unit of Mogadishu, set up by the mayor, and has helped pave the way for a variety of ground-breaking local programmes around displacement in the capital. The findings remain relevant, with their indicators used to guide targets in the city's 2020-25 Durable Solutions Strategy.[33]

✓ **Action 2.2: Develop a clear, multisectoral urban plan to guide the harmonization of programmes of different government actors and other stakeholders, including international donors and agencies.**

Alongside disaggregated data on migrants, refugees and IDPs, national and local governments can also synthesize a breadth of information including spatial analysis, infrastructure provision, housing stocks, amenities, social context and environment to develop a detailed picture of the city and its different neighbourhoods. Through a holistic, area-based approach that brings together a range of stakeholders, the development of a comprehensive urban strategy can create a shared consensus around local needs and priorities that can provide different actors with a common blueprint for future action.

It also ensures that humanitarian assistance is effectively aligned with existing municipal development plans to support long-term growth.

This integrated process of context assessment, increasingly deployed by humanitarian agencies as well as local governments, ensures that interventions are adequately aligned with the wider urban context while identifying and targeting the most disadvantaged areas in a way that benefits migrant and host communities alike. This reduces the risk of replication or the development of parallel structures of support that may either exclude migrant populations (if local governments fail to include migrants in their planning) or stoke resentment towards them (if humanitarian assistance is not extended to host communities as well).

Designing a local plan that anticipates future migration enhances preparedness and future resilience. The municipality of Ambavalao, located in the Central Highlands of Madagascar, is a small but rapidly growing city that has become a hub for trade, business and tourism due to its strategic location as a gateway to the country's south. A significant portion of its population are migrants, who are engaged in a variety of livelihood activities linked directly or indirectly to its large cattle market, such as selling food. However, Ambavalao is also struggling to expand sustainably in the absence of a spatial growth plan and widening gaps in basic service and infrastructure.[34] With IOM's support the municipality developed a detailed 15-year urban masterplan that anticipated current and future migration, with specific zoning, financing and consultations to improve outcomes for both the city and its migrant population.[35]

✓ **Action 2.3: Future-proof urban plans and policies by incorporating demographic, environmental and security projections to anticipate potential land, property, housing, services and infrastructure needs resulting from migration and displacement.**

Rather than simply reacting to migration, urban planning processes should be forward-looking and focused on mitigating potential problems before they occur. For example, the legacy of conflict can leave stark patterns of spatial segregation and exclusion that perpetuate tensions and can even lay the foundation for future violent outbreaks. There is therefore an important role for urban planning to ensure cities "build back better" in a way that strengthens social cohesion and mitigates the potential emergence of new tensions over land rights, resource access and other areas.[36]

This is especially important for migrant and displaced populations who are disproportionately concentrated in peripheral or disaster-prone areas cut off from the rest of the city. Tools such as urban expansion planning, whereby cities anticipate urban growth over the coming decades and invest in the necessary infrastructure and roads to underpin this, can play an important role in preventing informality and unmanaged sprawl, because of rural to urban migration. This is particularly significant for intermediary cities where some of the fastest growth is now occurring.[37] Urban policy has an important role to play here in mitigating the development of social divisions and the exclusion of minorities: recent research in urban contexts affected by displacement from conflict and climate change impacts has suggested that urban governance, as opposed to migration and displacement patterns, plays the most decisive role in determining whether further outbreaks of violence occur.[38]

It is also important that urban planners engage with specialists in other sectors, such as environmental disaster risk and human security, to model and prepare for future migration and displacement through the development of early warning systems, zoning and other measures. Recent projections suggest that by 2050, urban areas in Central America and Mexico will have received more than 10 million climate-induced migrants unless effective actions are taken: cities in the region therefore need to invest in forecasting the impacts of this movement and plan accordingly to ensure the best outcomes.[39] Alongside the risks they face through displacement and forced migration, refugees and migrants are also more exposed to environmental vulnerabilities on arrival in urban areas as they are more likely to be situated in low-lying or disaster-prone locations.

In this context, UN-Habitat has also been channelling significant efforts into "humanitarian-development-peace" programming in fragile urban contexts in countries like Burkina Faso, where it has been working with local authorities, IDPs and local communities to strengthen capacity, upgrade services and improve living conditions for displaced and host communities.[40] Though the technical resources to develop detailed strategies around possible climate change and displacement patterns is limited, there have been notable efforts to support these activities through capacity strengthening: for instance, IOM recently launched a toolkit to guide local authorities in Burkina Faso to integrate migration and climate change projections into their future planning.[41]

In many contexts, smaller urban centres may be among the most exposed to sudden incidents of mass displacement, whether from natural disasters, conflict or other stresses. As a result, there is renewed attention on how these cities can respond effectively to these challenges. One example of this increased focus is a programme by Cities Alliance that looks specifically at seven intermediary cities in four countries (Ethiopia, Kenya, Somalia and Uganda) in the Horn of Africa, building opportunities for network development, knowledge sharing and partnerships in the region.[42]

Climate resilient planning can help reduce the impact of extreme weather and natural disasters on urban areas and their migrant populations. In the small Ethiopian city of Jigiga, protracted drought has led to the displacement of rural pastoralist communities to informal settlements in the urban periphery. The distance between Jigiga and its already overstretched reservoir has more than halved in recent years due to urban expansion, itself driven in part by the adverse environmental conditions in surrounding areas. To prevent the city's water supplies from potential contamination, the local authorities are developing a plan to guide further expansion away from the reservoir by opening up land in another part of the city.[43]

A boy collecting water from water points in Kalobeyei settlement in Turkana County, Kenya © UN-Habitat

INCLUSIVE, EVIDENCE-BASED PLANNING FOR MIGRANT AND HOST SECURITY AND DEVELOPMENT

ACTIONS →

Research to policy

Translate data findings into concrete actions for policies

Unified urban plan

Multisectoral urban plan to harmonize stakeholder programs

Resilient urban plans

Foresight-driven urban plans for migration and displacement

Potential challenges and considerations for cities with limited resources

Almost as important as data collection is data uptake. This requires a significant institutional commitment to disseminate findings and advocate policies in response: many cities may lack an obvious department or office holder to lead this process. Resource-poor cities can identify a relevant official or unit within the existing governance infrastructure to undertake a supervisory role, taking care to ensure they have the mandate and political commitment to do so effectively.

Planning capacity, particularly around spatial development, is weak in many urban contexts affected by large-scale migration and displacement. This is especially true for secondary cities and towns where there are insufficient resources to map out current needs, let alone anticipate future pressures. National or international actors may need to be brought on board to provide this assistance.

RECOMMENDATION 2. Checklist of action points

2. Implement inclusive, evidence-led planning strategies, with a focus on long-term development and security for both migrant and host communities.		
✓ Action 2.1: Translate research and data findings into concrete policy actions.		
▪ Dedicated units focused on migrant and displacement populations ▪ Statistical offices ▪ Different government units engaged in relevant areas, including housing, employment, education and welfare.	Are there mechanisms in place to ensure that data on marginalized and disadvantaged groups, including migrant and displaced populations, is disseminated to government stakeholders in relevant sectors such as housing, education, employment and social welfare?	Y/S/N
	Are there processes to confirm that data on marginalized and disadvantaged groups, including migrant and displaced populations, has been absorbed by relevant departments and staff members when new policies and programmes are being formulated?	Y/S/N
	Do policies and programme strategies in key sectors, including education, employment and housing, reference the need to specifically reference excluded groups, including migrant and displaced populations?	Y/S/N
Total score (out of 6)		
✓ Action 2.2: Develop a clear, multisectoral urban plan to guide the harmonization of programmes of different government actors and other stakeholders, including international donors and agencies.		
▪ National and local policy makers ▪ Urban planners and strategic policy makers ▪ International agencies and humanitarian organizations	Are there urban plans in place or under development to guide local policy and planning?	Y/S/N
	Are these available in intermediary cities and smaller urban areas as well as national capitals?	Y/S/N
	Do these plans specifically reference and target highly disadvantaged areas, such as informal settlements, where migrant and displaced populations are concentrated?	Y/S/N
	Do these plans explicitly acknowledge the presence of migrant and displaced populations, including any specific needs or barriers they may face?	Y/S/N
	Is there an adequate allocation of resources in place to ensure that urban plans are implementable in practice?	Y/S/N
Total score (out of 10)		

✓ Action 2.3: Future-proof urban plans and policies by incorporating demographic, environmental and security projections to anticipate potential land, property, housing, services and infrastructure needs resulting from migration and displacement.		
▪ Urban planners ▪ Environmental modellers ▪ Demographers ▪ Human security experts ▪ Migration specialists	If urban and national development plans are in place, do these include long-term planning to anticipate and respond to disruptive changes such as climate change and insecurity?	Y/S/N
	If so, do these reference the impacts of continued migration or displacement on services, spatial planning and other relevant areas?	Y/S/N
	Do these plans explicitly refer to climate change, insecurity, rural loss of livelihoods and other potential drivers of future movement to urban areas?	Y/S/N
	Do these plans include concrete measures specifically recognizing and responding to future migration and displacement: for example, the zoning of expansion areas to guide development and regularization of informal settlements?	Y/S/N
Total score (out of 8)		
Total (out of 24)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

Migrants and IDPs in Bossaso, Somalia © IOM - UN Migration

Box 5. Integrating IDP camps into the urban fabric of Bossaso, Somalia

Spatial planning can play a key role in supporting peacebuilding and social stability. In Bossaso, Somalia, because of conflict and drought, a large IDP population were situated on the periphery of Bossaso, with acute needs but unconnected to the city. Lack of tenure security has also been a longstanding issue for displaced populations in Bossaso and other cities in Somalia, complicated further by the fact that land rights are largely governed by Sharia law: though this encompasses key Islamic principles such as mewat (dead or unused land) and waaf (charitable land) that are potentially supportive of IDP resettlement, the system still favours male ownership over claims by women, including female-headed households. Despite efforts to engage different actors, including traditional and religious leaders, to mediate with landowners to transfer land for use by IDPs, some concerns remain about how permanent these arrangements will be and how the land will be allocated between Puntland's own displaced population and IDPs from South-Central Somalia.[44]

Nevertheless, through an iterative process of analysis and mapping, including satellite imagery and property data, UN-Habitat worked with the local municipality to design a detailed city extension plan that provided a detailed framework to manage spatial growth, guide investment and infrastructure development, boost connectivity, support informal settlement upgrading and promote environmental resilience through the designation of flood risk and buffer areas. Importantly, the collaboration also helped enhance planning expertise at the local and regional level, providing authorities with a strong foundation of knowledge and skills to draw on in future.[45]

GOVERNANCE AND INSTITUTIONAL COORDINATION

RECOMMENDATION 3. Improve linkages between national, regional and local governments to ensure a coherent, well informed urban migration response.

✓ **Action 3.1: Conduct a detailed mapping of current formal and informal institutional structures, identifying any potential blockages, gaps or inefficiencies between national and local governments, across departments and across actors that may weaken urban migration responses.**

One of the major challenges in managing urban migration is the frequent disconnect between central governments and sub-national authorities, such as provincial governments and cities. While migration policies are generally formulated at the national level and often focus on issues like immigration control and border security, at the local level – where the impacts are most acutely felt – the priorities may be very different. However, just as important as vertical engagement between national and local governments is horizontal coordination: the degree of cooperation and resource sharing between the many different departments, agencies and individuals who in various ways influence urban policies around migration. This is a challenge for all levels of government as the frequent siloization of interconnected areas such

as housing development, transport planning and environmental resilience can lead to dysfunctional or contradictory decision-making.

Detailed institutional mapping – at its simplest, a process of identifying "Who does what, how and with whom?"[46] – is an effective way to identify opportunities for strengthening synergies. Spanning both vertical and horizonal connections, it can serve as an important tool to help ensure that different scales of government, from central ministries to municipalities, are coordinating properly and receiving what they need. By charting the different relationships and responsibilities of each organization across a range of sectors and at multiple levels, it is possible to identify any potential blockages, gaps or inefficiencies that can be addressed. This information can then provide a roadmap for authorities to develop cross-cutting linkages between national and local government and across multiple agencies. As in many cases the responsibilities of each organization are themselves grounded in law, some process of legislative review or reform may be needed to achieve the necessary institutional reconfiguration.

Migrants make their way through Serbia, near the town of Subotica © Christopher Furlong - Getty Images

As migration and displacement pressures often span multiple boundaries, there is a clear logic for local authorities to develop creative solutions to the shared pressures they face. One example of this is the Association of the Region of Gothenburg in Sweden, bringing together the city of Gothenburg and 12 other municipalities. Created in the aftermath of the 2015 migration crisis, it has enabled cooperation on the provision of improved housing, services and documentation for refugees.[47]

✓ **Action 3.2: Develop an overarching strategy to bring together different sectors and tiers of government in a coherent, integrated urban migration response, including shared platforms for service providers, housing agencies, finance departments and other stakeholders.**

To achieve an effective urban migration response, there must be coherent structures in place to link national and local action effectively. It is important, though, that these are not conceived of solely as top-down mechanisms for the national government to impose its will at the local level. Instead, the relationship should function as a two-way process in which cities are not only guided and supported by the centre where necessary, but are also able to share knowledge and shape policy themselves. Fortunately, there is now increasing recognition that if migration and displacement are to be managed effectively, cities and sub-national authorities must themselves be engaged as key stakeholders. Local governments have not only been pivotal in the implementation of national policies, but have also pioneered new approaches that have then been replicated at the national level. All too often, however, local governments have been excluded from migration policy and may not even regard it as an area within their mandate, despite having to manage its impacts on the ground. National governments, particularly in contexts where power has historically been highly centralized, need to make concerted efforts to ensure that cities and municipalities are empowered to participate in developing urban policies around migration.

It is equally important that different agencies engaged in relevant areas for urban migration (such as housing, welfare, education, livelihoods and basis services, not to mention the distinct policy spheres of national migration and urban development) are able to coordinate effectively among each other to ensure a coherent, efficient response. While this can be difficult to achieve in general, given that many cities struggle with fragmented governance structures, the challenges are especially evident in the area of migration: migrant and displaced populations are often invisible, legally unrecognized or viewed as the responsibility of humanitarian agencies rather than local authorities. Establishing dedicated cross-sectoral units to coordinate services and assistance for new arrivals can ensure streamlined, linked-up government assistance. In Berlin, Germany, for instance, the city's Welcome Centre serves as a one-stop hub for migrants to access services, information and other support by acting as a point of coordination between a variety of different national and local agencies.[48]

The ability and willingness of authorities to respond to migration and displacement is also determined to a significant extent by the political environment not only at a national level, but also at a sub-national level and within the municipality. The web of local institutional actors, interests and divisions that shape urban governance may vary from city to city even within the same country, and need to be acknowledged in the rollout of any effective migration and displacement response. In Lilongwe, the capital of Malawi, where migration from rural areas accounts for more than half of its population growth, clientelism, corruption and the replication of national and ethno-regional political ties in municipal councils is constraining its ability to deliver services, housing and planning.[49] In politically contested urban spaces such as this, strategies to improve the management of migrant and displaced populations must recognize and carefully address these complexities.

Refugees and migrants waiting to be registered as asylum seekers in Berlin, Germany, Dec. 2015 © Yuri Kozyrev - NOOR for TIME

National governance frameworks should provide clear guidance without being so prescriptive that local authorities are prevented from producing innovative, context-specific responses themselves. Portugal is an example of a country where the central government has balanced strong leadership with a bottom-up approach to local engagement: while the High Commission for Migration has directed municipalities to develop their own plans for the integration of local migrants, the process is highly participatory and led by the cities themselves, who in turn receive funding and technical assistance from the national government.[50]

✓ **Action 3.3: Establish transparent procedures to monitor and review the inclusion of urban migration concerns in policy and programming across government, including dedicated officials or institutions responsible for coordinating between different agencies.**

Even when the political environment is relatively welcoming to migrant and displaced populations, in practice these groups may not be prioritized, particularly if there are no earmarked allocations in place to support them. There may also be considerable variance in terms of awareness and commitment to inclusive provision within different departments and localities, creating the risk of service gaps and inconsistent standards being applied. Without a clear cross-sectoral policy in place and a specialized agency to enforce it, urban migration issues can easily fall between the cracks of already overstretched municipalities. The existence at the national level of a ministry or department focusing on migration is no guarantee, however, since in many cases their mandate is primarily focused on national security and border control, not the protection and integration of migrant and displaced populations in urban areas.

