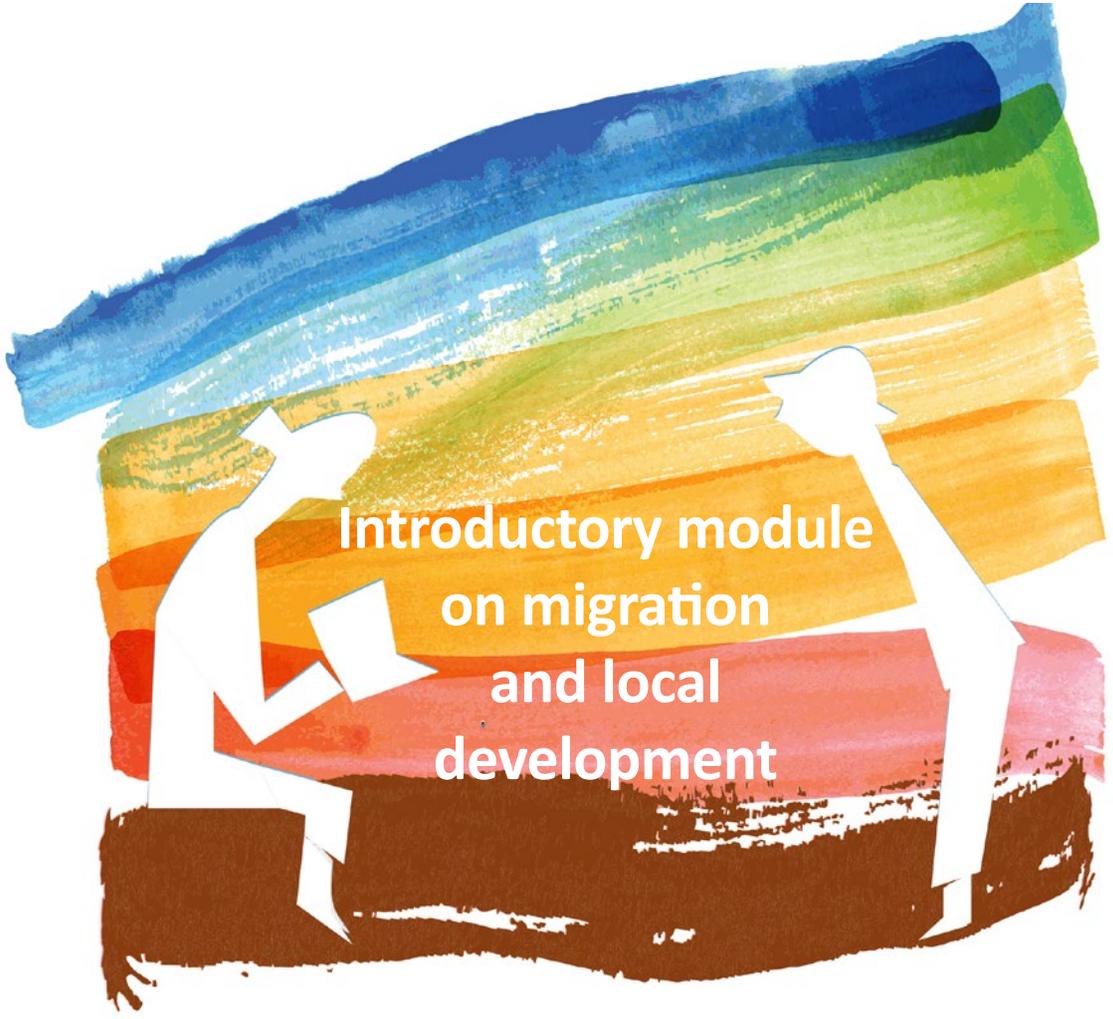




Joint Migration and Development Initiative(JMDI)



**Introductory module  
on migration  
and local  
development**

**Core Module**



An abstract graphic featuring horizontal brushstrokes in shades of blue, green, yellow, orange, red, and brown. Overlaid on these strokes are white silhouettes of two stylized human figures. The figure on the left is leaning forward, while the figure on the right is standing upright. The text is centered over the yellow and orange strokes.

**Introductory module  
on migration  
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development**

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## General objectives

By the end of this module, participants will be able to:

- explain the nature of the Migration and Development Nexus, as well as the impact migration can have on development and the impact development can have on migration;
- insert gender as a parameter in their reflection on M&D;
- illustrate the role migrants can play in local development;
- discuss the fundamental role local and regional authorities have to play in local M&D dynamics;
- adopt a right-based approach in their M&D-related discussions.

## Introduction

The Core Module aims to introduce the main concepts related to or associated with the complex issue of the Migration and Development Nexus and its application at the local level. This module therefore provides the tools necessary to tackle the others modules (1 to 5), which will focus on the specific actions local and regional authorities can take to tackle the developmental challenges and opportunities related to migration.

The Core Module will therefore address the following aspects:

- the first topic will focus on the M&D Nexus and on the challenges and opportunities related to it, as well as on its particularities at the local level;
- the second topic will tackle the fundamental notion of gender and its importance in the M&D context;
- the third topic will focus on migrants and their role in M&D;

- the fourth topic will focus on local and regional authorities and their role in M&D;
- the last topic will explore the notion of a rights-based approach to migration and its importance in M&D.



# TOPIC 1

## CHALLENGES AND OPPORTUNITIES OF MIGRATION AND LOCAL DEVELOPMENT

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## Learning objectives

By the end of this topic, participants will be able to:

- analyse challenges and opportunities of M&D (overall);
- analyse the impact of migration within a territory of origin;
- analyse the impact of migration within a with territory of destination;
- explore the role of LRAs in connecting M&D.



## Introduction

In 2013 the UN estimated there to be about 232 million international migrants in the world (representing slightly more than 3% of the world's population). The link between migration and development, known as the **Migration and Development Nexus**, is increasingly recognized as a **key area for development**.

This recognition results in the definition of policies and actions to increase the positive impacts of migration on development in territories of origin and destination, minimize its negative effects and make migration a more dignified experience.

This topic will analyse the nature of the link between migration and development, and then tackle the impact migration can have at both origin and destination territories, as well as the importance and relevance of local authorities in maximizing its positive effects.

# 1. THE IMPORTANCE OF THE LOCAL LEVEL IN M&D DYNAMICS

The impacts, challenges and opportunities related to migration and to its link with development are manifested at all levels, from the supranational to the local. However it is important to illustrate how the local level is particularly pertinent in addressing them, and why.

The first consideration to take into account is quite obvious, although often not seen: international and internal migrations are actually **movements of people from one locality to another locality, through a series of localities**.

The second consideration is that a huge share of these movements takes place **towards cities or the peripheries of cities**, as they are believed to bring together the greatest diversity of opportunities in terms of jobs, but also of networks. Indeed, migration is making cities more and more global. In this sense they face migration and its impacts directly – in terms both of challenges and of opportunities.

The third consideration is that the impacts of migration – be they positive, neutral or negative – **are first of all felt at the local level** (in terms of the labour market, business creation, integration, etc.). Similarly, migrants (prospective, current or returnee) are in the first instance subject to the local framework conditions (presence of services, housing, labour market), even if these are more or less closely related to the national ones (legal framework, national policies, national economy, etc.).

Based on these considerations, it becomes evident that the relationship between migration and development is strongly felt at the local level, and therefore better addressed locally. In this sense, local authorities are best placed (although not always best equipped and most aware) to respond to the impacts, challenges and opportunities related to migration. As well, the initiatives they promote/support along these lines directly impact the broad national level.

Indeed:

- While general policies and legislation are defined at the national level, their application is ultimately local, under the responsibility of the local authorities.



Do you want to know more about this topic? Go to Modules 1, 3 and 5.

- If services exist, but are only available at the central level, they remain inaccessible for most of the other localities and therefore remain theoretical. Local authorities can advocate and activate measures to bring them to the local level.



Do you want to know more about this topic? Go to Module 3.

- Due to their proximity, local authorities are also directly related to a wide range of other local actors: multi-stakeholder partnerships established at the local level bring together a variety of authorities that all share the same proximity with the field level.



Do you want to know more about this topic? Go to Module 2.