Creating a clear set of indicators to assess the inclusion of migrant and displaced populations (including women, children, persons with disabilities and other marginalized groups) in sectoral policies – for instance, the explicit mention of migrants in planning documents, the allocation of funding to address their specific needs and the existence of tailored trainings for staff members around migration – can ensure accountability and identify areas for improvement. Interactive platforms to promote dialogue and knowledge sharing can also help provide opportunities to enhance harmonization and develop collaborative solutions. Ideally, there should be a specific agency or official responsible for overseeing these processes and delivering better outcomes.

Establishing a specialized unit to oversee refugee and migrant service delivery can strengthen government accountability. In Istanbul, the municipality set up a dedicated Migration Unit within its Social Service Directorate to support service delivery, and subsequently partnered with UNHCR and a local organization to create the Istanbul Municipality Coordination Platform to help institutionalize its refugee response across different departments.[51]

STRENGTHENED GOVERNMENT COLLABORATION FOR COORDINATED URBAN MIGRATION RESPONSE

ACTIONS →

Assess migration governance

Map formal and informal structures for urban migration response

Coordinated urban migration

Overarching strategy for unified urban migration response

Track urban migration

Ensure urban migration concerns are addressed in government policies and programs

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Potential challenges and considerations for cities with limited resources

In many contexts, there may not be sufficient capacity in place to undertake a detailed institutional mapping or develop new structures to harmonize urban policy actions around migration and displacement. Given these constraints, there are still opportunities available to integrate these concerns into more general urbanization or development policy processes that may be ongoing. For instance, national and local authorities may be undertaking a wider harmonization of urban governance structures that can serve as an entry point for specific migration- and displacement-related concerns to be introduced.

When there is little appetite or rationale for significant innovation or the creation of new mechanisms to manage a specific urban migration and displacement policy, authorities should work within the existing institutional architecture to identify the best place official or institution to oversee relevant policies. Who or what this will be depends on specific local conditions and may vary significantly in different urban contexts.

RECOMMENDATION 3. Checklist of action points

<table>
<tr><td colspan="3">3. Improve linkages between national, regional and local governments to ensure a coherent, well informed urban migration response.</td></tr>
<tr><td colspan="3">✓ Action 3.1: Conduct a detailed mapping of current formal and informal institutional structures, identifying any potential blockages, gaps or inefficiencies between national and local governments, across departments and across actors that may weaken urban migration responses.</td></tr>
<tr>
<td rowspan="4">• National, regional and local governments.

• Sectoral stakeholders such as service providers.</td>
<td>Has a systematic mapping of different government agencies and stakeholders relevant to urban and migration policy been undertaken?</td>
<td>Y/S/N</td>
</tr>
<tr>
<td>Is there any institutional point of contact or coordination between national migration management and urban policy development?</td>
<td>Y/S/N</td>
</tr>
<tr>
<td>Is there a mechanism in place for different sectoral actors, such as government agencies responsible for housing, welfare and employment, to coordinate services together?</td>
<td>Y/S/N</td>
</tr>
<tr>
<td>Are the legal frameworks governing the allocation of organizational responsibilities widely understood and respected in practice?</td>
<td>Y/S/N</td>
</tr>
<tr><td colspan="3" align="center">*Total score (out of 8)*</td></tr>
<tr><td colspan="3">✓ Action 3.2: Develop an overarching strategy to bring together different sectors and tiers of government in a coherent, integrated urban migration response, including shared platforms for service providers, housing agencies, finance departments and other stakeholders.</td></tr>
<tr>
<td rowspan="3">• National and local policy makers

• National and local agencies focused on housing, employment, education and welfare provision.</td>
<td>Is there a framework around urban migration to provide a shared point of reference for different stakeholders engaged in relevant areas such as housing, employment, education and welfare provision?</td>
<td>Y/S/N</td>
</tr>
<tr>
<td>Are there concrete institutional platforms, such as one stop shops or integrated service hubs, to bring these stakeholders together?</td>
<td>Y/S/N</td>
</tr>
<tr>
<td>Are sub-national governments, including smaller cities, afforded a clear and autonomous role within an urban policy framework to address their specific challenges: for example, the development of locally led responses to urban migration?</td>
<td>Y/S/N</td>
</tr>
<tr><td colspan="3" align="center">*Total score (out of 6)*</td></tr>
</table>

✓ Action 3.3: Establish transparent procedures to monitor and review the inclusion of urban migration concerns in policy and programming across government, including dedicated officials or institutions responsible for coordinating between different agencies.		
▪ National and local governments. ▪ Statistical offices. ▪ Dedicated agencies or officials to monitor progress.	Are there any processes in place to monitor and assess the ability of relevant government departments and municipalities to meet the needs of migrant and displaced populations?	Y/S/N
	Is there a standardized set of indicators in place to measure this performance, including at the local level?	Y/S/N
	Is there a dedicated institution responsible for monitoring and reporting on progress, in line with agreed objectives?	Y/S/N
Total score (out of 6)		
Total (out of 20)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

Box 6. Ecuador's Human Mobility Units

Though central governments have the primary responsibility for urban and migration policy development, cities and local governments can themselves take action to improve the environment for migrant populations – and in the process provide inspiration at the national level. In Ecuador, the provincial governments of Pichincha and Imbabura pioneered the creation of dedicated Human Mobility Units that brought together different departments and other stakeholders, including NGOs and academics, to combine activities and deliver a range of trainings on human rights and inclusive services for migrants.[52] This is turn had inspired the drafting of the country's 2017 National Law on Human Mobility[53] and the subsequent publication in 2018 of a Human Mobility National Plan,[54] supported by a National Human Mobility Roundtable comprising government agencies, NGOs, academic and business).[55]

These policies have also provided a broad enabling framework for further activities and collaborations. Following the government's updated Human Mobility Organic Law, IOM and UNDP have implemented a joint programme Making Migration Work for Sustainable Development, partnering with local authorities in the municipalities of Manta and Santo Domingo de los Tsáchilas to support entrepreneurialism and inclusive socio-economic development. The programme, besides supporting capacity strengthening and training, has provided officials with the technical resources to implement migration and sustainable development planning alongside an array of financial inclusion measures and employment drives in collaboration with private sector actors, banks and diaspora organizations.[56]

Investment builds resilience for refugees and host communities in Ethiopia © UNHCR/Eduardo Soteras Jalil

RECOMMENDATION 4. Strengthen territorial planning and rural-urban connections to secure better managed urban migration, including in intermediary cities.

✓ **Action 4.1: Create effective mechanisms for research and knowledge sharing between rural and urban stakeholders, both at the national level and locally between municipalities and surrounding areas.**

In development discussions today, there is a growing acceptance that the rigid distinctions between rural and urban can no longer be applied. As the boundaries and functions separating city and countryside have become increasingly blurred, more attention is being paid to the "urban-rural continuum" – the intricate networks of trade, information and mobility connecting the two.[57] Migration plays a crucial role within this and can bring significant benefits to both rural

areas and cities in the right conditions, boosting urban productivity while providing a vital flow of remittances to villages of origin. However, when poorly managed and driven by acute economic pressures that undermine voluntary decision making, the impact on urban areas can be very different. Rural communities may be drained of essential labour, threatening local agriculture and food supply, with households separated and children left behind while their parents eke a precarious existence in the city's slums. Despite the shared social, economic and environmental interests linking rural and urban areas, the development of effective partnerships between them is all too often hindered by poor

communication, the absence of any connective institutional mechanisms and a mutual lack of understanding. Knowledge sharing and dialogue are key to sustainable migration between rural and urban area, paving the way for greater cooperation. Authorities in rural areas, for example, can take steps to educate communities about the conditions and requirements of urban living to ensure they are better prepared and where possible can make informed decisions about whether to leave. Municipalities, on the other hand, can improve their understanding of why rural residents are seeking to migrate and design appropriate policies to support their reception. To achieve these benefits, however, requires the creation of platforms to facilitate dialogue and partnerships between rural and urban areas.

Livelihood development is an important dimension within integrated rural-urban migration policies. In this regard, the focus is often on how interventions such as training programmes can help rural migrants adapt to the specific needs of urban labour markets. However, the exchange may go both ways, with cities actively collaborating with rural areas to provide labour and skills there. Local authorities in Karditsa, Greece, worked with the wider region of Thessaly to identify agricultural labour gaps there and match selected refugees and asylum seekers hosted by the municipality with these opportunities.[58]

Migrants and local community members in the Nigerian town of Agadez were trained how to make bricks using only plastic and sand © IOM 2016/ Amanda Nero

✓ **Action 4.2: Establish territorial governance structures to promote collaborative decision making at a regional level between different sub-national entities, including urban and rural areas.**

National and local authorities need to embrace cooperative decision-making processes that integrate the specific experiences of rural and urban areas, particularly as many shared challenges span multiple jurisdictions, making it difficult for either to address their issues alone. This reality is especially evident in peri-urban areas where the shared pressures and impacts of rural and urban areas converge. On the one hand, this is where many rural migrants may end up settling, often illegally, contributing to the expansion of informal settlements at the edge of the city and placing further pressure on its limited resources. Yet at the same time, it also comprises the frontline of poorly managed, unsustainable urbanization, with urban growth and consumption driving the degradation of surrounding ecosystems and threatening agricultural productivity – in turn raising the prospect of further migration from rural areas in future.

Working together, however, rural and urban areas can develop a range of policies that aim to mitigate pressures in rural areas, support better migration outcomes in urban areas and identify mutually beneficial solutions.

One way to achieve this is for governments at different scales to develop territorial platforms and policy frameworks to bring together cities, regions and rural localities to address the multi-scalar challenges of migration and displacement. Intermediary cities have a vital role to play in these systems as both areas of transit and hosts for migrant and displaced populations: their role is often overlooked when migration governance is focused too narrowly on the largest cities. In fact, the revitalization and promotion of intermediary cities and towns can offer an alternative destination to larger and more crowded urban centres, creating a constellation of smaller hubs across countries and regions that also support the development of their surrounding areas.[59] Improved transport networks, economic corridors and other measures to improve connectivity can also provide rural residents with greater mobility and access to markets, allowing them to enjoy the benefits and facilities of urban areas without the need to permanently migrate.

Territorial approaches to managing migration to cities, incorporating both urban and rural concerns, can support rural development and promote more sustainable urbanization. In Chongqing, China, inequalities between the rapidly expanding megacity and the surrounding rural areas in the region has driven millions to migrate, in the process placing considerable pressure on the existing housing stock. Authorities have attempted to address this through a two-fold approach: while investing in improving and expanding urban housing supply for migrants and other low-income groups, they have also upgraded infrastructure in rural areas and enhanced the existing road network to enhance connectivity between different parts of the region. As a result, both rural and urban areas have benefitted and are better integrated.[60]

Refugees crossing into Chad on foot from the CAR at the village of Mini, near Mbitoye © IOM 2014, Craig Murphy

✓ **Action 4.3: Enable safe, voluntary and fluid migration between rural and urban areas, including the possibility of circular migration as an adaptive strategy to climate change and other pressures.**

At present, when it comes to rural to urban migration, national and local governments have generally focused their efforts on reducing or preventing movement wherever possible. Some have attempted to do so with policies that promote development and livelihood opportunities in rural areas, but while addressing rural inequalities is positive in itself, its impact on migration is more uncertain: increased financial resources may in fact enable some rural residents to choose to migrate. In other instances, national and local governments have sought to slow this movement by actively imposing restrictions around legal registration, service access and housing. This approach, while generally failing to meaningfully reduce migration in the long run, greatly

exacerbates the vulnerability and exclusion of arriving migrants and IDPs.

These attempts to prevent or minimize migration are frequently underlined by the continued assumption that rural and urban areas are separate and self-contained. Yet in practice both rely in complex ways on each other, and migration (predominantly from rural to urban areas, but also on occasion from urban to rural areas or circular movement between the two) is one symptom of this. Rather than focusing on containment, national and local governments should instead focus more efforts into improving outcomes in destination cities, both for migrant populations and their host communities. Facilitating voluntary migration from rural to urban areas during periods of environmental stress, for example, can empower communities to decide to move voluntarily to urban areas in response to events such as drought and later return when it is feasible to do so.

With the right policy framework in place, migration can be an effective adaptive strategy for rural communities, strengthening their resilience while ensuring that their arrival in urban areas is well managed and sustainable for them and the host population (see Box 7). Besides removing onerous restrictions around registration that may create unnecessary barriers to their integration, cities should also engage rural areas in dialogue to understand the drivers of migration so they can prepare accordingly, including identifying potential areas for them to settle and the creation of livelihood opportunities to promote self-reliance while they are resident there.

Intermediary cities have a vital role to play as intermediary points for isolated rural communities. In countries like Mexico, for instance, where many rural areas are still underdeveloped, regional centres may have to cater to a variety of needs for residents in the surrounding areas: markets, educational centres, health care facilities and temporary employment, to name a few.[61] Consequently, national governments should not overlook the opportunities to promote better connections to these smaller towns and cities for rural populations to achieve better outcomes for both rural and urban areas.

RECOMMENDATION 4

BETTER URBAN MIGRATION THROUGH TERRITORIAL PLANNING AND RURAL-URBAN CONNECTIONS

ACTIONS →

Knowledge sharing

Connect rural and urban stakeholders to share research and knowledge

Collaborative territorial governance

Collaborative decision-making between sub-national entities

Safe, voluntary, fluid migration

Support safe, voluntary and circular migration

Potential challenges and considerations for cities with limited resources

For local authorities in particular, establishing platforms for engagement with other municipalities and rural councils is in many cases simply too resource-intensive to be undertaken alone. There may however be precedents already established elsewhere or an overarching body at the national level with the mandate to establish regional or territorial governance structures to promote participation between different urban and rural areas.

It may be that collaboration can be more readily initiated through a single-sector project, such as the strengthening of collaboration and infrastructure around the transportation and sale of agricultural produce from rural areas to cities, as a starting point for more wide-ranging discussions around the sustainable management of migration and displacement.

RECOMMENDATION 4. Checklist of action points

4. Strengthen territorial planning and rural-urban connections to secure better managed urban migration, including in intermediary cities.		
✓ Action 4.1: Create effective mechanisms for research and knowledge sharing between rural and urban stakeholders, both at the national level and locally between municipalities and surrounding areas.		
▪ National, regional and local authorities in urban and rural areas. ▪ Research institutions.	Has collaborative research between rural and urban authorities been undertaken to identify their interconnected challenges, particularly relating to migration and displacement?	Y/S/N
	If so, is there a platform in place at present for rural and urban areas to share information and data: for example, around the level of migration between them?	Y/S/N
Total score (out of 4)		

✓ Action 4.2: Establish territorial governance structures to promote collaborative decision making at a regional level between different sub-national entities, including urban and rural areas.		
▪ National and local policy makers	Are there relevant national or local policies in place referencing the rural-urban continuum?	Y/S/N
▪ National and local agencies focused on housing, employment, education and welfare provision.	If so, do these specifically reference migration or displacement?	Y/S/N
	Are there bilateral agreements or other policy frameworks in place between rural and urban areas as a basis for cooperation?	Y/S/N
	Is there a shared institutional platform established to facilitate collaborative decision making and strategizing between rural and urban areas in relation to migration and displacement?	Y/S/N
	In addition to capitals and other large cities, are intermediary cities, border towns and other intermediary urban areas also included in policy processes?	Y/S/N
Total score (out of 10)		
✓ Action 4.3: Enable safe, voluntary and fluid migration between rural and urban areas, including the possibility of circular migration as an adaptive strategy to climate change and other pressures.		
▪ National, regional and local authorities in urban and rural areas.	Are rural and urban residents able to move freely between areas, without experiencing barriers to legal registration?	Y/S/N
	Are there institutional mechanisms in place to facilitate collaboration between rural and urban areas: for example, matching livelihood opportunities with residents?	Y/S/N
	Is there a policy in place to promote connectivity between rural and urban areas to promote safe and sustainable migration, including short-term visits and temporary relocation: for example, through improvements to key road networks and infrastructure planning?	Y/S/N
Total score (out of 6)		
Total (out of 20)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

Box 7. Strengthening climate resilience on the urban-rural continuum in Somalia

One of the issues most relevant to migration, displacement and the urban-rural continuum is climate resilience. The impact of natural disasters and shocks can destroy crops, devastate food security and uproot rural communities, with most migrating internally to towns and cities. This often means in practice that environmental risk is simply urbanized: rural residents, having been exposed to the worst effects of flooding, drought or storms, then often relocate to informal settlements in the most vulnerable areas next to landfills, riverbanks and other hazardous settings. Furthermore, the frequent absence of basic services such as sanitation or waste management can result in the use of harmful practices such as fly-tipping and incineration, further degrading the local environment.[62]

This is especially evident in Somalia, where a succession of drought-induced famines has led to the protracted displacement of hundreds of thousands of civilians from rural areas. The majority are now living precariously in camps and settlements in peri-urban areas with limited access to basic services, livelihoods and other necessities. A joint study by IOM and UNEP exploring the interaction of displacement, climate change and rapid urban growth in the cities of Baidoa and Kismayo pointed to the potential of localized solutions that integrated rural and urban dynamics.[63] Highlighting the need for more decentralized, territorial planning approaches that strengthened connections and communication between places of origin and host areas, it also called for a long-term focus on climate adaptive pathways in a context where worsening environmental conditions necessitated flexibility and mobility.

The recommendations included:

✓ **Expanded rural-to-urban livelihood opportunities:** The pressures placed on traditional pastoralist livelihoods, for instance, could be mitigated by ensuring easy access to town markets and opportunities for displaced rural residents to repurpose their skillsets through urban agriculture and other "mixed livelihoods".

✓ **Integrated spatial planning:** In addition to improved spatial planning and transportation links between sending and receiving areas, there should be a stronger emphasis on place-making in peri-urban settlements and the creation of "mobility zones" to facilitate trade and movement between rural and urban areas.

✓ **Education and awareness raising**: Other interventions, such as "pre-displacement training modules" on urban markets and livelihood options, could also support a smoother transition and provide rural communities with greater agency and preparedness in planning their futures.[64]

Importantly, too, it emphasized that movement could be a two-way process, fluctuating with local environmental conditions, and that migration and displacement to urban areas should be regarded as an important adaptive strategy in this context. Though the findings were rooted in the specific circumstances of the two profiled cities, they are also highly relevant for urban and rural areas elsewhere impacted by climate change and displacement, and the value of a collaborative approach that empowers rural communities to employ migration as an adaptation strategy with dignity, agency and the possibility of return, resettlement or a combination of the two, depending on their needs.
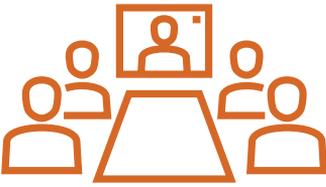
MULTISTAKEHOLDER PARTNERSHIPS AND COMMUNITY PARTICIPATION

RECOMMENDATION 5. Identify stakeholders for collaboration and the development of diverse partnerships around urban migration.

✓ **Action 5.1: Engage key local, national and international stakeholders relevant to urban and migration policy, building on potential opportunities and addressing barriers to effective cooperation.**

Multistakeholder partnerships offer significant opportunities for improving urban migration management. The complex social ecosystems of cities mean there are many areas where national, regional and local authorities can partner effectively with a range of stakeholders, including international agencies, civil society, the private sector and academia. However, national and local authorities often have limited practical experience of developing and maintaining partnerships with these different groups. Mapping out the diverse range of stakeholders available, together with an analysis of challenges and opportunities (Table 1), can help provide a better sense of the most effective means of engagement. In some urban settings, this may include "non-state governance actors" actors like traditional leaders, religious

representatives and even gangs whose existence at the very least needs to be factored into policy implementation.[65]

The benefit of collaboration is that different stakeholders can bring their own specific experiences, skillsets and resources to policy development and programming, resulting in far more impactful interventions than government actors would be able to achieve alone. Local NGOs, for instance, may have developed close relationships with migrant communities that can help ensure that assistance and development is appropriately targeted to their needs and priorities. Businesses, meanwhile, may be best placed to provide livelihood opportunities to new arrivals through training opportunities and inclusive recruitment programmes. A detailed SWOT analysis of stakeholders can also provide national and local governments with a better understanding of the possible barriers as well as benefits they may face when working with different partners.

Table 1. Different stakeholders and their potential barriers, strengths and interventions (non-exhaustive)

Stakeholder	Possible barriers	Potential strengths	Sample interventions
Local authorities	Historically side lined from national and international migration and development platforms. Limited capacity and resources for stakeholder engagement.	Increasing recognition in global migration and development agendas. Well placed to coordinate tailored, locally appropriate action aligned with other activities.	Creation of multistakeholder municipal hubs and forums to enable wider participation in policy making. Promotion of community-led mechanisms to feed into official data collection and other processes.
National governments	Widespread framing of migration in terms of border security, not humanitarian protection. If managerial, top-down governance structures are in place, these may be ill-suited to collaboration.	Provision of guidance, resources and expertise to support coherent urban migration responses. Coordinating role for territories, regions, urban and rural areas.	Creation of national-level platforms and working groups, engaging different stakeholder groups. Publication of migration-sensitive National Urban Policies, integration strategies and other documents.
International donors and agencies	Traditional focus on engagement with national governments rather than cities. Weak understanding of specific urban contexts and needs.	Increasing shift from top-down delivery to multistakeholder engagement and municipal partnerships. Technical expertise and resources to support long-term planning.	Area-based programming in high-risk neighbourhoods, aligned with municipal plans. SDG-aligned activities like climate resilience that support positive migration outcomes.
Civil society organizations	Limited financial resources or officially recognized political space. Potentially disengaged from migrant-specific concerns.	Strong community-level presence and local buy-in. Ability to engage with host and migrant communities directly.	Development of participatory programmes partnering host and migrant communities. Community-based data collection, surveys, workshops and other participatory activities.
Private sector	Priorities profit-driven, rather than rights-based, potentially excluding vulnerable migrants. Lack of information or understanding about how migrant-sensitive concerns can be integrated into their operations.	Opportunities to be incentivized through subsidies, insurance and other financial support from governments or donors. Opportunity for awareness raising and improved practices through public-private partnerships.	Targeted training and recruitment programmes to expand livelihood opportunities for migrant communities. Expanded credit access for migrant businesses and microentrepreneurs.

Stakeholder	Possible barriers	Potential strengths	Sample interventions
Academics and research institutions	Partnerships with non-academic actors are still limited in many contexts.	Perceived neutrality and trust from a range of stakeholders. Ability to contribute skills and expertise to project design and implementation.	Research collaborations and peer-to-peer exchanges. Collaboration on pilot projects and networks.
Intercity fora and associations	Many structured towards larger cities and capitals rather than smaller municipalities.	Transnational dialogue and knowledge sharing between cities.	City-to-city support and exchanges. Research and inspiring practice programmes.
Non-state governance actors (including tribal leaders, faith-based organizations, individual powerbrokers and gangs)	Lack of certainty about motivations, interests and potentially exclusionary local allegiances. Potential risks of validating non-governmental actors through engagement, in particular criminal gangs.	With their assent, agencies and service providers are better able to access high-risk areas and implement programmes.	Generally limited interventions where existing power structures are not threatened.
Refugee, migrants and IDP communities	In many cases, their ability to participate may be constrained and even criminalized. Engagement needs to be wide-ranging to reach different migrant and displaced communities, as well as potentially marginalized groups within them.	Unique knowledge and perspective on their own needs and priorities. Their participation is an essential component in any meaningful commitment to human rights and integration.	Community-led data collection, programme design and implementation. The creation of migrant-owned associations and organizations to lead policy advocacy and campaigning.

✓ Action 5.2: Foster an enabling policy environment to promote multistakeholder collaboration around urban migration.

To create a facilitating environment for partnerships, authorities will need to explore a wide range of opportunities for collaboration throughout their policy processes, from areas like data gathering (community-led research teams being on example) and service provision (for instance, public-private partnerships with utility companies) to knowledge sharing (such as city networks and peer-to-peer exchanges) and innovative humanitarian development programming (with international agencies). In some cases, such as partnerships with utility providers, these arrangements may already be in place, but still exclude migrant and displaced populations.

To facilitate inclusive partnerships, authorities can set up an overarching policy framework – for instance, a local economic development plan or an integration strategy – as a guiding framework for collaboration. This should be supported by concrete mechanisms for engagement and participation, such as a multistakeholder platform for consultations, cooperation and inclusive decision-making. Inclusive local economic strategies can help drive private sector investment and deliver positive outcomes for migrant communities. In particular, there has been increasing focus on how municipalities in the Middle East can engage private sector actors to promote inclusive economic growth. Bethlehem, Palestine, for instance, crafted a Strategic Development Investment Plan in consultation with private sector actors, diaspora investors and other stakeholders to achieve more inclusive economic participation.[66]

Syrian refugees crossing the Serbian-Croatian border © Francesco Malavolta/IOM 2015

The variety of different stakeholder partnerships now active in the area of urban migration has played an important role in creating momentum for innovative policies and actions, and governments should embrace rather than resist the potential benefits these can bring. This is evident, among other areas, in the thriving field of city-to-city coalitions and their central role in the growing prominence of cities in international development and migration. Some of the best-known include United Cities and Local Governments (UCLG) and the Mayors Migration Council (MMC), but a multitude of other urban alliances are also engaged in advocacy, knowledge sharing and capacity building. Some, like the Mayoral Forum on Human Mobility, Migration and Development, have developed out of wider UN and governmental processes, increasing in visibility over time and gaining greater recognition in their own right. Others, by contrast, have developed as specific responses to the lack of political space that cities and municipalities face in national and international arenas – a situation that is now changing, because of their efforts.[67]

By joining global urban alliances and networks, local governments can also develop valuable transnational partnerships that can enhance their own policy and partnership development.

Eurocities, a network of more than 200 cities in 38 different countries, promotes knowledge sharing and collaboration between cities in a range of areas, including social inclusion of refugees and migrants. For instance, its VALUES (Volunteering Activities to Leverage Urban and European Social integration of migrants) project provided a platform for participating cities to strengthen links between local authorities and volunteer associations, paving the way for effective partnerships to support integration.[68]

This sort of "decentralized" partnership development is becoming increasingly relevant for South-South collaboration as well, as cities in Africa, Asia and Latin America are the most affected by migration and displacement.[69] It should be noted that, while central governments may not necessarily play a role in decentralized partnerships, they can take steps to support their development through the provision of support and technical assistance. In Salvador, the Vice-ministry of Development Cooperation of the Government of El Salvador has promoted dialogue and assistance with local and regional authorities both in the country and in neighbouring Mexico to help them design appropriate migration-related strategies and programmes.[70]

Governments can establish interconnected multistakeholder platforms at different administrative scales to provide effective participation at the national, regional and local level. Several regions in the Philippines affected by high levels of migration, including Calabarzon, Bicol and Western Visayas, have established a Committee on Migration and Development (CMD) to bring together a variety of stakeholders (including the private sector, academic, civil society and migrant associations) to work together on migration and development programmes and outreach. These in turn are structured at different levels to connect the regional level with provinces and cities, each with their own CMD, to ensure coordinated support from regional authorities to municipalities and a consistent response to the evolving needs arising from migration in each region.[71]
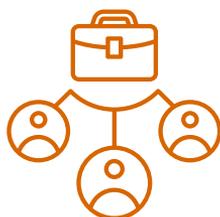
RECOMMENDATION 5

IDENTIFY STAKEHOLDERS FOR URBAN MIGRATION PARTNERSHIPS

ACTIONS →

Engage stakeholders for urban migration

Work with partners to improve urban migration policy

Enable multistakeholder collaboration

Support stakeholders to work together on urban migration

Potential challenges and considerations for cities with limited resources

It is not uncommon that national and local governments, especially in contexts formerly characterized by highly centralized and top-down decision making, lack the knowledge, capacity and experience of inclusive collaboration to develop effective partnerships with other stakeholders.

In these instances, one approach that authorities can take is to allow other stakeholders, such as local NGOs, to spearhead the process themselves. Civil society organizations may in many instances have a much longer history of meaningful cooperation that can be drawn on to forge new relationships between governmental and non-governmental actors.

RECOMMENDATION 5. Checklist of action points

5. Identify stakeholders for collaboration and the development of diverse partnerships around urban migration.		
✓ Action 5.1: Engage key local, national and international stakeholders relevant to urban and migration policy, building on potential opportunities and addressing barriers to effective cooperation.		
▪ National and local authorities.	Do government entities, including sub-national entities and local authorities, have the capacity to undertake a stakeholder mapping?	Y/S/N
	Has the government developed guidance to support the development of stakeholder collaborations: for example, templates to inform the development of Public-Private Partnerships (PPPs) or research collaborations with academic institutions.	Y/S/N
Total score (out of 4)		

✓ Action 5.2: Foster an enabling policy environment to promote multistakeholder collaboration around urban migration.		
▪ National and local authorities. ▪ Civil society. ▪ Private sector actors. ▪ International agencies. ▪ Academic institutions. ▪ Refugee associations.	Are there national and local policies in place to support multistakeholder collaboration around urban migration and displacement: for example, the creation of strategic development plans to support inclusive entrepreneurship or MoUs with civil society organizations?	Y/S/N
	Are there dedicated national and local stakeholder forums to provide a clear coordination point for different actors to engage in urban policy processes?	Y/S/N
	Are civil society organizations able to successfully partner with government entities in relation to urban migration and displacement: for example, in collaborative educational or emergency assistance programmes?	Y/S/N
	Are migrant and refugee associations included as partners in key policy processes such as data collection, service delivery and integration efforts?	Y/S/N
Total score (out of 8)		
Total (out of 12)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

Increased urban population and urbanization in Kampala, Uganda © Nakisanze Segawa, Global Press Journal, 2017

Box 8. How Uganda's capital is becoming a "Kampala for all" through multistakeholder partnerships

In Kampala, Uganda, the significant refugee population has long been invisible in official decision-making. Even the number of refugees has generally been uncertain: while the registered population is around 100,000, the true number is likely to be around three times higher.[72] There is also limited focus within Uganda's national urban policies to the existence of refugees, migrants, asylum seekers and IDPs: *The Uganda National Urban Policy*, published in 2017, makes no references to any of these groups.[73] This arguably reflects a wider context where urban refugees have generally been overlooked by international donors and humanitarian agencies: funding for emergency assistance has for years been channelled towards the country's camps, while the thousands of refugees living in cities have not been targeted with direct support.

To address this, authorities in Kampala partnered with the International Rescue Committee (IRC) to undertake an extended process of data collection and analysis, evolving through successive stages that included the identification of the most vulnerable neighbourhoods, granular assessments of these areas and the elaboration of actionable neighbourhood plans. These processes have been accompanied by the creation of strong coordination mechanisms and capacity building.[74] This was the first step in a roadmap of transformation to become a model of inclusive urban migration management, led by the Kampala Capital City Authority.

The city's reframing of itself as a "Kampala for all" is reinforced by practical institutional steps, in particular the establishment of the Kampala Coordination Forum for Displacement, Migration and Urban Refugees, serving as a platform for an array of actors from government, international development agencies, NGOs and civil society to work effectively together. Though barriers persist, from the continued oversight of international donors to the needs of displaced populations in cities to institutional divisions within the Ugandan government, Kampala has nevertheless made significant progress in recognizing and redressing the previously marginalized refugee population.[75]

✓ **Action 6.1: Ensure government institutions are responsive to the needs and priorities of migrant and displaced populations through awareness raising, sensitization trainings and recruitment of community members as staff.**

To ensure that migrant and displaced populations can share their views and provide feedback on the services they have received, migrant sensitization training and awareness raising should be integrated into every level of policy development and implementation. At the most basic level, officials and agencies must be aware of the existence of migrant communities and attuned to the particular vulnerabilities they may face. This may be supported by the appointment of officials specifically tasked with educating and building the capacity of staff in other departments to ensure that policies in their areas of operation are "migrant-sensitive".[76]

Beyond this, however, agencies can also make active efforts to recruit migrants as frontline workers to provide appropriate, informed responses.