- Local authorities have the institutional capacity to effectively link the national with the local. They bring and apply/adapt national policies and services to the local level, and can also take local concerns to the national level.



Do you want to know more about this topic? Go to Module 3.

- In addition, local authorities also have the institutional capacity to link with other local entities, whether inside or outside national borders.



Do you want to know more about this topic? Go to Module 2.

- Since migration is a growing phenomenon, this also means that the role of local authorities in M&D will grow in importance.

Of course this is true in general, but the way local initiatives may be established, the way they are linked to or independent of the local level – and ultimately their impact – vary greatly according to the level and forms of **decentralization/deconcentration** in each country. It is evident that local authorities will have more room to act in a decentralized country than in a country where all the decisions are taken at the central level.



## 2. MIGRATION AND DEVELOPMENT: WHAT IS THIS?

The main rationale for taking actions related to M&D is the assumption that well-governed migration can greatly benefit development in countries and territories of origin, transit or destination. On the other hand, the link between migration and development relies not only on the opportunities brought by migration, but also on the challenges inherent in it. **This means that migration influences development, but also that development influences migration.** In both cases there are opportunities and challenges, which are often interrelated. This tool box looks most and foremost at the link between international migration and development, though most of the aspects discussed may also be relevant to internal migration.

## POINT FOR REFLECTION

### THE STRUCTURAL CONTEXT

When we talk about the link between migration and development, we mean the link between migration and the structural context that characterizes a locality. Structural context is used here to mean the set of conditions acting on a society and that determine the way its members live. These can be economic conditions, governance, the health system, the educational system, the labour market and the way diversity is included in society. They are all interrelated in several ways, and they strongly influence people's lives. Talking about structural conditions allows us to analyse how migration is related to them, and therefore to understand the link between migration and development. At the same time, it allows us to not just focus on categories such as "developing" or "developed" territories, which are based on a small number of criteria and therefore do not allow illustration of the complexity of M&D. It also allows us to understand the challenges and opportunities of migration in a complex period like that of the present day, characterized by serious social and economic crises within countries labelled as developed, which face huge structural challenges that range from unemployment to the rise in xenophobia, debt, etc. Similarly, at the local level it makes more sense to analyse where migration affects the structural context, and where the latter may impact on the migratory experience, rather than talking about development in generic terms. Generally speaking, when we talk about development in this manual, we are referring to these notions.



**How would you describe the impact of migration on the structural context of the societies/territories where you work?**



The relationship between migration and development (meant as the structural context in a particular location – see above the “Point for Reflection”), affects and is affected by the following conditions:

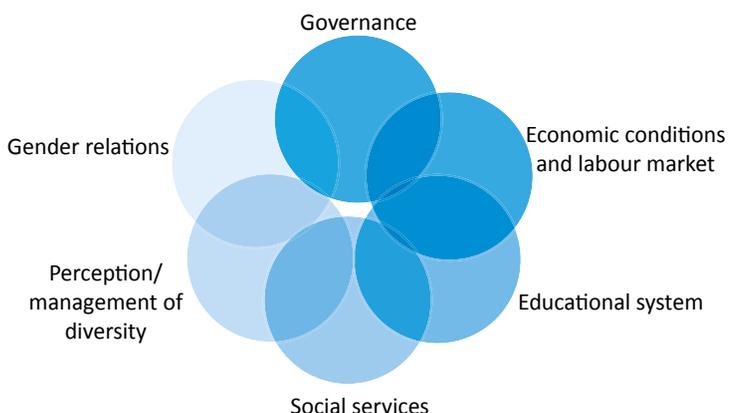
- **Governance** can affect the decision to migrate, as well as the way migration takes place. On the other hand, migration can affect governance. For instance, in a country where freedom is restricted, people may want to flee to another country. On the other hand, a country allowing its diaspora to vote, or to participate in its political life, may benefit from this engagement. In a wider sense, governance considered as the set of all (formal or informal) decision making affecting all sectors in a given locality, influences and is influenced by all the sectors mentioned below.
- **Economic conditions and the labour market** are the rationale for most labour migration. For instance, a territory characterized by poverty or a lack of jobs may see its inhabitants migrate to richer regions in search of work. On the other hand, a richer territory undergoing an economic downturn may see migrants leave to go back to their countries, for which return may represent a great opportunity – as well as a huge challenge. Migrants who return with money and undertake entrepreneurship, or whose remittances are used to this end, may contribute to enhancing the labour market situation. However these same remittances may create dependency and make the labour market unattractive for local populations, who would prefer to migrate – thus creating unbalances in the labour market and pulling internal migration from poorer regions or international migration from poorer countries.
- **Educational system:** An educational system that is not in line with the current labour market in a given territory (be it a country or a sub-national unit) will create an imbalance between the labour force and the labour market, and therefore potentially push migrants to seek out opportunities abroad. In a receiving territory, if they are not recognized these skills may be wasted (brain waste). In this sense cooperation between countries (international cooperation) or territories (decentralized cooperation) may foster the phenomenon of brain circulation and allow several labour markets to benefit from it.

- **Social services:** In several countries migrants do not possess the same rights as citizens, and do not have access to basic social services (health, housing, etc.). This impacts their daily lives and hampers the possibility of their migratory experience bringing positive impacts. Although legislation is a national concern, local authorities are on the front line in facilitating access to basic services.
- **Perception/management of diversity:** Xenophobia exists all over the world, and directly targets migrants. It may be less pronounced in periods when there is no social or economic pressure. In this sense it is related to a large set of framework conditions that determine the sense of well-being of a population.
- **Gender relations:** Gender relations are a social construct on which the relative positions of the two sexes are based. These vary from one culture to another, and are an integral part of the social mechanisms of a given locality. For this reason they also affect (and are affected by) migration, and it is therefore important to take them into account among the structural conditions.

The list above is far from being exhaustive, and it can vary from one territory to another, based on cultural factors or on wider (national or supranational) contexts. It is important to recognize that each of the sectors mentioned is intimately related to and affects the others.



## Sectors affecting and affected by Migration and Development



## POINT FOR REFLECTION

### DEFINING DIASPORAS



The Migration and Development discourse is closely related to the notion of diaspora. However this notion is not defined in a universally agreed way. Some institutions provide a statistical definition. (The OECD defines diaspora as the foreign-born population and their children more than 15 years of age). Some countries define a diaspora in legal terms (for instance, the number of generations since one's most direct ancestor left the country of origin). Still others define a diaspora according to several criteria, such as the existence of affective ties with

their country of origin. This could be perceived as a challenge. However it is important to recognize that – except in relation to statistical purposes – the way a diaspora is defined is less important than the way a diaspora itself recognizes its link with its territory of origin. The latter can be a country, region or island – but also a cultural group or even a migrant community in another country. Indeed, recognition of a link with the territory of origin (even if only symbolic) is probably the most important feature of diasporas, regardless of the number of generations since migration took place. However, we usually speak of a certain diaspora in a certain country when it constitutes a rather large population. Finally, it is important to add that even though the term “diaspora” seems to imply a unity among its members, this is not necessarily true. Some members of a diaspora may be related (through associations, family networks, their visiting of specific bars or restaurants, or through specific occupations) – but most often they are scattered. At the local level, the notion of diaspora is very important, since formal or informal diaspora groups are usually locally based and their activities in the territories of destination are local.

**Think of the diasporas living in your own territories. How would you describe them? What are their main characteristics?**



It is also important to recognize that the way these sectors are related to migration can vary according to the context. For instance, remittances do not have the same impact – be it positive or negative – in all contexts. For this reason the local level is very appropriate for tackling the link between migration and development, as it allows very concrete in-depth analysis of the structural contexts, but also of the way they are related to migration.

Finally, analysing the structural context in term of the conditions that affect and are affected by migration, allows identification of the challenges to address and the opportunities to build on in order to:

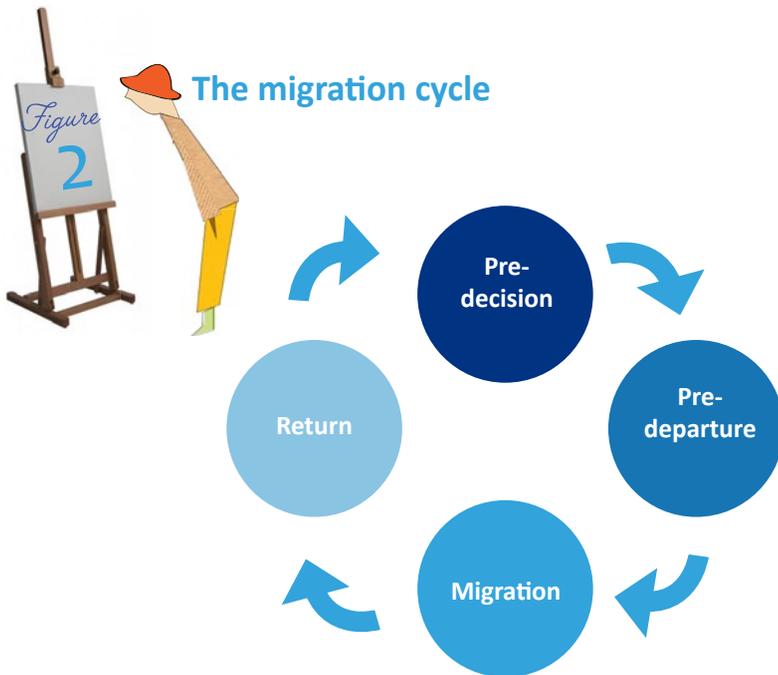
- boost the positive impacts of migration;
- address its negative impacts;
- enable a decent migratory experience (including providing alternatives to migration);
- address the factors affecting migration negatively.

The four objectives above are intimately related. For instance, policies that enable decent migratory experiences (provision of social services to migrants, provision of information on migration, promotion of regular migration, etc.) contribute to the well-being of migrants in their territory of destination – and also allow them to be in a better position to be development actors in their territory of origin. Similarly, the provision of alternatives to migration (for instance through job creation) reduces the pressure on the population, and also reduces the number of migrants who go through situations of hardship (smuggling, irregular migration, etc.) to seek opportunities abroad. In this sense, this contributes to addressing the factors affecting migration negatively.

Therefore the four objectives above can be broken down into **policies and initiatives promoting the establishment of enabling conditions**, which will ultimately contribute to maximizing the positive impacts of migration.

### 3. M&D THROUGH THE LENS OF THE MIGRATION CYCLE: IMPACTS, CHALLENGES AND OPPORTUNITIES

To understand the linkages described above, as well as the role of different levels of governance (from the international to the local), we can analyse the link between migration and development throughout the migration cycle.



Each phase of this cycle can be looked at in terms of the link between migration and the structural context of the territories where the migrants/prospective migrants/returnees are. Enabling conditions can be promoted at different levels (from the international to the local), according to the challenges encountered, and as well positive impacts can be enhanced, according to the opportunities that exist. It is therefore



important to know these challenges, impacts and opportunities, in both origin and territories of destination . In the following subsections we will look at each phase separately, in order to identify some of the features related to migration. Of course these examples are not exhaustive, nor are they intended to describe the situation in every territory. They serve the purpose of general illustration of the relationship between migration and the framework conditions.

## Pre-decision phase

The decision to migrate can be taken for several reasons, from the necessity to find employment opportunities, to the existence of a “tradition of migration” (where it is considered normal for young people to go working abroad), to those of fleeing unsustainable socio-political frameworks or gaining experience, etc.

**The fact that a decision is taken does not however imply that it is taken in an informed way.** There are myths about migration, risks and difficulties that may be underestimated, etc. In turn, this potentially impacts the whole migratory experience, as a lack of information may result in several difficulties, and it may increase the human and financial costs of migration, through unfair recruitment, irregular migration, unmet expectations, etc.

In many cases - but not all - **the choice for migration is perceived as the only suitable choice** to address the poor conditions characterizing the labour market or the challenges related to governance. This kind of situation may increase migrants’ vulnerability. They are ready to face hard conditions in order to be able to migrate, and may become the prey of unscrupulous brokers or traffickers, or find themselves in hardship conditions in their country of destination.

Similarly, **in some cases migration becomes just a normal moment in the life of many young people.** This can be due to several socio-cultural and economic factors – including for instance the existence of dynamics related to remittances – that make the local labour market comparatively unattractive. This can strongly affect the local labour market, due to the absence of a local labour force. Seen in this way, the existence of conditions that would empower migrants and improve their migratory experience may in turn enhance their prospects and impact upon return.

These conditions can be related to skills development and certification, labour migration agreements, the existence of ad hoc pre-departure services, etc.

In summary, the decision to migrate may be affected by two main factors:

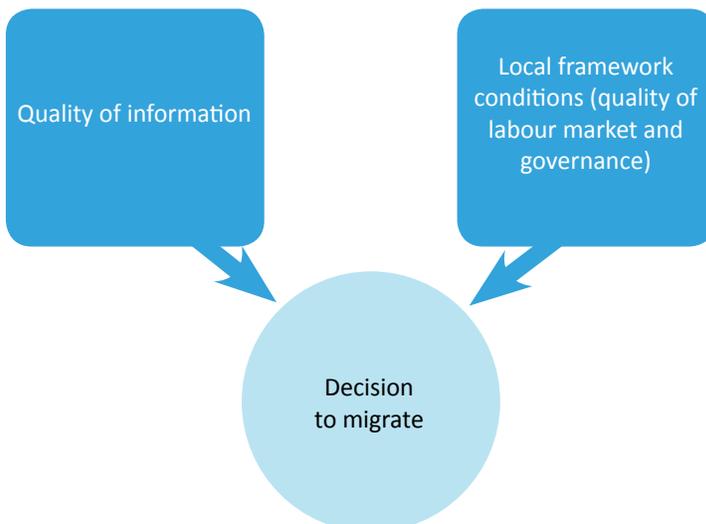
- the quality of information related to the reality of migration;
- local framework conditions, such as the quality of the labour market (both absolute – i.e. the availability of job opportunities – and relative – i.e. compared to another territory) and of governance.



Do you want to know more on how this can be addressed at the local level? Go to Module 1, Topic 2, Module 4 and Module 3.



### Factors affecting the decision to migrate



## Pre-departure phase

Once the decision to migrate is taken, prospective migrants need to organize their migration plan. This entails organizing the trip, finding employment opportunities, activating existing networks, financing the trip, etc. During this phase prospective migrants may face several challenges that may ultimately hamper their migratory experience and lessen the benefits that can result from it. Among these are:

- unfair recruitment practices;
- lack of information on the territory of destination and on regular migration channels;
- lack of certified/suitable skills.

Addressing these gaps when they exist is very important, as they impact on the way both the trip to the country of destination and the stay abroad will take place. Indeed, migration can benefit development only if it is a positive experience: an irregular migrant working in low-skilled jobs is much less likely to positively impact his/her territories of origin and destination than a regular migrant who can exercise his/her rights all throughout his/her migratory experience.

Here as well, local authorities have a major role to play by making local pre-departure services and related infrastructures available to prospective migrants.



Do you want to know more about the role of local authorities in making pre-departure services and infrastructures available? Go to Module 1, Topic 2 and to Module 3.

## Migration phase

Depending on their status (regular or irregular) and on the rights they are able to exercise (access to social services, education for children, etc.) – as well as on the perception they are subject to (perceived cultural enrichment or rejection because of xenophobia, etc.) – migrants, and more generally diasporas, can have a positive impact on the social, economic, and even political life of their territories both of origin and of destination. This impact is embedded within two main considerations:

1. Like any other person or group in any society, migrants possess assets that go well beyond their purely economic contribution. These may be summarized in the form of capitals – human, social, cultural and financial.



Do you want to know more about the different forms of capital? Go to Topic 3 of this module.

2. The added value of these capitals when they are possessed by migrants is that they affect not only one locality, but are placed within transnational spaces. In this sense, transnational networks for instance (networks that encompass territories both of origin and of destination) have the potential to enhance or initiate exchange dynamics and allow ideas and practices to circulate between two or more territories.

Bearing this in mind, the impacts, challenges and opportunities related to migration can be looked at separately in territories of origin and destination, with the understanding that maximizing the positive impacts of migration on territorial development includes fostering institutional relationships between the two regions and their communities – which is to say, through decentralized cooperation partnerships.