Knowledge and awareness may be especially weak among officials in smaller cities where the ability to undertake in-depth capacity development may be limited. However, the implementation of cross-governmental trainings and resource building can achieve significant results. In Guatemala, Cities Alliance supported a multi-stakeholder programme in the municipality of Amatitlán to provide training and education across different sectors and among staff to ensure the needs of labour migrants are effectively integrated into urban and territorial planning.[77]

Providing staff with the appropriate skills and training to respond to migrant and displaced populations is key. In Campinas, Brazil, there is a dedicated Reference Service to orient refugees and migrants through the different phases of reception and support. Through an approach of "qualified and active listening", it provides arrivals with an individually tailored, comprehensive protection response.[78]

Building communities of practice for urban refugees in Brazil © UNHCR

✓ **Action 6.2: Support the inclusion of migrant and displaced populations in the design and delivery of relevant policies affecting their communities through participation in local governance bodies and dedicated platforms.**

Inclusive platforms that provide a space for migrants to collaborate with local governments are also key to improving the effectiveness of urban migration management. While national and local authorities need to ensure that broad partnerships are in place with other stakeholders to support the design and delivery of inclusive policies for refugees, migrants and IDPs, their engagement should go beyond this to ensure the full participation of communities themselves. First and foremost, allowing migrants and refugees to engage in these processes is an important component in the provisions of international frameworks like the GCM[79] and the GCR.[80] Rather than treating them as passive recipients, empowering migrants, refugees and IDPs to participate in knowledge production, service delivery and other processes – for example, as

research partners and community workers – can lead to better outcomes both for them and their host cities. In many cases, however, they lack a space to engage in these processes and may even be prohibited from doing so.

Alongside the specific perspectives that migrants bring to policy development and the value of integrating their needs, priorities and opportunities accordingly, they are also frequently the best placed to implement activities on the ground: from data collection to service delivery, spatial planning to programme monitoring, they are uniquely positioned to steer these efforts towards the best outcomes. The results can support the realization of mutually beneficial outcomes that empower migrants while also enhancing economic productivity and living conditions in their neighbourhoods and cities. As with any group, it is important that any participatory platforms are truly inclusive of all migrant communities regardless of their national, ethnic and linguistic identity, with women, youth, the elderly, persons with disabilities and LGBTQ+ groups all represented in decision-making structures.

Community-led platforms and partnerships can help authorities identify barriers to integration and develop appropriate solutions to address them. In Larissa, Greece, the municipality established a Council for the Integration of Immigrants and Refugees. This 11-person body, besides comprising several elected officials from different political parties, includes five migrants and refugees as members who contribute to policy and programme development to address any issues that are hindering integration.[81]

The Municipality of Larissa, Greece, provides support to community led discussions with the residents © UNHCR

INCLUDE MIGRANT AND DISPLACED VOICES IN POLICY-MAKING

ACTIONS →

Make government more inclusive

Help government understand and respond to migrant needs

Empower migrants to shape policy

Give migrants a voice in decision-making

Potential challenges and considerations for cities with limited resources

Many smaller cities that have recently undergone large-scale migration and displacement are experiencing these pressures for the first time, meaning they have little in the way of established protocols or successful strategies to draw on. Given they may already be resource-strained even without these additional responsibilities, it is important for them to engage with wider networks of support, knowledge sharing and technical assistance, be that from other cities in the country or international networks and development organizations.

RECOMMENDATION 6. Checklist of action points

6. Allow migrant and displaced populations to participate in policy development and implementation.		
✓ Action 6.1: Ensure government institutions are responsive to the needs and priorities of migrant and displaced populations through awareness raising, sensitization trainings and recruitment of community members as staff.		
▪ National and local authorities, in particular frontline responders in areas like housing, services and security.	Are officials in key sectors, such as housing and service provision, provided with sensitization trainings to ensure their policies are responsive to the needs of migrant and displaced populations?	Y/S/N
	Do relevant departments have the capacity and experience to undertake consultations and other participatory processes with migrant and displaced populations to guide their policy development?	Y/S/N
	Are standardized mechanisms in place across different departments to ensure that policies incorporate the needs and perspectives of marginalized groups, including women, youth, the elderly, persons with disabilities and migrant and displaced populations?	Y/S/N
Total score (out of 6)		
✓ Action 6.2: Support the inclusion of migrant and displaced populations in the design and delivery of relevant policies affecting their communities through participation in local governance bodies and dedicated platforms.		
▪ Policy makers and decision-making bodies. ▪ Migrant and displaced communities engaging in councils and other participatory platforms.	Are there special bodies or councils established to provide representation of migrant and displaced populations at the national and local level?	Y/S/N
	If so, do these bodies attempt to reflect the diversity of these communities a range of different ethnicities, languages, religions and nationalities?	Y/S/N
	Do they also include members of marginalized groups within these populations, such as women, youth and persons with disabilities?	Y/S/N
Total score (out of 6)		
Total (out of 12)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

To develop the first Municipal Plan, São Paulo hosted regular conferences to enable refugees, migrants and civil society to inform the development of the final document © UNHCR/Miguel Pachioni

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Box 9. São Paulo's Municipal Plan of Public Policies for Migrants and Refugees

Migrant participation can be integrated into local governance structures to support inclusive and informed decision-making. In São Paulo, following the passage of a Municipal Law for Immigration in 2016, the Municipal Council for Immigration (CMI) was established two years later. This elected body, made up of refugees and migrants from six different nationalities, provided a space for participatory decision-making and paved the way for the first Municipal Plan of Public Policies for Refugees and Migrants (2021-24). This strategy, developed in partnership with these communities and in line with the provisions of the GCR, seeks to ensure that public policies effectively meet their needs.[82]

FUNDING AND TECHNICAL ASSISTANCE

> **RECOMMENDATION 7. Achieve more sustainable migration-related funding and resources at the national and local levels through inclusive programmes and partnerships.**

✓ **Action 7.1: Ensure funding is in place to support migrant and displaced populations in urban areas, particularly for local governments contending with high levels of displacement.**

Development funding has become increasingly constrained in recent years, particularly at the sub-national level. For local governments, the challenges of decentralization have been exacerbated by the outbreak of COVID-19: in the face of rising costs and reduced revenue in the wake of the pandemic, many cities were left with only a fraction of their previous income.[83] The pressures are especially evident for cities in low- and middle-income countries, who are only able to fund a small portion of their expenditure from own-source revenue and are therefore highly dependent on intergovernmental transfers. This centralized funding, however, is often highly conditional and ring-fenced for specific activities, with little or no focus on migrant-inclusive projects.[84]

In this context, migrant and displaced populations (who in many cases may lack documentation and therefore be viewed by authorities as temporary or "illegal") are often excluded from urban planning and programming. Part of the problem is rooted in related issues of invisibility and informality: the limited data on migrant communities and their disproportionate representation in informal employment. Because national governments often allocate funding to local authorities based on their population size, unregistered migrant populations end up being unaccounted for, creating a significant shortfall at the city level.[85] Recognizing and registering local displacement populations is therefore an important step in ensuring that national governments provide adequate financial assistance to cities supporting large displacement populations. At present, even in cities with large, displaced populations, many local governments do not have dedicated funding in place to meet their specific needs.[86]

National governments should prioritize displacement-affected urban areas with additional funding to support host communities as well as refugees and IDPs. In 2019, the Colombian government announced a comprehensive $229 million "Impact Plan" targeting border towns and cities where the impacts of the Venezuelan refugee crisis were most acutely felt to enhance governance, investment and humanitarian services.[87]

Unloading relief kits for newly arrived Sudanese refugees in Ouaddai, Chad © UNHCR/Colin Delfosse

✓ **Action 7.2: Implement policies that promote financial self-reliance among migrant and displaced populations.**

It is important to note that the failure of both national and local governments to provide some measure of participation and regularization to refugees, migrants and IDPs has significant economic implications. This is not only because supporting the formalization of migrants and refugees into the workforce and social insurance programmes can itself serve as a sound investment as the expansion of the tax base and subsequent revenue flows over time helps cover the costs of services and increases their self-reliance.[88] In Jordan, for instance, where the arrival of large numbers of Syrian refugees led to the rapid growth of the informal workforce, in the process driving down wages, increasing pressures on services and leading to a growth in child labour,[89] municipalities worked with the World Bank and international agencies to reform their labour regulations to support the entry of the migrant population into formal employment.

This contributed to a more attractive environment for investment and sustainable development.[90] Promoting the legal registration of migrant-led businesses can provide them with greater security while enhancing fiscal income for municipal governments. In Gaziantep, Turkey, authorities worked with local partners to support the registration of more than 200 Syrian-led enterprises. Besides the benefits this brought to the enterprises, it also delivered additional tax revenue to the city.[91]

It is also the case that lifting restrictions on migrant populations (for example, on the right to independently access private accommodation) and improving access to training, credit and other support can also help empower migrants to move from dependency to productivity, thereby reducing the financial burden on local authorities to support them. This aligns with a more general shift among development agencies in the past few years from conventional humanitarian assistance to the promotion of self-reliance through economic development and livelihoods.

According to IOM, "The extent to which migrants can contribute to development is directly linked to their ability to access services, integrate into society and stay connected to their communities of origin."[92] In Uganda, for example, authorities partnered with national and international institutions to support a financial inclusion drive among refugee and host communities across the country. The programme enabled refugees to access funding and business services to support entrepreneurial activities, in the process strengthening the country's productivity.[93]

Migrant and refugee populations can deliver significant benefits to local economies through both the professional skills they bring and incoming streams of humanitarian and development funding. When local development programmes are able to create employment opportunities for others or mobilize funding in a way that meaningfully "trickles down", the results can foster goodwill and cohesion by providing host populations with some level of remuneration. One such approach is the Emergency Support to Integration and Accommodation (ESTIA) programme in Greece, rolled out by the national government and local authorities with support from UNHCR and EU funding. Among other components, it has helped promote urban accommodation rather than camps, thereby increasing integration while also providing locals with opportunities to rent their apartments. The provision of direct cash assistance to refugees also provides an important injection of money into the local economy, benefitting businesses and shops.[94] Investing in shared benefits, such as the provision of public space, can also create positive outcomes.

Innovative forms of refugee support, focusing on community-based solutions, can produce "win-win" financial impacts for both migrant and host communities.In Lebanon, where a large refugee population of Syrians and Palestinians reside, investments in participatory planning and upgrading have become important components in many urban interventions: besides ensuring that the benefits of any intervention are distributed across communities to avoid resentment, development activities are frequently undertaken with the involvement of refugees and locals to promote dialogue and build relationships between them. In the impoverished neighbourhood of Sabra-El Jazzar, for instance, UN-Habitat has undertaken extensive rehabilitation works to improve housing, service provision and infrastructure. Throughout the project, the activities were informed by participation with refugee and host populations to ensure that final outputs were locally owned and built on a strong intercommunal consensus.[95]

MOBILIZE INCLUSIVE FUNDING AND PARTNERSHIPS FOR SUSTAINABLE MIGRATION

ACTIONS →

Fund migrant and displaced populations

Provide resources to support migrants and refugees in cities

Empower migrants financially

Help migrants build financial security

Potential challenges and considerations for cities with limited resources

Though data collection is itself challenging for displacement-affected cities struggling with insufficient resources and the added pressures of providing assistance to thousands of new arrivals, gathering accurate information on the numbers involved and their needs is an important first step for advocating for more central funding to support them.

The complex, highly politicized narratives that often surround migration and displacement at both a national and local level can make it difficult for national and local authorities to implement inclusive policies, however positive these may be for the host communities as well. These policy measures may therefore need to be accompanied by positive messaging and information drives to promote acceptance.

RECOMMENDATION 7. Checklist of action points

7. Achieve more sustainable migration-related funding and resources at the national and local levels through inclusive programmes and partnerships.		
✓ Action 7.1: Ensure funding is in place to support migrant and displaced populations in urban areas, particularly for local governments contending with high levels of displacement.		
▪ Government financial institutions. ▪ Central budgetary planners. ▪ International donors.	Is migration and displacement explicitly mentioned in national and local budgets and financial projections?	Y/S/N
	Are there processes in place to identify and register migrant and displaced populations, with a view to ensuring that local authorities receive an appropriate proportion of central funding to support these groups?	Y/S/N
	Is additional funding earmarked and ring-fenced for displacement-affected urban areas, such as border towns, to support local authorities in their response?	Y/S/N
	Where applicable, does humanitarian and financial support include components to benefit host communities as well as migrant and displaced populations: for example, through the provision of cash assistance that is then spent in the local economy?	Y/S/N
Total score (out of 8)		

✓ Action 7.2: Implement policies that promote financial self-reliance among migrant and displaced populations.		
▪ National and local authorities, particularly departments specializing in livelihood and employment.	Are there institutional pathways in place to support the regularization of informal workers from migrant and displaced populations, enabling them to benefit from labour protections and other rights?	Y/S/N
	Are workers from migrant and displaced populations able to apply for positions in formal sector employment, without restrictions or discrimination?	Y/S/N
	Where applicable, are there systems in place to verify, recognize and convert professional and educational qualifications from other regions or countries to expand access to relevant opportunities in host cities, in line with the skills and experiences of migrant and displaced populations?	Y/S/N
	Are migrant and displaced populations able to legally establish their own businesses, access affordable credit and benefit from other financial services?	Y/S/N
	Do investments in humanitarian assistance for migrant and displaced populations provide economic benefits to local residents: for example, through contracts, suppliers, trade or the rental of private rooms as accommodation?	Y/S/N
Total score (out of 10)		
Total (out of 18)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

Box 10. Innovative housing solutions for refugees in Leverkusen, Germany

Many cities have been struggling for years with protracted housing shortages that impact disproportionately on poor urban residents and other marginalized groups, in particular migrants. Despite this, all too often migrant communities are seen as the cause of the crisis, rather than its victims. But while mass displacement and migration may lead in some instances to further pressure on housing stock,[96] the challenges affecting host and migrant communities alike in accessing affordable housing are deeply rooted in inequalities and shortcomings within the sector. Nevertheless, local governments have been able to engage other stakeholders in partnerships, including migrants, to achieve more positive and cost-effective outcomes.

In Leverkusen, Germany, in 2002 municipal authorities successfully replaced their previous mass housing programme with a collaborative approach to housing provision, in partnership with NGOs (Caritas and Refugee Council), to empower refugees to transition to private accommodation. Until then, the local government had been reluctant to put refugees in private accommodation out of fear they would damage the properties, but then with support of NGOs they were able to help identify and rent out housing units, providing substantial savings over time. This was also accompanied by a rollback of various restrictions on their ability to rent, such as the minimum mandatory periods of time spent in mass housing before they could look for private alternatives.

The programme also helped foster an "intercultural" approach where refugees were given the autonomy to communicate their own needs themselves. Volunteer support (including refugees as well as native German "tour guides" supporting new arrivals) was also crucial, helping establish links between refugees and citizens, and as the project has evolved has come to play a larger role in its ongoing work than the initial collaboration between municipal authorities and the NGO Caritas.