Do you want to know more about decentralized cooperation partnerships? Go to Topic 4 of this module and to Module 2.

## In territories of origin

The existence of transnational networks can lead to the establishment of exchanges with territories of destination, be they related to business and trade, or to cultural and social dynamics of any kind (from successful business ventures to criminal activities).

Diaspora communities can be involved in a local development planning exercise, adding value to it since they are exceptional actors, possessing the knowledge of their territory of origin as well as having access to the resources and experience offered by the territory of destination.

In the search for concrete approaches able to include and draw the most from the contribution migrants and diaspora groups can provide to local development, this dynamic should be promoted as a pillar for enabling the contribution by diasporas to be a structural factor within local development planning.

On the other hand, if out-migration is on a mass scale, this can have negative effects on the labour market. The return of migrants under enabling conditions can contribute to minimizing this negative impact of migration.

Remittances are often mentioned as a great asset of migration, as they potentially improve the recipients' living conditions along with the countries' GDP. This point will be discussed later on, but it is important to mention at this point that the impact of remittances is not so straightforward; they may also bring negative outcomes.



Do you want to know more about the impact of remittances? Go to Topic 3 of this module, and to Module 4.

## In territories of destination

Regular migrants contribute to the labour market and to the tax system in their territory of destination.

Under favourable conditions, migrant workers – like any other workers – can gain experience, skills and knowledge, in addition to their incomes. Upon their return they can impact on the territory of origin's labour market and social life. Similarly, in-migrants bring with them social and cultural dynamics, knowledge and skills that impact their territory of destination.

Migrants very often create formal or informal associations that – although they do not bring together the entire migrant community – act as a prime platform to channel ideas, projects or networks. These associations often organize events that may contribute to better understanding with the local population. Migrants and diaspora associations can also channel information related to the issues their members face, and advocate for solutions. Finally associations – most often established locally – can be prime actors in decentralized cooperation dynamics.



Do you want to know more about this topic? Go to Module 3.

At the local level, cities that see massive influxes of migrants (especially cities facing the challenges related to rural–urban migration) may face urbanplanning challenges, and in some cases be subject to the phenomenon of an increase in slums when infrastructure and the provision of services are not adapted to population growth.

Finally, it is important to mention that while the conditions encountered in territories of origin prior to departure strongly influence the way migration takes place, this is also true for the conditions encountered in the territory of destination. A lack of access to social services or of mechanisms facilitating integration and the presence of xenophobic dynamics, are all factors that may negatively impact the migratory experience.



Do you want to know more about the factors impacting the migratory experience? Go to Module 1, Topic 2.

## Return

Not all migrants return, but when this happens both challenges and opportunities arise.

In regard to opportunities, if the migratory experience was successful (in terms of money, skills, knowledge and networks) it can lead to the establishment of activities that can benefit the territory of origin (in social as well as economic terms), but also the former territory of destination. Transnational trade and business may for instance lead to job creation, and professional skills acquired abroad may enrich the local labour market. Investments made upon return may boost the local economy. Some migrants may return with development projects and partners, etc. Return migrants are also prime counterparts for institutions that wish to build on their transnational networks.

On the other hand, returning is not always easy, especially after a rather long period (which for migrant children born abroad can be even longer). The territory may have changed, some networks may have been lost (for which language may be an issue), etc. Therefore reintegration can sometimes represent a challenge.



Do you want to know more on how reintegration may constitute a challenge?  
Go to Module 5.

The table below presents another way of looking at the impacts of migration on territories of origin and destination, independently of the migration phase. Here as well, the table is not exhaustive, but presents common opportunities and challenges related to migration.



### Challenges and opportunities related to migration in territories of *origin*



- Remittances impact household economies
- Well reintegrated return migrants impact the labour market
- Integration of migration into local development planning boosts development
- Transfer of skills and knowledge
- Exchange of norms and values
- Distortion of the labour market
- Brain drain
- Dependence on remittances
- Strengthening of smuggling and trafficking networks



## Challenges and opportunities related to migration in territories of *destination*

- Tax on income
  - Cultural enrichment
  - Exchange of norms and values
  - Benefits for the labour market
- Increase in xenophobia if integration and communication strategies are not adopted
  - Wage dumping if labour legislation is not adopted and not enforced
  - Depending on migration governance: high numbers of irregular migrants

Finally, migration may also present shared opportunities for both the territories of origin and destination, in terms of transnational trade and investment that may benefit both, as well as transnational networks that may lead to beneficial commercial/cultural exchanges.

## KEY LEARNING POINTS

The migration cycle starts from the moment migrants decide to migrate, to their potential return. Each phase in this cycle bears challenges as well as opportunities for local development. **The migration cycle is composed of four phases:** pre-decision, pre-departure, migration and return, each with its own characteristics in terms of migration impact, challenges and opportunities for development.

“Migrant” is a term usually understood to **cover all cases where the decision to migrate is taken freely by the individual concerned, for reasons of “personal convenience” and without the intervention of an external compelling factor.** The term therefore applies to persons and their family members moving to another country or region to better their material or social conditions and improve the prospects for themselves or their family.

Migrants build **bridges between these territories and communities,** through networks, remittances/ investments, flows of information and knowledge and the transfer of norms and values. More generally, they can have a positive impact on the social, economic and even political life of their territories both of origin and of

destination. Remittances are the monies earned or acquired by non-nationals and transferred back to their country of origin. They constitute a great asset of migration, as they potentially improve the recipients’ living conditions, together with the countries’ GDP.

Migrants – and more generally diasporas – **have a positive impact on the social, economic and even political life of their territories both of origin and of destination.** Migration is a key element within local processes, and it integrates into the design of relevant policies at local level aimed at development.

Development is the creation of an environment in which people can **develop their full potential and lead productive, creative lives in accordance with their needs and interests.** It implies a shift away from the narrow emphasis on economic development measured by growth or income indicators. It can be defined from **three perspectives:**

- qualitative and sustainable growth of the economy;
- improvement in human and social conditions;
- social progress.

The link between Migration and Development (M&D) – also known as the Migration and Development Nexus – is an important area for development. M&D affect each other, especially at the local level where the drivers and impacts of migration are often most strongly felt. Local development refers to a process of diversification and enrichment of socio-economic activities, at a subnational territorial scale, through the mobilization of actors and networks – but also through the coordination of material and non-material resources.





## TOPIC 2

# ADOPTING A GENDER APPROACH TO MIGRATION IN A LOCAL CONTEXT

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## Learning objectives

By the end of this topic, participants will be able to:

- describe the key gender concepts used in migration and local development;
- appreciate the gender approach in the migration process;
- analyze the impact of the feminization of migration on local development.



## Introduction

Due to the rapid growth of female migration – often referred to as the feminization of migration (see below), and because the experiences of women and men migrants often differ, today increased attention is given to the gender dimensions of migration, including attention to migrant women’s rights and needs for protection. Overall migration policy therefore requires a specific gender-sensitive analysis and solutions. This should also be reflected at the local level and taken into consideration by local actors when thinking about the linkages between migration and local development.



## What does The International Union of Local Authorities (IULA<sup>1</sup>) say on Gender and Local Governance<sup>2</sup>?

Systematic integration of women augments the democratic basis, the efficiency and the quality of the activities of local government. If local government is to meet the needs of both women and men, it must build on the experiences of both women and men, through an equal representation at all levels and in all fields of decision-making, covering the wide range of responsibilities of local governments.

In order to create sustainable, equal and democratic local governments, where women and men have equal access to decision-making, equal access to services and equal treatment in these services, the gender perspective must be mainstreamed into all areas of policy making and management in local government.

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<sup>1</sup> IULA is an association which was established 1913 in the Netherlands with the intention to promote democratic local self-government. It organizes contact between municipalities, funding agencies, training institutions, corporations, NGOs, and individuals worldwide for the exchange of information and expertise and facilitates cultural contact.

<sup>2</sup> IULA, worldwide Declaration on Women in Local Governments (1998)

# 1. THE GENDER PERSPECTIVE: SOME KEY CONCEPTS<sup>3</sup>

## Gender

While sex refers to the biological differences between females and males, which are universal, gender refers to the social attributes and opportunities associated with being a female or a male, and the relationships between women and men, girls and boys. These attributes, relationships and opportunities are **socially constructed** and learned during a socialization process. They vary over time and space between societies and cultures. They are therefore context specific and can be modified.