Since then, this approach has been implemented in other cities.[97] The success of the "Leverkusen model", built on the strong relationships between local authorities, civil society and refugees, has not only generated large savings and created a more efficient system of housing provision, but also accelerated the integration of refugee arrivals into city life, with most able to transition into long-term accommodation in between 6 and 12 months.[98]

Public housing for refugees in Mittlerer Landweg, Germany © ZKF

✓ **Action 8.1: Increase international funding to address the pressures of migration and displacement on receiving areas, with a focus on both host and displaced communities and in alignment with existing development plans.**

Until recently, humanitarian and donor responses to crises and displacement were predominantly camp-based and focused on the delivery of emergency assistance. Over time, however, there has been increased awareness of the shortcomings of this approach alongside growing recognition of the fact that most displaced populations are based in towns or cities instead of camps.[99] This has prompted agencies to develop more integrated and long-term solutions to these challenges[100] – hence the shift in emphasis towards the "humanitarian-development-peace nexus" (Box 2). This approach recognizes the strengths and shortcomings of both emergency assistance (where siloized interventions are often ill suited to urban contexts) and conventional urban development (which often fails to reach the most vulnerable groups, such as IDPs) in addressing the specific and protracted needs that arise from displacement and migration. Crucially, rather than specifically targeting displaced populations, these approaches aim to deliver positive development approaches to host and migrant communities alike.[101]

Besides delivering more meaningful and sustainable integration for displaced populations,

area-based programming also offers host cities the possibility of achieving long-term gains: programmes are designed in alignment with existing needs and plans at the local level to support municipalities not only in their assistance to migrant communities, but also in the realization of their long-term development aims. As a result, more organizations are shifting towards an emphasis on context-specific solutions that are tailored in line with the needs and priorities of host cities to ensure interventions are cost-effective, enduring and driven by local engagement. For national and local governments, in particular, this expanded space for collaboration with international agencies and donors not only has the potential to mitigate the pressures of migration, but also to open up new opportunities for funding, technical expertise and cooperation to support their general long-term objectives. Through strengthened synergies between different stakeholders, moving away from the sectoral siloization that has frequently weakened development interventions, there are opportunities around greater efficiency, better services and well developed social networks that can support development outreach.[102]However, it is important that long-term funding commitments are made to ensure that programmes achieve their full potential: while humanitarian programmes typically range between 6 to 18 months, development programmes are usually between 3 and 5 years.[103]

Evacuation of Iraqi nationals from Beirut, Lebanon © IOM - UN Migration

Some donors are now explicitly calling for more mainstreaming of migration into their development programming. For instance, the EU's Neighbourhood, Development and International Cooperation Instrument aims to channel 10 per cent of its funds directly to the management of migration and forced displacement.[104] Donors can go even further by earmarking a specific proportion for migrant and local populations in their destination cities to ensure the focus is not simply on preventing unmanaged movement, but also ensuring the dignity and security of migrant and displaced populations in their places of arrival.

✓ **Action 8.2: Deliver more funding directly to cities and municipalities to support the development of locally led, innovative solutions to urban migration and displacement pressures.**

For national and local governments, the shift in focus among international donors and humanitarian agencies towards comprehensive, sustainable solutions to urban migration and displacement presents a significant opportunity. Increasingly, financial assistance is being channelled towards housing, education, livelihoods and other areas to support the integration of migrant populations and the development of the urban areas hosting them. However, many potential opportunities are being missed due to the continued barriers that local governments face in accessing funding opportunities.

This is in part a reflection of the tendency of donors to favour larger projects with country partners, rather than regions or cities, and the dominant role that central governments play in the international finance landscape. Local governments, besides being afforded few opportunities to access this funding, are also in many cases ill equipped to develop bankable proposals themselves.[105] As a result, valuable opportunities to fund locally designed and implemented projects, led by municipalities themselves, are still being missed because with a few exceptions local governments are still unable to secure funding to design and lead projects themselves. In some political contexts, where migration and displacement are regarded as falling under the exclusive authority of the national government, cities may also feel that they lack the mandate to respond to these issues themselves.

Nevertheless, as donor attitudes evolve, the space for locally oriented funding platforms is likely to expand: national governments and cities should work together to exploit these opportunities. For example, national governments should take positive steps to improve the creditworthiness of cities through sovereign guarantees and other assurances. Furthermore, there should be more provision of discretionary funding to local authorities to improve their ability to guide development projects themselves. Cities too, however, with national and international support, must also be empowered to invest in strengthening their own capacities to generate income and manage finances effectively.[106] Even then, there is a danger that any available funding will be monopolized by larger cities and capitals with the resources and capacity to navigate complex administrative processes such as grant applications, thereby side lining many small cities and towns whose needs are no less acute. For donors and agencies, there may be legitimate concerns around lack of capacity in smaller cities and towns that prevent from financing them directly: in these contexts, ensuring fiscal transfers from national to local authorities are in place to ensure the necessary support is made available to cities may be an alternative approach.

One area where limited funding and capacity has been made available for local governments is the growth of city associations, research coalitions and other transnational platforms. Through pilot projects and some seed funding, these have enabled participating municipalities to design and lead their own responses to migration and displacement.

Mediterranean city-to-city learning on the role of cities in education to foster the inclusion of migrants © UCLG

The Mediterranean City-to-City Migration Project, for instance, led by the International Centre for Migration Policy in partnership with UCLG and UN-Habitat,[107] brought together more than 20 cities and provided technical assistance, training and some funding support for them to implement their own projects. Besides the direct impacts of the projects themselves, the process helps strengthen the ability of local governments to develop and implement financially feasible projects, while demonstrating to international donors their viability as long-term partners.

Municipal development funds, acting as intermediaries to support the "bankability" of local development projects, are another resource that could play a greater role in securing funding for host cities.

A case in point is the Urban and Municipal Development Fund, a trust fund established in 2019 and overseen by the African Development Bank to provide direct assistance to African cities, including funding and technical support, to implement ambitious revitalization, growth and infrastructure projects.[108] Though not specifically focusing on migration and displacement, these issues nevertheless overlap with its concerns around governance, urban planning and social inclusion: one of its projects, in Bangui in Central African Republic, is focusing on how the housing, health and infrastructural needs of the large displaced population can be accommodated through careful planning and targeted investments.[109]

Though very limited in scale, innovative funding programmes working directly with local municipalities have demonstrated very positive results. In Koboko, Uganda, the EU-funded "CCRF: Inclusive Urban Development and Mobility" programme has provided 3 million euros of financial assistance directly to the municipality (with an international NGO, ACAV, providing technical support) to lead on the delivery of services and welfare to benefit refugee and host communities in the area. This pioneering project, working directly with the local government, has proved highly effective and points the way for other locally-led collaborations in future.

✓ **Action 8.3: Synergize broader international development frameworks and processes to support the implementation of migrant-inclusive urban programmes.**

Despite increased interest in area-based and humanitarian-development programming, in practice international funding relating to migration displacement has still tended to focus predominantly on preventing migration by investing in rural development and livelihoods. This not only overlooks the opportunities of migration as a potential driver of development, both in host cities and rural areas of origin through the follow of remittances, but also ignores the needs and vulnerabilities of migrant and displaced populations in their destination cities. In this context, national and local governments seeking to attract funding for migrant-inclusive urban programming – for instance, the upgrading of informal settlements, the elaboration of detailed flood zoning and other investments - can explore opportunities to achieve positive outcomes by aligning this work with other sustainable development objectives.

With this in mind, national, regional and local governments should engage in mainstreaming migration and displacement issues into their broader development reporting processes, in particular the SDGs: for instance, the inclusion of relevant data and responses on migration and displacement in their Voluntary National Reviews (VNRs), Voluntary Sub-national Reviews (VSRs) and Voluntary Local Reviews (VLRs). In many countries, SDG-related frameworks are now well established, and aligning new policies with these existing structures can aid implementation. Mapping relevant data on migration and displacement to SDG indicators can help identify crucial gaps. There are also opportunities to secure funding through the development of programmes that intersect with other priorities, such as climate change adaptation and disaster resilience: for instance, improved housing and sanitation infrastructure for vulnerable settlements, including migrant and displaced populations.[110] With increasing emphasis now among donors on "nexus" programming – integrated approaches that span humanitarian, development and peacebuilding priorities – the opportunities for developing programmes that address migration and displacement alongside adaptation and resilience strengthening are likely to grow in future.

Finally, as in other areas of urban programming, the use of blended finance – an approach that deploys development funding to leverage further sources of funding from other stakeholders – offers untapped opportunities to achieve durable solutions for urban displaced communities.

A case in point is the Refugee Impact Bond, launched in 2021 with the aim of mobilizing private funds to support refugee business and livelihood development. The first programme has been piloted with Syrian refugees in Jordan, bringing together loans from international institutions and fundings from social investors who have committed to the programme in the knowledge that they should receive returns from their money, depending on the performances of the project – in this case, a women-focused micro-entrepreneurial training programme overseen by the Near East Foundation UK.[111]

Tracking urban migration to other SDGs provides a means of aligning efforts to improve outcomes for migrant and displaced populations with existing SDG frameworks. IOM, for instance, has published guidance linking migration to more than 80 different SDG targets.[112] This is particularly relevant for non-nationals who may otherwise be marginalized from country development targets. UCLG is also now working on the development of a set of indicators that measure the extent to which national and local authorities have achieved implementation of the two compacts, the GCM and GCR, that are concerned with migration and displacement.

RECOMMENDATION 8

MOBILIZE INTERNATIONAL FINANCE FOR INTEGRATED MIGRATION DEVELOPMENT

ACTIONS →

Fund receiving areas for migration

Support host and displaced communities through international funding

Fund cities for local migration solutions

Support city-led innovation to address migration

Align global frameworks for migrant-inclusive cities

Support migrant-inclusive urban programs through global cooperation

Potential challenges and considerations for cities with limited resources

Many cities, particularly smaller cities and border towns, lack the means to mount an adequate response to large-scale migration and displacement. Though there may be some scope for them to improve their own sources of revenue, most will need to advocate for significant financial support from their national governments and international agencies. To do so, they may be able to draw on support from other cities, civil society organizations and NGOs to effectively advocate for more funding and integrated assistance packages from donors that benefit both displaced and host populations, particularly as development finance may prioritize displaced populations without adequate attention to the pressures on receiving areas.

For many local authorities, particularly in smaller cities, there is very limited existing engagement with international development agendas and their associated processes. However, there are increasing opportunities to pursue these, and smaller cities have successfully partnered national and international city associations, academic institutions and civil society organizations as intermediaries to develop these links.

RECOMMENDATION 8. Checklist of action points

8. Engage international agencies and donors to access long-term, predictable development finance, including direct funding to local governments, to ensure that humanitarian assistance is integrated with investments in sustainable urban development.		
✓ Action 8.1: Increase international funding to address the pressures of migration and displacement on receiving areas, with a focus on both host and displaced communities and in alignment with existing development plans.		
▪ National and local authorities. ▪ International donors and humanitarian agencies.	Has the government recently received international funding to directly address explicit migration and displacement concerns?	Y/S/N
	If so, has this funding included components to support the dignity and security of migrant and displaced populations in transit and on arrival in destination cities, towns and peri-urban areas?	Y/S/N
	Have national and local governments explored, potentially in partnership with international agencies and donors, the opportunity to mainstream migration-related funding and reporting into appropriate SDG-linked processes?	Y/S/N
	Is humanitarian assistance delivered in urban areas, such as health care or livelihood training, equally available to host communities as well as displaced and refugee populations?	Y/S/N
Total score (out of 8)		

✓ Action 8.2: Deliver more funding directly to cities and municipalities to support the development of locally led, innovative solutions to urban migration and displacement pressures.		
▪ National and local authorities. ▪ International donors and humanitarian agencies.	Have national governments channelled international funding to local municipalities to support service delivery, infrastructure development and other areas, either directly (explicitly referencing migrant and displaced populations) or indirectly (targeting disadvantaged areas such as informal settlements where they are disproportionately concentrated)?	Y/S/N
	Have national governments provided technical and financial assistance to sub-national entities to develop funding proposals and bankable projects for international donors in relevant areas of development, including issues relating directly or indirectly to migration and displacement?	Y/S/N
	Have local authorities been able to apply successfully for international funding, either as partners with national governments or independently as direct applicants?	Y/S/N
	If so, have their proposals included specific components relating to migration and displacement?	Y/S/N
Total score (out of 8)		
✓ Action 8.3: Synergize broader international development frameworks and processes to support the implementation of migrant-inclusive urban programmes.		
▪ National and local authorities, including statistical offices and finance departments. ▪ International donors and humanitarian agencies.	Has the government developed indicators related to migration and displacement that can be integrated with established processes, such as SDG reporting?	Y/S/N
	Has the government recently received international funding to address relevant issues, such as climate change adaptation and other areas covered in the SDGs, that overlap implicitly with migration and displacement?	Y/S/N
Total score (out of 4)		
Total (out of 20)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

A year after the outbreak of COVID-19, the Global Cities Fund for Inclusive Pandemic Response was launched by the Mayors Migration Council in early 2021 to support cities as they struggled with the impacts of the pandemic on public health and the economy. The initiative was intended to address the gap in city-led development funding and showcase the ability of municipalities and local governments to lead projects themselves. Spanning a range of areas from livelihoods and social assistance to public services to sanitation and health care, a total of 10 cities were ultimately included in the programme, receiving grants of US$200,000 each to implement activities over a year-long period.[113] Following the end of the project cycle, MMC has also attempted to support cities in sustaining this work, either through the identification of another funder or the allocation of their own resources to continue operations.

The success of the initiative subsequently inspired the rollout of the Global Cities Fund for Inclusive Climate Action in Africa, modelled on the same principles, to provide direct support for 10 African cities seeking to develop solutions to the effects of climate change,[114] with a Global Cities Fund for Migrants and Refugees Children and Caregivers to be announced in June 2023.[115] Beyond the substantive impacts of the projects themselves, the success and growth of the Global Cities Fund model demonstrates the viability of "investment-ready, city-led solutions that directly help migrants and refugees"[116] and the need for governments and donors to work together to meet this demand. While municipalities will remain a central part of MMC's focus, the organization also plans to promote more funding towards local refugee and migrant organizations specifically to empower them to play a larger role in the development of solutions too.

Lima is establishing a new municipal office addressing the needs of migrants in the Cercado de Lima district, Peru © MuniLima | MMC

SUPPORT AND INTEGRATION

> **RECOMMENDATION 9. Guarantee inclusive and accessible services for all, regardless of legal status.**

✓ **Action 9.1: Ensure inclusive legal and institutional provisions are in place, including the lifting of exclusionary administrative requirements, to allow migrant and displaced populations unhindered access to basic services.**

Refugees, migrants and IDPs face many hurdles to accessing health care, clean water, education and other essential services, particularly those lacking documentation. This is due in part to limited local funding, but also a result of their invisibility: many migrants, particularly those located in peri-urban areas outside municipal boundaries, are not even officially recognized as residents. First and foremost, governments should commit to guaranteeing service provision for all residents to essential services such as clean water, sanitation, education and healthcare, irrespective of nationality, legal status or formal residence status. This guarantee needs to be unambiguous and transcend any fluctuations in broader immigration policy. This can be part of a broader commitment to universal service provision, given that at least some of the complex administrative and legal barriers to access that constrain migrant and displaced populations also affect marginalized members of the host communities, particularly those living alongside refugees and IDPs in informal settlements.

However, while enshrining the principle of universal access in law is important, legislation alone is often not sufficient in itself to ensure

access: there are many contexts where migrants are legally entitled to service access but are still unable to secure them in practice due to a lack of awareness among government officials and providers. Many migrants are still denied access even when their right to services is officially recognized. Any policies should therefore be accompanied by sensitization training and awareness raising around the legal rights of migrants among staff and service workers to ensure there is no uncertainty or ambiguity on the ground. Furthermore, it is vital that migrants themselves feel secure using these services without any wider repercussions, including the possibility of detention. Establishing clear firewalls separating service provision from immigration and policing is therefore essential so migrants can be confident that they are not putting themselves at risk.[117]

In line with general requirements around inclusive service provision for the urban poor, it is also important that there are mechanisms in place to ensure that migrant and displaced populations are able to afford services. These include tariffs and pro-poor subsidies, whether cross-subsidies from more affluent residents or directly from the government, as a means to achieve varied pricing that is scaled to the different socio-economic contexts of the urban population. These should in principle be applied to all urban residents and explicitly include migrant and displaced communities as beneficiaries.