## Gender roles

Gender roles are what a **society or culture constructs and prescribes as proper roles, behaviour and personal identities** for women and men. Gender roles and characteristics affect power relations between women and men at all levels, and can result in inequality of opportunities and outcomes for some groups. Gender roles often associate women with femininity and men with masculinity, with the latter given higher value.

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<sup>3</sup> ILO/UNIFEM, Guidelines for Gender-Sensitive Employment Creation for District Councils, Tanzania (2008).

## Differences between sex and gender<sup>4</sup>

	
Sex	Gender
<ul style="list-style-type: none"> <li>• Biologically determined</li> <li>• Refers to physical, chromosomal and physiological characteristics</li> <li>• In most cases, one is born male or female</li> <li>• It cannot be changed without external intervention</li> <li>• Same in all cultures; independent of social factors</li> </ul>	<ul style="list-style-type: none"> <li>• Is learned, not natural</li> <li>• Socially assigned behaviours, beliefs and attitudes</li> <li>• What is considered appropriate for men and women can change over time and according to the socio-cultural context</li> <li>• Intersects with other social variables that also generate inequalities: social class, ethnicity, nationality, sexual orientation, migratory status, disability, etc.</li> <li>• Generates different identities, expectations and opportunities</li> <li>• Creates power relations and inequalities between genders</li> <li>• Inequalities operate at multiple levels: micro (individual, family), meso (interpersonal) and macro (institutional)</li> </ul>
<p style="text-align: center;"><b>EXAMPLE</b></p> <ul style="list-style-type: none"> <li>• A woman can get pregnant and give birth to a baby</li> </ul>	<p style="text-align: center;"><b>EXAMPLE</b></p> <ul style="list-style-type: none"> <li>• A woman working as a domestic worker (paid care service) – which is considered a “feminized job” based on its association with women’s traditional gender role</li> <li>• Only men being recruited for construction work, which is considered “masculinized” work</li> </ul>

<sup>4</sup> The content of the table is based on UN WOMEN “Gender on the Move: Working on the migration-development Nexus from a gender perspective” (2013) - table on page 22.

## Gender equality

Gender equality **does not mean that women and men are or should become the same, but it does mean that women and men should have equal rights and equal opportunities in all spheres of life.** It is based on women and men being equal partners in their home, their community and their society. In the context of migration, for instance, it means that participation in governance – and access to rights, decent employment opportunities and conditions of work, resources and services – are not negatively influenced by the fact that one is male or female.

## Gender mainstreaming at the local level

Gender mainstreaming is a **strategy or process that aims to achieve gender equality.** It means on the one hand that policies, programmes and institutional structures are in place to redress existing inequalities and to preserve equality between women and men. On the other hand, it means that measures get adopted to address the specific needs and priorities of women and men – separately or together.

On issues related to migration and local development for instance, a participatory approach requires not only a balanced representation of women and men participating in the process, but the **creation of conditions in which the opinions of all participants are freely voiced and defended.** In addition, the planning and implementation of local strategies need to be truly responsive to the specific and at times differing concerns of women and men.



Do you want to know more about Local development and migration: Coordination, synergies and policies? Go to Module 1, Topic 2.



Do you want to know more about empowering migrants at the territorial level? Go to Module 3.



Do you want to know more about the gender approach to local economic development? Go to Module 4, Topic 1.



Do you want to know more about increasing the impact on development through integration and reintegration policies? Go to Module 5.



Successful gender mainstreaming in processes/policies brings **about fundamental changes in power relations between women and men.**

“Mainstreaming is not about adding a ‘woman’s component’, or even a ‘gender equality component’ into an existing activity. It goes beyond increasing women’s participation; it means bringing the experience, knowledge, and interests of women and men to bear on the development agenda. It may entail identifying the need for changes in that agenda. It may require changes in goals, strategies, and actions so that both women and men can influence, participate in, and benefit from development processes. **The goal of mainstreaming gender equality is thus the transformation of unequal social and institutional structures into equal and just structures for both men and women.**<sup>5</sup>

In areas where women or men are in a particularly disadvantageous position due to past discrimination, **affirmative action** may be required to correct the imbalance. These are **temporary, gender-specific interventions** conferring certain advantages on the disadvantaged group that enable it to participate in and benefit equally from development efforts.

## Gender budgeting at the local level

Budgets are an effective tool for promoting gender equality. Rather than having a specific provision in the budget of local authorities for programmes targeting women and girls, gender budgeting implies that **in drawing up the entire budget, resources are allocated on the basis of the analysis done of the practical needs and strategic interests of women and men and the demands expressed by their representatives.** It therefore involves an analysis of the entire budget in terms of its benefits for women and men.

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<sup>5</sup> ILO policy in the area of gender mainstreaming, (1999)

## POINT FOR REFLECTION

### QUESTIONS TO BE ASKED TO ASSESS WHETHER A BUDGET OF AN INITIATIVE AT LOCAL LEVEL IS GENDER-RESPONSIVE:

- Has an analysis been made on the impact that the budget allocation will have for men and women?
- Does the budget explicitly allocate resources to gender-related work, if this is deemed necessary? (For example, gender training, ad hoc or ongoing gender expertise, gender specialist missions, etc.)
- Does the budget identify and put in place any mechanism for reporting purposes that monitors the resources allocated and spent on gender equality goals?
- Is it necessary to analyse the impacts of existing budgets and their underlying policies on men and women, to assess whether they are reducing inequalities or increasing and perpetuating them?



**In your own experience, would you describe the budgets of initiatives on migration and local development as gender-responsive?**



Despite a general consensus on the importance of including gender considerations, many local organizations working on migration and development issues still do not recognize the relationship between gender and their field of work. This oversight has serious consequences. Ignoring gender relations leads to the design of policies and programmes that are ineffective or respond poorly to men and women’s lived reality. A rights-based approach with a gender perspective could assure inclusive migration policies.

In many sectors of local development, it has been shown that working from a gender perspective increases the effectiveness of policies and programmes. Adopting a gender perspective means that local authorities and local development actors should take into account the specific needs of women and men, and should aim to shift unequal power relations to enable the full enjoyment of human rights for both sexes. A gender perspective is essential to development all throughout diverse international and local experiences. Societies that fail to include the empowerment of women as a norm and to consider women as equals to men, will fail in their development objectives. However the primary reason why the gender perspective is essential is not only to increase local development and tend toward more inclusive migration policies, but to understand that without gender equality we cannot speak of genuine development policies. In other words, gender equality should be a central objective for any model that aspires to bring development at national and local levels.

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<sup>6</sup> UN WOMEN – “Gender on the Move: Working on the Migration-Development nexus from a gender perspective”, (2013)

## 2. GENDER APPROACH IN THE MIGRATION PROCESS

This perspective allows a deepening of the rights-based approach, taking into account that gender issues affect all aspects of the migration experience of both women and men. Gender affects the reasons for migrating, the decision of who will migrate, the social networks migrants use to move, the experiences of integration and labour insertion in the territory of destination, and relations with one's territory of origin. Gender also influences the quantity and frequency of remittances that are sent, as well as the transfer mechanisms.<sup>7</sup>

Concepts	Examples from the migration process	Examples of actions for local and regional authorities (LRAs)
<p><b>Gender roles:</b> Activities, tasks, and responsibilities assigned to men and women according to the social construction of gender in a given context. Roles do not necessarily correspond to the capacity, potential or wishes of individual persons. These roles are performed in the occupational, domestic and organizational spheres, in public and in private spaces.</p>	<p>Jobs that are considered “male” are often assigned more importance and are therefore better paid than “female” jobs. A male migrant working in construction earns much more than a female migrant working as a domestic and/or caretaker.</p>	<p>LRAs – in collaboration with trade unions, as well as women’s associations, migrant associations and domestic workers’ associations – can conduct awareness-raising campaigns on the economic value of both paid and unpaid care work, and take measures to promote the organizing of migrant domestic and care workers. LRAs may also consider options for affiliating domestic workers to social security schemes and working toward ensuring equal labour rights.</p>

<sup>7</sup>Ibid.