UNHCR conducts joint verification of refugees with the Government of Kenya © Modesta Ndubi

During the COVID-19 pandemic, local authorities implemented measures to guarantee access to essential services for migrant and displaced populations, even when these were not available from the national government. In Grenoble, France, the city developed plans for an ID card to overcome hurdles to service access, and campaigned for similar measures to be rolled out at the national level.[118]

✓ **Action 9.2: Design inclusive systems of service delivery that are simple to use, comprehensible and appropriate for a diverse range of communities to use, including those without documentation.**

Besides formal obstacles to accessing services, many other factors – language barriers, cultural differences, physical distance and onerous bureaucracy – can prevent migrant and displaced populations from accessing public services. National and local authorities therefore need to put a range of measures in place to ensure services are safe, accessible and appropriate for all, including women, children, persons with disabilities and other especially marginalized groups within migrant and displaced populations. From an administrative viewpoint, it is important that services are designed in such a way that migrants can easily navigate the administrative processes involved in accessing them, with simplified processes and one-stop-shops where possible to enable users to apply for a range of services simultaneously.

Providers should also ensure that any essential information and updates are available in multiple languages and communicated effectively to all constituencies.

Engaging members of different communities as frontline workers and managers at different stages of service delivery can help support the development of appropriate and tailored service provision. In São Paolo, Brazil, for instance, a public immigration institution, the Centro de Referência e Atendimento para Imigrantes (CRAI) was created to improve service provision to migrants.

The employment of migrants within its teams helped overcome language barriers and deepen engagement with communities, a process supported by the development of multidisciplinary mobile units that toured schools, neighbourhoods and other public spaces to provide services, legal advice and education around civic rights to support underserved areas.[119]

Integrated data collection on service provision can help ensure migrants do not slip through the cracks. The city of Athens, Greece, in partnership with IOM and UNHCR, established the Athens Coordination Centre for Migrant and Refugee issues (ACCMR) to bring together more than 100 different actors engaged in different areas of service delivery and integration. Much of this work is conducted through its online web platform, where information is regularly updated by stakeholders and presented in several different languages, including Arabic, Farsi and Urdu.[120]

Venezuelan families living in shelters in Brazil voluntarily participated in Brazil's 2022 Census ©UNHCR/Camila Ignacio Geraldo

✓ **Action 9.3: Assess service provision among migrant and displaced populations on a regular basis, with transparent grievance mechanisms and accessible legal support in place for migrants to report lack of access and discrimination.**

It is important that disaggregated data on service access among migrant and displaced populations is collected for monitoring and evaluating to what extent service providers have managed in practice to reach these groups. As with other marginalized urban communities, significant gaps may be overlooked due to their location in informal settlements lacking official recognition or in peri-urban areas outside municipal boundaries. Authorities need to develop flexible, inclusive methods to determine where blockages are situated, what factors have contributed to their development and how best to work with migrant and displaced populations to address them. Engaging directly with communities themselves wherever possible is crucial to understanding how service delivery can be improved.

To be able to effectively monitor service shortfalls, however, requires inclusive, user friendly systems in place for migrants, refugees and IDPs to be able to flag service shortfalls, particularly in cases of discrimination. These should include transparent follow-up procedures in place to ensure authorities are properly accountable when such incidents occur. In line with the provisions of the GCM, a dedicated human rights institution should also be in place to facilitate reporting and provide legal assistance should this be required.

In-depth qualitative assessments can provide a much more nuanced picture of service availability and the specific needs of migrants. Situated in an informal area on the outskirts of Istanbul, Turkey, the municipality of Sultanbeyli collaborated with a local refugee association to develop a range of innovative local solutions to support their large, displaced population. Working with sociologists and social workers to map out detailed vulnerability assessments of Syrian arrivals, it created both an online platform and physical space for refugees to access information and services.[121] Field assessments and wide-ranging surveys of individual refugee households, including a qualitative database outlining each family's needs, provide a detailed picture of what services each has been able to access over time and their ongoing needs.[122]

Turkish and refugee children participate in group theatre classes in Sultanbeyli Municipality, Turkey © Refugees Association

GUARANTEE INCLUSIVE AND ACCESSIBLE SERVICES FOR ALL, REGARDLESS OF LEGAL STATUS

ACTIONS →

Guarantee inclusive access to basic services

Remove barriers to services for migrants and refugees

Make services accessible for all

Design services for all, regardless of background or documentation

Monitor service quality for migrants

Ensure migrants can report service problems and get help

Potential challenges and considerations for cities with limited resources

In many urban contexts a significant share of the host population is living without access to basic services, meaning national and local governments may be reluctant to prioritize migrant and displacement populations. In these contexts, an important first step is to ensure that they do not face any additional barriers to access (such as legal documentation) compared to local residents and are explicitly included in any programmes or interventions around service provision, such as cross-subsidies.

For local authorities lacking the capacity to implement tailored outreach, area-based programmes targeting low-income and informal settlements where migrant and displaced populations are disproportionately based can still serve as a baseline for expanded coverage.

RECOMMENDATION 9. Checklist of action points

9. Guarantee inclusive and accessible services for all, regardless of legal status.		
✓ Action 9.1: Ensure inclusive legal and institutional provisions are in place, including targeted subsidies and the lifting of exclusionary administrative requirements, to allow migrant and displaced populations unhindered access to basic services.		
▪ National and local governments	Do migrant and displaced populations have legally recognized rights to access essential services?	Y/S/N
▪ Service providers	Are migrant and displaced populations included in any tariff structures, subsidies and other pro-poor mechanisms to ensure basic services are affordable?	Y/S/N
	If so, do officials and staff working for public service providers undergo basic sensitization measures or training to ensure they are aware of the legal rights of migrant and displaced populations?	Y/S/N
	Are there firewalls in place to protect personal information provided by migrants to access services from being misused?	Y/S/N
Total score (out of 8)		

✓ Action 9.2: Design inclusive systems of service delivery that are simple, comprehensible and appropriate for a diverse range of communities to use, including those without documentation.		
▪ National and local governments ▪ Service providers	Is information about service provision available in several different languages to ensure it is adequately communicated to migrant and displaced communities?	Y/S/N
	Are there systems in place, such as one stop shops or integrated service hubs, to make services more readily accessible to migrants?	Y/S/N
	Are there mechanisms in place to allow migrants to participate in the design and delivery of services: for example, as health care workers or school educators?	Y/S/N
Total score (out of 6)		
✓ Action 9.3: Assess service provision among migrant and displaced populations on a regular basis, with transparent grievance mechanisms and accessible legal support in place for migrants to report lack of access and discrimination.		
▪ Statistical offices ▪ Service providers ▪ Other data users, including non-governmental actors engaged in local programming.	Is there specific data available on service access levels among migrants and displaced populations?	Y/S/N
	If so, is this information regularly reviewed and updated to determine any blockages or gaps in coverage, including in informal settlements?	Y/S/N
	Do transparent and inclusive platforms exist for migrant users to report barriers to access, in particular relating to discrimination, and clear mechanisms in place to ensure their complaints are properly addressed?	Y/S/N
Total score (out of 6)		
Total (out of 20)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

Box 12. Lessons from the pandemic – from systematic exclusion to universal access

The outbreak of COVID-19 and its devastating impacts on public health and the economy brought to light the severe inequalities suffered by refugees, migrants and IDPs long before the pandemic began. Their limited access to clean water, sanitation and adequate housing, their marginalization from public health systems and the lack of social protections in place to support them all contributed to a situation where many communities were more likely to contract the virus, less able to access treatment and more exposed to the economic fallout of protracted lockdowns. These issues were made worse by the tendency of some countries to focus exclusively on surveillance and other securitized measures, rather than strengthen assistance and protection for their most vulnerable populations, including migrants. Others rolled out generous emergency packages for their own citizens but failed to include foreign refugees and migrants as beneficiaries.[123]

Yet alongside this dispiriting picture, another approach also appeared – renewed attention from many governments on the failure of their cities to reach the most excluded populations, and a commitment to implement more inclusive policies and programmes to address these gaps. At both the national and local levels, authorities improved regulations and piloted new governance approaches to address some of these issues. In Singapore, for instance, where the quarantining of tens of thousands of foreign workers in cramped, unsanitary dormitories had led to high rates of infections among the migrant population, the government subsequently passed new guidelines around housing to improve housing conditions. At the local level, too, many municipalities demonstrated extraordinary innovation and relaxed restrictions on health care and other services to ensure all residents, including migrants, were able to access testing and treatment. This even led to some tentative optimism that these measures could support the implementation of global rights frameworks such as the GCM, with the value of the latter's provisions around inclusive service access confirmed by the hard experiences of the pandemic.[124]

Unfortunately, many of the progressive policies put in place were only temporary and have been rescinded as COVID-19 receded. However, the experiences of some countries in transforming their policies around service provision and welfare demonstrate the substantive benefits that inclusive policies and improved governance systems can bring to cities and their most vulnerable populations, including refugees, migrants and IDPs.

RECOMMENDATION 10. Accelerate integration through a comprehensive approach that includes legal recognition, tenure security, social inclusion strategies, livelihood development and a clear pathway to local residency rights, regardless of documentation.

✓ **Action 10.1: Implement measures to support the legal recognition of migrant and displaced populations, ending the cycle of informality that prevents many from securely residing in their host cities without the threat of eviction or detention.**

Lack of documentation and legal recognition frequently plays a decisive role in the exclusion of refugees, migrants and IDPs, preventing them from being able to register for services, welfare and formal employment and even exposing them to the threat of harassment or detention by police. Without any means to normalize their status, migrant and displaced populations may end up in a protracted limbo of informality: living in slum accommodation, working precariously in unregulated sectors of the urban economy and unable to access education or health care. In some cases, they may spend years or even decades in their host cities while still struggling to be recognized as residents, let alone citizens there.

This has profound implications not only for these communities, but also for the urban areas where they live: the ability of cities to enable the integration of new arrivals as quickly and safely as possible is key to their long-term success.[125] Regularization therefore needs to be at the heart of any sustainable urban migration response, given that legal recognition underpins their ability to access secure housing, formal employment, education and other services. For refugees and asylum seekers, this should include reducing restrictions wherever possible on their ability to engage in decent employment, access adequate housing or receive education. When many are unable to do so for extended periods, this can unnecessarily prolong their period of acclimatization and slow their process of integration. However, this situation is not only confined to non-nationals: rural migrants and IDPs may also find themselves excluded from housing, services and welfare support due to a lack of legal registration in their destination cities, despite being citizens themselves.

While the legal situation of displaced citizens may be distinct from that for foreign nationals, even those registered as refugees, there still should be a broad baseline of recognition in place to ensure that a baseline of essential services (such as the enrolment of migrant children in schools) are available to all the urban population, regardless of their documentation. New York, for instance, has its own municipal identification card that is available to all residents aged 10 or over, irrespective of their immigration status, to allow them access to affordable housing, employment and public benefits.[126]

Finally, providing migrant and displaced populations with the assurance of tenure security is crucial to their long-term wellbeing and integration. As many end up forced to seek shelter in slums and informal settlements, they remain vulnerable to secondary displacement as a result of eviction or arbitrary demolition of property. Regularization efforts need to encompass land and housing rights as the foundation of the ability of migrants, refugees and IDPs to access services, livelihoods and social inclusion, particularly for women and female-headed households who are still legally marginalized in many countries in their land and housing rights. This is why organizations such as UN-Habitat have focused on land tenure as a key dimension to addressing both the precarity of urban displacement and the challenge of slums (Box 13).

For migrants who lack nationally recognized documentation, local governments can still take steps to provide "residential citizenship". This has been the approach pursued by Barcelona: the city, thanks to its strong autonomy, has been able to issue "neighbour documents" to undocumented migrants to resolve areas that were not addressed effectively in existing migration policy. This has served as a registry for hundreds of migrants living in the city who, lacking official paperwork, might otherwise have been unable to access essential services under national law.[127]

Filipinos fill out the necessary forms after arriving in Manila from Damascus, Syria on 11 September © Ray Leyesa, IOM 2012
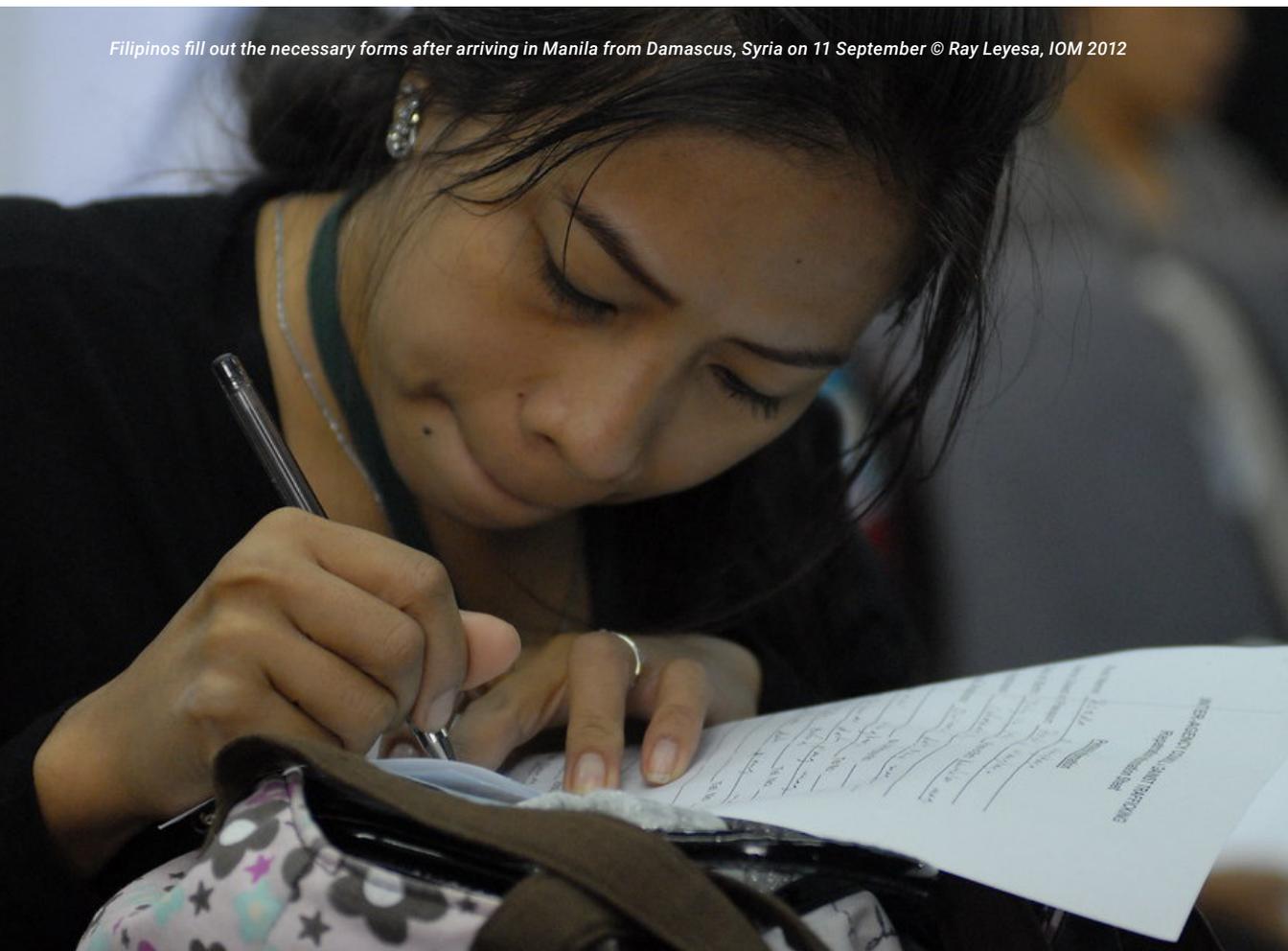
✓ **Action 10.2: Design holistic integration strategies that address the complex needs and social barriers that migrant and displaced populations may face in host cities.**

In addition to their potentially uncertain legal status, the marginalization of many migrant and displaced populations is also rooted in a range of other issues that include language barriers, physical segregation and social stigma. National and local integration strategies should therefore map out a systemic pathway for migrants to overcome the multitude of administrative, linguistic and societal hurdles that prevent them from fully enjoying their rights and opportunities as urban residents. From recognition of educational and employment qualifications to language courses and tailored outreach programmes, these need to be targeted and accessible for all, including women, persons with disabilities and other groups who needs are often overlooked in mainstream service provision.