Concepts	Examples from the migration process	Examples of actions for local and regional authorities (LRAs)
<p><b>Inequality:</b> biological differences alone do not create inequality. Inequality rather comes about when society assigns greater value to one gender over the other (normally the male over the female). This attitude creates a power imbalance between the genders and prevents both from enjoying the same opportunities for their personal development. Gender inequalities can also be aggravated by other inequalities based on social class, ethnicity, nationality, sexuality, etc.</p>	<p>Gender inequality in the country of origin can be a motivating factor behind women's migration, including a lack of employment opportunities for women, or a lack of protection from gender-based violence.</p>	<p>LRAs in territories of origin need to make sure that economic and social inclusion programmes (including training and employment generation programmes) and policies create equal opportunities for women and men, so that migration won't be a necessity but rather a choice.</p> <p>LRAs can reinforce efforts for the prevention and protection of gender-based violence, in line with national policies, so that women do not have to migrate to escape partner violence.</p>
<p><b>Sexual division of labour:</b> the sex/gender system associates certain kinds of work with women and other kinds of work with men. In the traditional division of labour, men are assigned the primary responsibility for carrying out productive labour (paid work) while women are considered responsible for reproductive labour (unpaid or underpaid care work). Both men and women engage in community labour (volunteer work), although it is more common for men to be in leadership roles, while women are in support roles.</p>	<p>When a woman emigrates and leaves her children under the care of family members in her country of origin, the reproductive labour of caring for them often falls on the shoulders of her mother, sister, or oldest daughter, rather than her husband.</p> <p>It is common for migrant associations in destination countries to be led by men, who determine which needs and projects are to be given priority, while women support their initiatives through administrative tasks, fund-raising or event organizing.</p>	<p>LRAs need to provide adequate services that protect children left behind, as well as assistance to the family members in charge of the children. They can for instance propose learning support in order to avoid drop-out. Creating public childcare services not only addresses a social need and alleviates the burden of unpaid care work on women in families, it also creates paid employment opportunities for women at the local level.</p> <p>LRAs need to facilitate a platform of discussion for migrant women in destination territories, and to foster their organization into associations or facilitate their social integration (see Module 3 and Module 5).</p>

Concepts	Examples from the migration process	Examples of actions for local and regional authorities (LRAs)
<p><b>New sexual division of labour:</b> the sexual division of labour not only organizes households and national labour markets; it has also become internationalized. Thus the global labour market has generated niches for the placement of women in work (such as factory assembly work in export processing zones, and domestic work). These increasingly rely upon migrant women's labour.</p>	<p>Bilateral agreements (BLAs) negotiated between States regarding the recruitment of foreign labour generally uphold the sexual division of labour, recruiting men to work in certain sectors (for example construction) and women (sometimes of a certain ethnicity or place of origin) to work in entertainment, health, cleaning, and the care of children, the elderly and/or persons with disabilities.</p>	<p>Although BLAs are negotiated at the national level, LRAs could advocate for ethical recruitment in particular sectors with a high level of women migrant workers – such as the health care sector or domestic work (see Module 4).</p> <p>Where women are being recruited for export processing factory work, LRAs could advocate for safe working conditions, the elimination of discrimination (such as dismissal due to pregnancy), and family-friendly measures such as on-site childcare.</p>
<p><b>Gender stereotype:</b> a conventional, preconceived, exaggerated or oversimplified idea, opinion or image of a social group based on its sexual identity.</p>	<p>In some contexts, families prefer to send their “good daughter” abroad instead of their son, since they believe that daughters are more likely to remit a greater percentage of their income to support their birth family.</p>	
<p><b>Empowerment:</b> basic concept of women's rights and human development that refers to the process through which people individually and collectively become conscious of how power relations operate in their lives, and gain the necessary confidence and strength to change inequalities and strengthen their economic, political and social position. Empowerment is described as a process in which individuals gain power, and in which power is understood not in terms of domination (“power over”), but rather as creative power (“power to”), shared power (“power with”) and personal power (“power from within”).</p>	<p>The migration experience can be empowering for women, as it affords them the opportunity to earn their own income, start a business and/or improve their standing within the household. At the same time, migration can also be disempowering, due to the double discrimination coming from being women and foreigners, isolated working conditions in sectors such as domestic work, the stigma for having “abandoned” their children, etc.</p> <p>Women who receive remittances from their migrant husbands are not necessarily empowered, since many husbands continue to control household decision making, sometimes by proxy through other family members.</p>	<p>LRAs in territories of origin can implement awareness campaigns to avoid the stigma for migrant women who have left children behind.</p> <p>LRAs in territories of origin can facilitate access to pre-departure information for migrant women about their rights in the event of discrimination and mistreatment.</p> <p>LRAs in territories of destination can implement legal monitoring, including an emergency hotline service for women migrants who are victims of discrimination or abuse.</p> <p>LRAs from both origin and destination territories could also try to facilitate regular communication between children and their mothers, using social media and new communication tools (for instance the use of Skype for calling abroad).</p> <p>LRAs can implement financial literacy for spouses left behind, as well as encouraging the participation of women in Local Economic Development Agencies (LEDAs). (See Module 4.)</p>

Concepts	Examples from the migration process	Examples of actions for local and regional authorities (LRAs)
<p><b>Gender equity:</b> the formal declaration of gender equality is not enough to create a more just and equal society; no law declaring equal conditions can effectively create an equitable situation from one day to the next.</p> <p>Instead, a focus on gender equity involves the elimination of economic, political and educational obstacles, as well as those related to access to services, such that all people (women and men) can enjoy the same opportunities and benefit from them equally. Efforts to promote equity often call for special measures (affirmative actions based on a gender analysis) to increase opportunities that women have traditionally not enjoyed.</p>	<p>services for migrants in their territory of destination may have more serious consequences for women than for men. Women tend to use the health system more, for both biological and social reasons. To correct the social exclusion of migrants from health services, measures must be taken to promote equal conditions for all migrants to be able to access the healthcare system, while also taking special measures to increase migrant women's access to sexual and reproductive health services.</p>	<p>In collaboration with hospitals and medical centres, LRAs should ensure access to medical care for migrant women, in particular access to sexual and reproductive health services (see Module 3).</p>

Table adapted from UN WOMEN – “Gender on the Move: Working on the Migration-Development nexus from a gender perspective”, (2013) figure 2 p 22-23

## POINT FOR REFLECTION

**Within your own context, how would you describe the most important gender aspects applying to (female and male) migrants in your local community?**

**How do these aspects impact the local development strategy?**

**What measures could be taken?**



### 3. FEMINIZATION OF MIGRATION AND IMPACT AT LOCAL LEVEL

#### What does feminization of migration mean?

The feminization of migration is used to refer to the phenomenon that stresses not only the moderate increase in the numbers of women migrating, but also the ways in which women participate in migratory processes. *“The steady increase in the proportion of women that migrate independently in search of employment rather than as ‘dependent relatives’ that travel with their husbands or reunite with them outside of their countries (...) in the past few decades, a large number of women – who now migrate independently, assuming the role of economic providers – have joined the migration flows previously dominated by men.”*<sup>8</sup>

In the past, most female migrants moved as dependents of husbands or families, whereas today a greater number of women are leaving autonomously to work and live abroad as primary income earners. In 2013 women comprised 48 per cent of all international migrants worldwide. Yet there were considerable differences between regions. In the North women constituted 52 per cent of all migrants in 2013, while in the South they accounted for 43 per cent.<sup>9</sup>

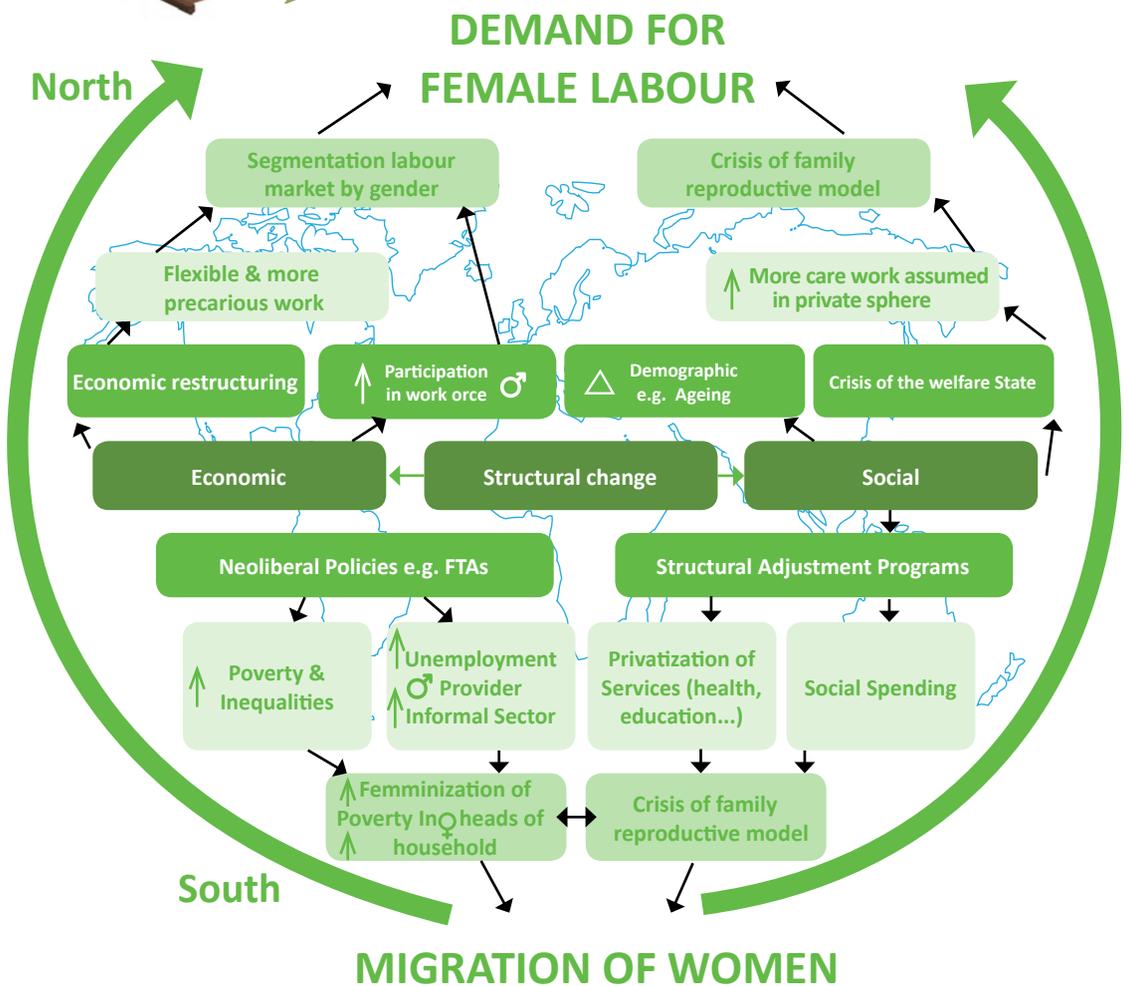
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<sup>8</sup> Pérez et al. (2008)

<sup>9</sup> UN DESA, International Migration Report (2013)



Relationship between globalization and the feminization of migration<sup>10</sup>



↑ Increase ↓ Decrease ♀ Women ♂ Men △ Change FTAs Free trade agreements

<sup>10</sup> UN WOMEN – “Gender on the Move: Working on the Migration-Development nexus from a gender perspective, (2013) and figure 7, p. 39

## Does the feminization of migration automatically lead to women's empowerment?

There is a **mixed impact** related to the empowerment of female migrants. On one hand, through migration women can **become economically but also socially independent**, and have a stronger voice and proactive role to play within their household and also their community. Migration could thus increase their self-esteem. Through migration, women can acquire property and land or start a business. Becoming entrepreneurs, their contribution at local level can be significant and leads to the creation of job opportunities.

On the other hand, there is also a negative side, which could be translated into **disempowerment**. Most of the time migrant women are faced with a so-called “**double discrimination**” (as women and as migrants). This can be appreciated for instance if one looks at the deskilling phenomenon, which affects female migrant workers more acutely than male migrant workers.<sup>11</sup> Women are also most likely to be victims of abuse and exploitation in the destination territory, and could also suffer from stigma in their origin community.



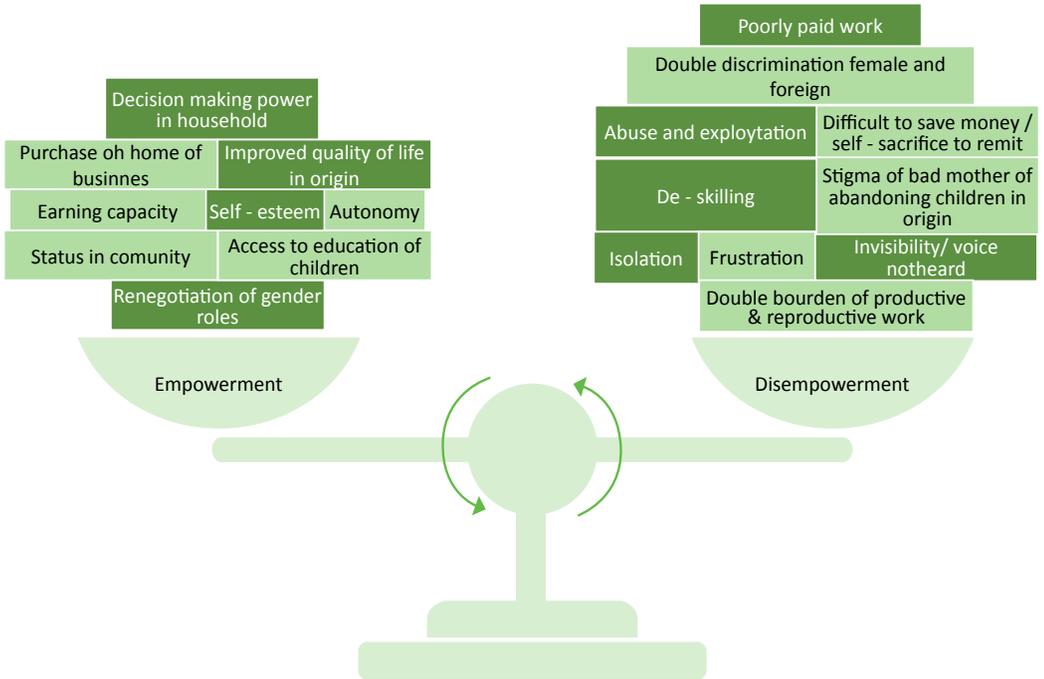
Do you want to know more about remittances? Go to Module 4, Topic 4.

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<sup>11</sup> ILO - “Practical Guide on Maximising the Contribution of Women Migrant Workers to Development”. (2014)



## Weighing the impact of women's migration on gender equity<sup>12</sup>



<sup>12</sup> UN Women – “Gender on the Move: Working on the Migration-Development Nexus from a gender perspective”, (2013) figure 8 p. 41



## The family left behind and its challenges at local level

Migration of one or both parents entails very high social costs and brings about a radical change in the life of a family – a change that is more or less expected and controllable by the family members themselves. The child left behind then has to go to great lengths to deal with the changes in his/her daily life and adapt to his/her new situation, including the absence of his/her parents and the feeling of missing them for the first time.

In the case of migration of the man, women and children in particular bear the cost of labour migration. In the absence of able-bodied men, usually it is women and children who take up male responsibilities, by spending more time and working more to maintain productive assets such as land, soil and domestic cattle. This very fact potentially reduces the ability of the households to send children to school since they have to work more at home, diminishing their future ability to escape poverty.

In the case of migration of the woman, children could suffer the lack of appropriate care and emotional support, which might have serious implications on the behaviour in the future of children and particularly adolescents, in school, the community and the wider society.

The literature suggests that from the point of view of children left behind, the sex of the remaining parent in the family is significant.<sup>13</sup> The dynamics of access to resources for children within households of labour migrants can vary depending on the children's age, the sex of the remaining parent and the role of the extended family. It could therefore be claimed that children left with mothers would be better cared for if mothers themselves had access to resources, as it is argued that mothers allocate more resources to children – although it is also claimed that women migrant workers remit a larger share of their income.<sup>14</sup> Women's priorities in migrant households, and their capacities to invest remittances, are central to this question.