Promoting access to livelihoods and employment is a core part of this. Refugees whose qualifications and professional experience may not be valid outside their countries of origin, for instance, can benefit from initiatives that recognize and verify them for employment in their host country. Migrant and displaced populations from rural areas, too, may need vocational training and other support to navigate the urban labour market and reorient their skills into other sectors. The ability to secure decent employment, along with other factors such as access to adequate housing and language skills, play a critical role in the speed and efficacy of integration efforts.

Authorities can also partner with established migrant associations to support the integration of new arrivals. In Leeds, UK, the council partnered with two local organizations to launch the Migrant Access Project: with some seed funding, the project enabled the training of a large and multilingual group of Migrant Community Networks who then provided support to newly arrived migrants in accessing housing, services and employment.[128]

Authorities should also ensure that ongoing processes of monitoring and assessment are in place to determine how successful these policies are in practice. In Amsterdam, for instance, the so-called "Amsterdam approach" pioneered by the city involves a three-year supported journey of integration for refugees that takes in a range of areas including employment, education, participation and language learning. Assessments have found that investments in this approach have been highly cost-effective over time, effectively doubling in value in terms of the long-term benefits cities receive back by bolstering refugee self-reliance.[129]

Local integration plans can provide cities and their diverse constituency of stakeholders with a clear, measurable roadmap to more inclusive policies. In 2016 the Polish city of Gdansk published its Immigration Integration Model to provide its public institutions, partners and volunteers with a strong vision for how better integration could be achieved. This spanned a wide range of areas, from housing and education to employment and intercommunal relations, as a means of establishing a shared cross-sectoral consensus to guide planning and decision-making.[130]

Anti-Xenophobia Protest from ACCORD © Jonah Hattingh

✓ **Action 10.3: Challenge discrimination and prejudice against migrant and displaced populations through positive messaging, awareness raising and the creation of strong institutional mechanisms to respond to hate speech.**

Notwithstanding the importance of legal reform, migrant and displaced populations can still face xenophobia, stereotyping and deep-rooted patterns of institutional discrimination that can impair their ability to integrate in their host cities. National and local authorities should therefore actively invest in promoting social cohesion through positive messaging in educational curricula, media and other platforms to challenge divisive narratives that falsely correlate migration with crime, terrorism and other issues. To be most effective, authorities should engage a wide range of local partners, including civil society, community leaders and schools, to communicate positive messages around migration and counter negative representations including hate speech.

It is particularly important to challenge prejudice towards migrants among officials in the judiciary, law enforcement, public services and local government. If left unchecked, discriminatory practices towards marginalized communities, including migrant and displaced populations, can further exclude these groups and deny them access to housing, livelihoods, education and other needs. National and local governments should therefore invest in regular training and awareness raising among their staff to ensure they are sensitized to the specific needs of migrant and displaced populations. When incidents of discrimination do occur, whether from public officials or private individuals such as landlords or employers, there must be accessible and transparent reporting mechanisms for refugees, migrants and IDPs to seek redress, backed up with access to legal assistance should this be required.

Public information campaigns can help counter prejudice towards migrants and replace stereotypes with positive messaging. Amadora, a neighbourhood in northwest Lisbon, Portugal has long suffered high levels of poverty and unemployment – a situation that has contributed to widespread negative representation of this marginalized neighbourhood. For its large migrant population, this exclusion has been compounded by racist stereotypes and xenophobia.[131] The municipality, however, has invested considerable efforts in challenging these negative depictions through the creation of an extensive "anti-rumour network" that has brought public agencies, civil society organizations, residents and other stakeholders together to promote alternative narratives of inclusion and respect for the district and its immigrant population.[132]

RECOMMENDATION 10

COMPREHENSIVE INTEGRATION FOR ALL, REGARDLESS OF DOCUMENTATION

ACTIONS →

Secure legal status for migrants

Help migrants live safely and securely in their host cities

Support migrant integration

Help migrants and refugees thrive in their new communities

Counter discrimination against migrants

Promote inclusion and respect for migrants and refugees

Potential challenges and considerations for cities with limited resources

Some local authorities may lack sufficient capacity to undertake the complex administrative processes required for full regularization, a situation that may be further complicated in contexts where the broader policy environment is hostile towards migrant and displaced populations. In these contexts, municipalities can still implement pragmatic and quick-win measures that guarantee fundamental rights and protections (such as temporary work permits) while falling short of full citizenship and residency rights. As is the case for residents of informal settlements in general, regardless of their migratory status, authorities may not realistically be able to implement comprehensive regularization programmes in the short term for migrant and displaced populations. An important first step is to protect them from further displacement through a moratorium on evictions, and then work from there to elaborate longer-term solutions.

The ability of local authorities to respond to discrimination and hate speech may be determined to some extent by the presence or absence of legal provisions penalizing these behaviours. This however should not prevent them from countering negative narratives and stereotypes whenever these do occur.

RECOMMENDATION 10. Checklist of action points

10. Accelerate integration through a comprehensive approach that includes legal recognition, social inclusion strategies, livelihood development and a clear pathway to local residency rights, regardless of documentation.		
✓ Action 10.1: Implement measures to support the legal recognition of migrant and displaced populations, ending the cycle of informality that prevents many from securely residing in their host cities without the threat of eviction or detention.		
▪ Legal registration offices. ▪ National and local agencies focused on housing, employment, education and welfare provision.	Are migrant and displaced populations, including those lacking documentation, able to register with authorities in their host city to access basic rights while living there?	Y/S/N
	Are there processes in place to support the regularization of migrants working in the informal sector, such as registration of migrant-led businesses?	Y/S/N
	Do formalization and upgrading efforts in informal settlements, such as tenure regularization and titling, include migrant and displaced populations?	Y/S/N
Total score (out of 6)		

✓ Action 10.2: Design holistic integration strategies that address the complex needs and social barriers that migrant and displaced populations may face in host cities.		
▪ National and local policy makers ▪ National and local agencies focused on housing, employment, education and welfare provision.	Are there national and local integration plans in place to provide a broad framework for the integration of migrant and displaced populations?	Y/S/N
	Do these include language classes, orientations and other gender-inclusive, accessible measures to support their social inclusion?	Y/S/N
	Are there measures to support migrant access to labour markets, such as training programmes and verification of professional qualifications gained abroad?	Y/S/N
Total score (out of 6)		
✓ Action 10.3: Challenge discrimination and prejudice against migrant and displaced populations through positive messaging, awareness raising and the creation of strong institutional mechanisms to respond to hate speech.		
▪ National and local governments. ▪ Civil society organizations. ▪ Schools. ▪ Media. ▪ Community leaders.	Have national and local governments invested in campaigns to challenge xenophobia, stereotypes and other negative attitudes towards migrant and displaced populations?	Y/S/N
	If so, have these also drawn on the engagement of other stakeholders, such as civil society organizations, media and community leaders?	Y/S/N
	Are there awareness raising initiatives for staff in health care settings, schools, police, the judiciary and other public settings to counter prejudice and sensitize them to the issues migrant and displaced populations face?	Y/S/N
	Are there concrete mechanisms in place to respond to hate speech when it occurs, including in the media, online and in other contexts?	Y/S/N
Total score (out of 8)		
Total (out of 20)		

* Key: Y = yes (2 points), S = sometimes / maybe / to some extent (1 point), No = no (0 points)

Box 13. Progressive migration policies as a tool for slum reduction

One of the most visible outcomes of poorly managed urban migration is the growth of informal settlements. Though slum populations are diverse, migrants frequently make up a disproportionate share of residents – a situation driven by the failure of many cities to provide poor and marginalized urban residents with safe, affordable housing options. Without secure land tenure, many migrant and displaced populations may end up spending extended periods of time without access to formal services or secure tenure, placing them at constant risk of eviction.

Consequently, many international agencies have increasingly focused their efforts on working with national and local governments to support the regularization of informal settlements as a tool to both facilitate upgrading and stability in urban slums while also improving the life prospects of migrants and IDPs:

- In Kabul, Afghanistan, where large-scale displacement over decades of conflict and economic turbulence has led to the development of numerous informal settlements around the edge of the city, UN-Habitat supported reintegration efforts through area-based programming in IDP camps. By negotiating interim tenure and land titling arrangements for communities living there, the project was then able to invest in the rollout of services and infrastructure to support their development from camps to functioning urban settlements.[133]

- In Iraq, UN-Habitat has also worked with officials in various conflict-affected governorates to guide the inclusion of informal settlements into city plans. Through policy recommendations, capacity building and technical assistance, the organization is supporting the development of durable long-term solutions through settlement upgrading and the strengthening of tenure security.[134]

- In Colombia, UNHCR advocated with the Colombian government for the development of a comprehensive policy that employs urban management as a key element in its response to displaced populations in the country. In partnership with a range of local stakeholders, the agency has focused on developing a methodology to guide legalization processes and pave the way for a sustainable long-term solution for the integration of urban refugees and IDPs.[135]

Working in very different contexts, these projects demonstrate how national and sub-national governments can use regularization, land titling and tenure provision as tools to reduce the prevalence of slums and improve living conditions for migrants living in them.

4

Conclusion

Against a backdrop of climate change, conflict and shrinking rural livelihoods, migration and displacement are likely to continue for the foreseeable future, with the impacts most sharply felt in cities and towns. However, as emphasized throughout this Guide, there are also significant opportunities that can be leveraged to mitigate these pressures while ensuring the potential social and economic benefits of migration are fully realized. Rather than preventing or containing this movement, governments should instead focus on how it can best be managed through the strengthening of national policy frameworks to ensure host and migrant communities alike are able to benefit from the process.

In this context, mainstreaming migration into urban policies and other relevant development frameworks is an essential approach in ensuring a coherent, efficient and holistic response to the different needs, priorities and resources available to support migrant, displaced populations and host communities. From connecting government actors to developing stakeholder engagement, enhancing data collection to supporting long-term integration, the different processes involved can together create the necessary consensus, vision and momentum to deliver transformative change.

Annexes

Annex 1: Global policy frameworks on development, migration and urbanization

The **2030 Agenda for Sustainable Development (2015)** and its accompanying **Sustainable Development Goals (SDGs)**, with its provision to "Make cities and human settlements inclusive, safe, resilient and sustainable" (SDG 11) and commitment that "no one will be left behind" speaks directly to the situation of urban refugees, migrants and IDPs. Of particular relevance, given their marginalization in many urban settings, are the targets to "ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums" (11.1), "enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries" (11.3) and "support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning" (11.8).

Other commitments within the SDGs touch on the specific dynamics of migration, including the pledge to "facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies" (10.7). Another area highlighted is the need "to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts" (17.18). The links between migration and development, including in receiving communities, are also highlighted in the preamble: besides recognizing "the positive contribution of migrants for inclusive growth and sustainable development", it also emphasizes the need for cooperation to "strengthen the resilience of communities hosting refugees, particularly in developing countries".[136]

The **New Urban Agenda**, endorsed in 2016, followed on from the SDGs with a detailed set of recommendations and commitments around the realization of sustainable urbanization. Its strong focus on equitable urban development is reflected in repeated mention of the inclusion of "refugees, returnees, internally displaced persons and migrants, regardless of their migration status" in various provisions. The text also outlines at length the commitment to ensure "full respect for the human rights of refugees, internally displaced persons and migrants, regardless of their 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." This also includes a pledge to strengthen "synergies between international migration and development at the global, regional, national, subnational and local levels by ensuring safe, orderly and regular migration through planned and well-managed migration policies, and to supporting local authorities in establishing frameworks that enable the positive contribution of migrants to cities and strengthened urban-rural linkages".[137]

The **Global Compact for Safe, Orderly and Regular Migration** was passed in 2018 to provide a clear, rights-based framework for managing migration worldwide. Though it does not include much on refugees, migrants and IDPs in cities specifically, many of its provisions are highly relevant to urban settings. This includes its objectives to "Minimize the adverse drivers and structural factors that compel people to leave their country of origin" (2), "Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work" (6), "Provide access to basic services for migrants" (15), "Empower migrants and societies to realize full inclusion and social cohesion" (16), "Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries" (19), "Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants" (20) and "Strengthen international cooperation and global partnerships for safe, orderly and regular migration" (23).[138]

The **Global Compact on Refugees**, passed in the same year, recognizes the specific role of local actors in both urban and rural contexts as first responders to refugee situations. Furthermore, the text goes on to say that "networks of cities and municipalities hosting refugees are invited to share good practices and innovative approaches to responses in urban settings, including through twinning arrangements, with the support of UNHCR and other relevant stakeholders".[139] It also calls for humanitarian assistance to be "delivered in a way that benefits both refugees and host communities" and highlights that "increasingly, refugees find themselves in urban and rural areas outside of camps, and it is important to also respond to this reality".[140] It also highlights the importance of improving living and working conditions in urban and rural areas, including

"contributions to bolster national capacity to address accommodation, water, sanitation and hygiene, infrastructure and environmental challenges in or near refugee-hosting rural and urban areas."[141,142]

Other international frameworks are also of relevance to urban migration, including the **Sendai Framework for Disaster Risk Reduction 2015-2030**. Besides emphasizing the need for governments to engage with a range of relevant stakeholders, including migrants,[143] it also calls for the empowerment of "local authorities, as appropriate, through regulatory and financial means to work and coordinate with civil society, communities and indigenous peoples and migrants in disaster risk management at the local level".[144] It also affirms that "migrants contribute to the resilience of communities and societies, and their knowledge, skills and capacities can be useful in the design and implementation of disaster risk reduction".[145] Other measures that align closely with urban migration are its emphasis on transboundary cooperation to "build resilience and reduce disaster risk"[146] and the use of land use planning and other regulations to "integrate post-disaster reconstruction into the economic and social sustainable development of affected areas", including "temporary settlements for persons displaced by disasters".[147]

More recently, the United Nations Secretary-General's **Action Agenda on Internal Displacement** (2022) recognizes the linkages between displacement and urbanization, highlighting the core role of local governments and the importance of urban planning in addressing displacement issues. In an increasingly urbanizing world, displacement is becoming an urban phenomenon, with most of the internally displaced people globally seeking refuge in cities rather than in camps, hoping for better access

to services and livelihoods. Solutions require a full integration of the displacement challenges into urban development, urban management, and urban financing strategies. This can help to support stabilisation and provide peace dividends in conflict situations and create co-benefits for both host communities and displaced people, promoting an inclusive and green urban future, hence meaningfully contributing to the achievement of SDG 11- Sustainable cities and communities and to the implementation of the New Urban Agenda.[148]

Another relevant framework is the **International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families**, adopted in 1990 but only ratified in 2003 when it finally reached the minimum threshold of 20 ratifying states (at present only 40 member states have fully ratified it).[149] Though it does not contain detailed provisions on urban contexts specifically, it outlines the right of labour workers to "equality of treatment" with nationals in housing, service access and other areas.[150]

Besides these global frameworks, there are also various regional policies in place that are also relevant. For instance, the **African Union's Revised Migration Policy Framework for Africa and Plan of Action (2018-27)** stipulates that "the local dimension of migration policies and strategies need to be strengthened" and that "this will involve incorporating the role of cities into national migration strategies, mainstreaming migration management into national urban policies, integrating migration into local development planning, and deepening understanding of the diverse local political economies that interplay with local policy implementation".[151]
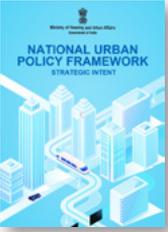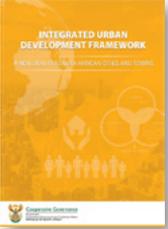
The **Urban Agenda for the EU Partnership on Inclusion of Migrants and Refugees** focuses on expanding the opportunities for effective local action to support refugee and migrant populations across the EU. Originally launched in 2016, the collaboration brings together an array of EU, national and local government officials, together with other stakeholders, to improve the available data on refugee and migrant inclusion and accelerate their integration in host cities. Its activities have also helped shape EU policies. The **Action Plan (2021-22)** included components on expanding healthcare access, improving the existing evidence base to guide policy making, enhancing the ability of cities to manage and disburse funds to support migrant and refugee inclusion, and address the specific intersectional challenges experienced by LGBTQ+ groups within migrant and refugee communities.[152]

The **ASEAN Sustainable Urbanisation Strategy** was published in 2018 to provide an overarching framework for urban policy and development across the Association of Southeast Asian Nations (ASEAN). Though the scope of the document is broad, it does include specific components on migration, including the implications of unmanaged migration on the expansion of informal settlements ("As a result of rapid rural migration, local governments can struggle with supplying sufficient infrastructure, housing and public services resulting in financial and access problems for urban migrants. This has resulted in the expansion of slums and/or informal settlements in and around cities"[153]), as well as inequality and lack of public assistance. Among other recommendations, it calls for an improved evidence base: "Demand-side data is especially important and lacking in most ASEAN Member States. Analysis in this area should try to collect data on the amount of land and floor space available to households, housing cost as a share of total household income, household characteristics of the homeless group, and migration patterns within and between cities."[154]

Annex 2: Samples of Relevant National Urban Policies
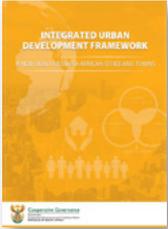
Data management and planning

Government of India (2020) National Urban Policy Framework: Strategic Intent	Create database on employment, health and education covering all segments of the population including poor and migrants.[155] The city needs to have a holistic database on physical and social infrastructure covering the entire city area and all segments and age groups of population including migrants. Health and education are key areas where data at a granular level are needed. Disaggregated data on municipal income and expenditure are also important for evidence-based policy formulation at the local level.[156]
South Africa (2009) Integrated Urban Development Framework	The municipal plan should include the infrastructure investments for achieving broader social, equity and environmental objectives; principles of differentiation to enable targeted investments (e.g. economic nodes, informal settlements and poorly serviced locations); resources to be assigned through the PICC SIPs [Presidential Infrastructure Coordinating Commission Strategic Integrated Projects] and related targeted infrastructure growth investments; changing demand for resources (specifically water and energy), as migration and settlement patterns evolve and diversify… "[157]

Governance and institutional coordination

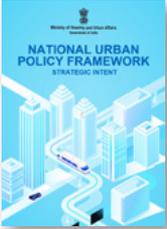| South Africa (2009) Integrated Urban Development Framework	Government should also provide goods and services that help migrants to integrate into the city. Most migrants to cities are vulnerable, and tensions may arise because of the perceived competition for resources. Helping migrants to integrate will require stronger intergovernmental collaboration because the functions critical for integration (e.g. health, housing and education) are divided among national, provincial and local government. [158]

Ghana (2012) Ghana National Urban Policy Action Plan 	Undertake studies focussing especially on issues pertaining to the urban system, urban sociology, urban economy, local government finance, rural-urban migration, transportation planning and environment.[159]
Kenya (2016) National Urban Development Policy 	Strengthen urban economy in the counties to stem urban in-migration.[160]
Republic of Turkey (2010) Urban Development Strategy (2010-2023) 	Economic activities and employment will be encouraged and the quality of life and space will be improved in the small and medium sized settlements and rural areas to reduce immigration movements.[161]
Kingdom of Cambodia (2014) National Strategic Development Plan (2014-18) 	Encouraging investments in rural areas that will contribute to the development of the rural economy, reduce the gap between urban and rural areas, and improve the living standards of people as well as reduce migration from rural to urban areas and to foreign countries to seek jobs.[162]

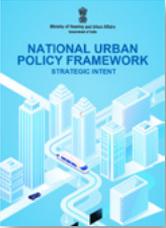*Multistakeholder partnerships and community participation*

| South Africa (2009) Integrated Urban Development Framework | Strengthen support to community organisations and the integration of migrants: Community- and faith-based organisations are critical for building social cohesion and integration. Government must work with and provide the necessary support to these local formations, which should be identified through engaging with local stakeholders.[163]

Government should assist in establishing community-created forums that bring together stakeholders to share, understand and learn from each other, thereby promoting social learning. Local communities can also benefit from the skills, enterprise and networks of new arrivals, which would reduce xenophobia and migrant exclusion. Furthermore, special mechanisms should be developed to enable vulnerable groups to participate, particularly the illiterate, blind, hearing impaired and outsiders in communities.[164] |
| --- | --- |
| Argentina (2018) Política Nacional Urbana | Generate municipal mechanisms for the active participation of women, girls, indigenous peoples and migrant communities.[165] |

Funding and technical assistance

Guatemala (2014) National Development Policy	To coordinate with governmental institutions the development of technical and financial assistance mechanisms for the development of productive activities, especially among the migrant population.[166]

Government of India (2020) National Urban Policy Framework: Strategic Intent	An enhanced budgetary allocation is needed along with strengthening of capacities of ULBs so that all citizens are covered by social and health protection, especially the urban poor and migrant workers.[167]
People's Republic of China (2021) 4th Five-Year Plan for National Economic and Social Development and Long-Range Objectives for 2035	We will improve the relevant policies for linking government fiscal transfer payments to the urbanization of rural migrant populations, increase the conversion ratio of permanent residents in the distribution of balanced transfer payments, and determine the distribution of central government urbanization incentive funds mainly based on the number of residents who have settled across provinces. We will establish fiscal construction funds as mechanisms to absorb infrastructure investment subsidies in more cities and increase investment support within the central budget. We will adjust the basis for the allocation of annual indicators for urban construction land and establish a mechanism for linking the number of settled rural migrants to the scale of affordable housing provision. We will adjust the quota of teachers, doctors, and other professionals in the inflow and outflow areas and the layout of basic public service facilities in accordance with actual population flows. We will guarantee contracting rights for rural land, usage rights for homesteads, and the right to collective income distributions for farmers who settle in cities, establish a rural property rights transfer market system, and improve marketized exit mechanisms and supporting policies for the "three rights" of rural households...[168]

Support and integration

Kenya (2016) National Urban Development Policy	Provide emergency housing to accommodate, on a temporary basis, those displaced by disasters, and those who must vacate disaster prone areas.[169]
Kingdom of Cambodia (2014) National Strategic Development Plan (2014-2018)	Building an efficient and effective Social Protection (SP) system requires harmonizing across the existing and new programs and strengthening delivery systems. This social protection system will enable the identification of beneficiaries, the type of beneficiaries, and the monitoring on services and benefits provided by: Strengthening the existing national targeting mechanism (ID-Poor) is a priority in the coming years. ID-Poor should cover all rural and urban areas in Cambodia and be regularly updated. Enhancing targeting efficiency (reducing inclusion and exclusion errors, particularly of ethnic minorities) and expanding it to cover migrant labour and its family is also critical developing a grievance mechanism.[170]
Government of India (2020) National Urban Policy Framework: Strategic Intent	Full decentralization should be done, and capacities of local institutions must be built, especially regarding areas like health, registration of migrant workers and ensuring their entitlements (like PDS, health, education etc.), or climate risk mitigation, given unforeseen situations like the current pandemic.[171]
Guatemala (2014) National Development Policy	Services: above all those whose activities are immersed in the informality who, as a result, demonstrate low productivity and precarious work conditions.[172]

South Africa (2009) Integrated Urban Development Framework 	Accelerate the upgrading of informal settlements: Informal settlements are important areas of access to the city, especially for the very poor, including migrants from rural areas. Informal settlements are generally located in areas that promote access, but are also often found in locations that are unsafe for human settlement or in environmentally poor area … Priority must be given to identifying safe land, upgrading tenure, and providing basic services, social services, spaces for economic activities and alternative delivery models.[173] In informal settlements, the formalisation of tenure has been slow. As a result, many people have insecure tenure, although the anti-eviction legislation protects them to some extent. Tenure complexity is related to whether or not land is urban or rural. Urban and rural areas are inextricably linked, with informal settlements in urban areas serving as reception areas for new migrants from rural areas. Poor urban residents often do not have registered land rights in the towns and cities, as they live in informal settlements, backyards, or subsidised housing for which title deeds have not yet been issued.[174]
Republic of Turkey (2010) Urban Development Strategy (2010-2023) 	It will be ensured that the differences between the space and living conditions of urban residents will be decreased by harmonization of social and spatial structures. Action: Social infrastructure areas, such as family life centers, sports and youth centers and community centers will be established in the cities. For the city districts which have high population density and receive immigrants, it is considered necessary to establish family life centers, sports and youth centers and community centers, and arrange programs for strengthening the communication between neighborhood residents through these centers and improvement of living conditions.[175]

Annex 3: Further Guidance and Resources

Global policy documents

UNHCR (2021) Global Compact on Refugees: Good Practices and Innovative Approaches by Cities: this compendium of good practices outlines how different cities have successfully responded to the protection needs of refugees, in line with the principles of the GCR.

Global Compact on Refugees (undated) Cities and Municipalities as First Responders to Refugee Situations: this online platform is a comprehensive resource on the work of cities to support refugee integration, with inspiring practices, toolkits and other resources.

The Partnership of the Urban Agenda for the EU on the Inclusion of Migrants and Refugees (undated): This online platform showcases resources developed by the Partnership relating to migrant and displacement.

Toolkits and guidance on mainstreaming migration and displacement

IOM and UN-Habitat (2021) Integrating Migration into Urban Development Interventions: A Toolkit for International Cooperation and Development Actors: this resource provides international development and humanitarian actors with an accessible roadmap and indicator checklist for mainstreaming migration in urban settings that is also of value for national and local governments.

IOM (2015) Migration Governance Framework (MiGOF): this online portal, drawing on the MiGOF, serves as a tool for governments to assess their migration governance frameworks through a series of Migration Governance Indicators.

UN Joint Migration and Development Initiative (2021) Guidelines on Mainstreaming Migration into Local Development Planning: this publication provides regional and local authorities a detailed examination of how to integrate migration into different policy areas.

UNHCR and UN-Habitat (2020) Guidance for Responding to Displacement in Urban Areas: provides a detailed step-by-step roadmap for humanitarian agencies and other actors to address displacement challenges in urban settings.

UCLG (2022) Localizing the Global Compacts on Migration and Refugees: Territorial Action on Human Mobility: this is an online resource with a series of modules to guide regional and local governments on how to manage migration in line with global development agendas.

National Urban Policy Development

UN-Habitat's Urban Policy Platform: A comprehensive collation of national urban policies worldwide, accessible through a database, together with a series of publications and e-learning resources.

UN-Habitat (2016) National Urban Policy: A Guiding Framework: this publication provides a detailed overview of the different phases and pillars of NUP development.

UN-Habitat (2020) Sub-National Urban Policy: A Guide: this report focuses more on the role of sub-national governments and their role, in the context of territorial decentralization, of localizing the SDGs (including more inclusive development for migration populations).

Humanitarian profiling

IRC and IIED (2017) Targeting in Urban Displacement Contexts: this guidance outlines how to identify specific vulnerabilities in urban settings and reach the most at-risk groups effectively.

Interagency Durable Solutions Indicator Library: this provides a compendium of measurable indicators for use in profiling, needs assessment, displacement tracking and other areas.

IRC (2017) Urban Context Analysis Toolkit: Guidance Note for Humanitarian Practitioners: this is an accessible overview of how to conduct a context analysis in a sensitive urban setting, from preparation and data collection to analysis and presentation of findings.

Global Alliance of Urban Crises (2019) Urban Profiling For Better Responses To Humanitarian Crises: This provides a detailed step-by-step for humanitarian programming in urban settings, including profiling tools, joint assessment methods and shared platforms for effective coordination.

JIPS (2021) What We Can Learn from Urban Profiling Practice: This offers a comprehensive assessment of the impact of urban profiling in different contexts and its strengths as a tool for effective urban development programming.

Spatial planning

UN-Habitat (2020) Urban Planning Responses in Post-crisis Contexts: This outlines how urban planning can play a central role in supporting the rehabilitation and stabilization of settlements struggling with the legacy of displacement as a result of conflict and other stresses.

UN-Habitat and UNHCR (2020) Settlement Profiling Tool: A Spatial Analysis Framework for Settlements Accommodating Displaced Populations: This is to assist agencies and other actors to undertake detailed master planning of new settlements, to support the management and integration of displaced populations in host communities.

OECD (2019) Making Migration and Integration

Policies Future Ready: This short publication (focused on the OECD region, though with relevance for governments elsewhere) provides an overview of the uncertainties surrounding migration modelling and the various environmental, economic and social forces that could inform different scenarios.

Rural-urban linkages

UN Habitat (2017) Implementing the New Urban Agenda By Strengthening Rural-Urban Linkages: this publication provides a detailed overview of policy and programming at the rural-urban continuum, including the specific dynamics of migration and mobility taking place there.

Finance and resources

Global Alliance for Urban Crises (2019) Protocol of Engagement between Local Governments and Humanitarian Actors: this resource is focused on the broad programme and policy processes around collaboration between local authorities and international agencies, but is highly relevant for governments wishing to access partnerships and funding from humanitarian organizations and donors.

Mayors Migration Council (2022) Municipal Finance for Migrants and Refugees: The State of Play: this briefing paper provides an overview of some of the barriers and emerging opportunities for local governments to access funding and revenue flows

Service provision

UN Network on Migration (2022) Promising Practices in the Provision of Essential Services to Migrants: this resource is a compilation of successful programmes in improving service delivery, showcasing inspiring examples that can be replicated in other urban contexts.

UNHCR (2021) Global Compact on Refugees: Good Practices and Innovative Approaches by Cities: this showcases examples of urban programmes that have helped implement the principles of the GCR in a range of areas, including service provision.

Integration and inclusion

OECD (2018) Working Together for Local Integration of Migrants and Refugees: this resource includes a 12-point checklist for governments seeking to enhance local integration of their migrant populations

Welcoming International Local Integration Action Tool (LIAT): this is a short and accessible synthesis of learning around migrant and refugee inclusion at the local level, presented in a series of aims and indicators.

My City of Migration (MYCOM) How Inclusive Is My City?: this diagnostic tool allows users to assess their city's degree of inclusiveness through a series of questions that identify strengths and potential areas for improvement.

UN-Habitat (2021) Local Inclusion of Migrants and Refugees – A Gateway to Existing Ideas, Resources and Capacities for Cities across the World: this publication provides a compendium of Inspiring practices and innovative approaches deployed by cities.

UN-Habitat Social Tenure Domain Model (STDM): a tool developed by the GLTN to support the mapping of land rights across a range of land systems to identify rights and support the development of secure tenure.

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MAINSTREAMING MIGRATION AND DISPLACEMENT INTO URBAN POLICY: A GUIDE

Migration and urbanization are increasingly two sides of the same coin: migration is in many countries a primary driver of urban growth, while cities in turn are serving as magnets for this movement. The connection between these processes is therefore central to the well-being of refugees, migrants and IDPs and the cities hosting them. With this in mind, this Guide has been developed to support national, sub-national and local governments in the management of migration and displacement in urban areas.

Besides outlining the basic policy processes involved in developing or revising urban policies that adequately address the realities of migration and displacement, it also includes a 10-step pathway of recommendations and actions to achieve a more holistic, integrated and effective policy response. Beginning with data collection and planning, then inclusive services and integration, the publication goes on to outline how different levels of government can work together and with partners more effectively, with the active participation of migrant and displaced populations themselves. It also examines how to achieve more funding and resources to deliver this response, particularly at the local levels where these are most needed.

The guidance and recommendations in this document are not only directed at national governments, who have traditionally dominated policy discussions around migration, but also sub-national, provincial and municipal authorities who are increasingly engaging with these issues directly themselves. Indeed, a central focus of this Guide is the importance of a multi-level and inclusive governance approach that brings together these different levels of government, as well as local partners from civil society, international organizations, business, academia, host and migrant communities. By following this pathway, national and local governments can together help realize better outcomes for cities.

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