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<sup>13</sup> See for instance Olimova and Kuddusov (2007).

<sup>14</sup> Cortes, (2007)



## Conceptual framework for analysing the impact of migration on the children left behind<sup>15</sup>

### Migration experience

Remittance level

Predictability/ Frequency of remittances

Migration of mother vs. father

Duration and frequency of migration

Communication

### Mediating factors

Child

Age

Gender

Ability

Household

Size and structure

Education levels

Labour capacity

Social support

Income

Attitudes

Bargaining power

Societal

Livelihood options

Societal values

Service provision

Social protection

Framework

### Outcomes of children

#### Health:

- Access to healthcare
- Nutrition and food security
- Health practices: preventive healthcare and unhealthy behaviour
- Morbidity/mortality

#### Education:

- Enrolment
- Drop - out
- Attendance
- Achievement

#### Economic activity:

- Working outside household

#### Psyco - social effects:

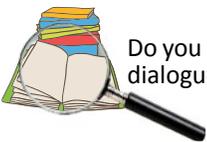
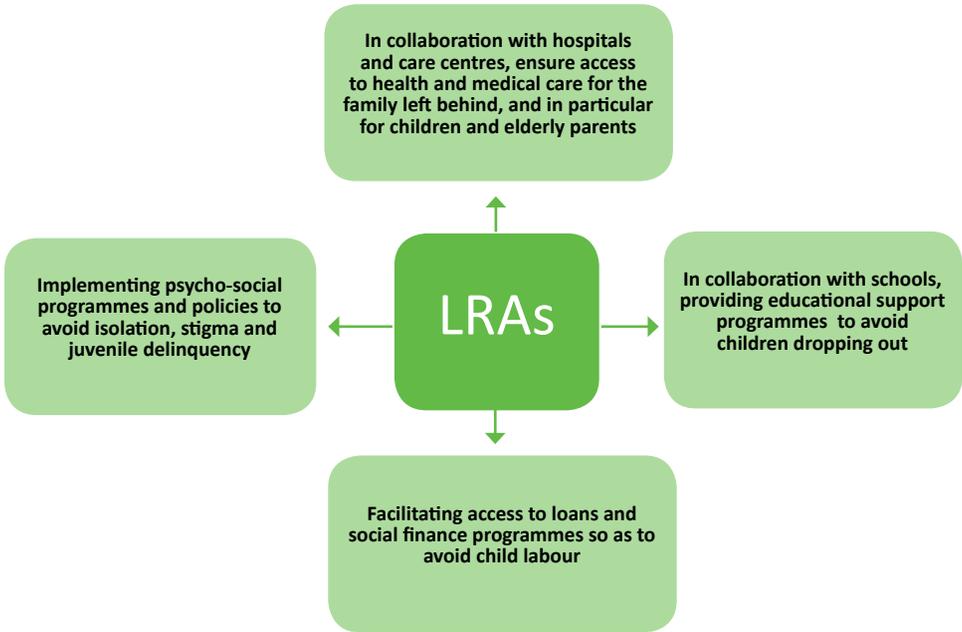
- Depression and isolation
- Lack of parental control, aggressiveness, behavioural problems
- Bullying and stigma
- Risky behaviour: alcohol, drugs and sexual behaviour
- Juvenile crime
- Exposure to violence and abuse

<sup>15</sup> UNICEF, "Impact of Labour Migration on Children Left Behind in Tajikistan". (2011)

LRAs have a great role to play in relation the family and children left behind, at different levels:



## Roles of Local and Regional Authorities (LRAs) in relation to the family and children left behind



Do you want to know more about establishing partnerships, cooperation and dialogue on M&D at local level? Go to Module 2.



Do you want to know more about services for migrants and their families in origin and destination territories? Go to Module 3, Topic 2.

## 4. MIGRATION, GENDER AND SEXUAL DIVERSITIES: CHALLENGES AND ACTIONS FOR LOCAL AUTHORITIES

Sexuality and gender identities are elements that could motivate and define the migration experience, yet they are still poorly analysed both from an academic perspective, as well as in the processes of construction of public policies regarding human mobility. On the one hand people with diverse sexual orientation and/or gender identities have migrated because they consider their immediate contexts to be repressive, and have settled in countries where socio-cultural ideas around gender and sexual diversity are deemed less discriminatory or exclusionary. On the other hand, many women (and also transgender individuals) have migrated to industrialized regions seeking job options in the sex industry that might be better paid than other labour niches for migrants.

These realities of human mobility pose several challenges from a human rights perspective for local authorities. The first one is to **incorporate participation from the LGBTI<sup>16</sup> community and sex workers in the formulation of human mobility public policies, programmes and projects**, seeking to:

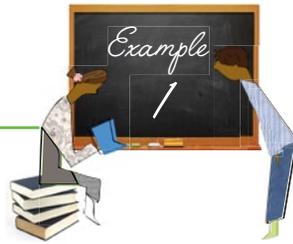
- inform potential migrants on opportunities/risks associated with migration;
- foster the reintegration processes of those migrants who have decided to return;
- prevent acts of violence or discrimination towards migrants based on national origin and/or sexual and gender identity.

The second challenge involves **adopting comprehensive measures regarding the possible risks that may arise in the sex industry** (mainly sexual and labour exploitation and trafficking) for women and/or

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<sup>16</sup> LGBTI stands for lesbian, gay, bisexual, transgender and intersex.

transgender people, who as migrants/refugees and/or returnees are particularly vulnerable. Local authorities could work on the formulation of public policy with the mainstreaming of human mobility, a gender perspective and an approach to different sexual identities, as well as on the creation of specific programs for LGBTI migrants based on these scopes.



## Raising migrants' awareness on risks in the sex industry in Ecuador

An early initiative regarding this issue was implemented in 2005 in Ecuador by the civil society organization “Fundación Quimera” and the organization of female sex workers “Flor de Azálea” with support and funding from the Global Fund for Women. These organizations promoted a series of informative talks and workshops in various cities, aimed at familiarizing sex workers and potential migrants on issues such as: internal and international migration, the sex industry and trafficking; social constructions of gender and sexual identities; and the role of migrant women in migration processes.



## KEY LEARNING POINTS

**Gender** affects all aspects of the migration process; it refers to social attributes and opportunities associated with being a female or a male, and the relationships between women and men, girls and boys.

Gender differences are **socially constructed**, which means that these **gender roles** are prescribed in a society and culture as ideal or appropriate behaviour for a person of that specific gender.

The **feminization of migration** refers to the participation of women in migration. An estimated 48 per cent of all migrants are women. **Women migrants** now move more independently, no longer solely in relation to their family position or under a man's authority.

A **gender approach to migration** helps to understand what is happening throughout migration cycles, in a way that could strengthen development and achieve better intervention results.

A gender approach to the migration experience should also incorporate communities of diverse sexual orientation and gender identities, since **LGBTI migrants** face unique and often daunting challenges. **Migration policy** therefore requires specific **gender-sensitive analysis and solutions**. This should also be reflected at the local level and be

considered by local actors when thinking about linkages between **migration and local development**.

**Gender equality** within migration means: equal access to participation in governance, rights, decent employment opportunities, conditions of work, resources and services. It also means that **local authorities and local development actors** should take into account the specific needs of LGBTI and women migrants, and should aim to shift unequal power relations in order to enable the full enjoyment of human rights.





## TOPIC 3

# MIGRANTS AS LOCAL DEVELOPMENT ACTORS

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## Learning objectives

By the end of this topic, participants will be able to:

- describe the potentials of migrants, diasporas and their families for local development;
- analyse their different levels of engagement in territories both of origin and of destination;
- explore the links between M&D and local governance.



## Introduction

Migrants possess human, social, financial and cultural assets and capacities that they develop and enrich throughout their migratory experience. Fostered by their attachment to their territory of origin and community as well as their desire to integrate in their territory of destination and community, migrants have the capacity to contribute to local development.

Migrants build bridges between these territories and communities, through networks, remittances/investments, flows of information and knowledge, and the transfer of norms and values. They are themselves bridges that connect territories, societies and cultures of origin and destination, through their physical travels, stories, experiences and practices gained from and shared “here” and “there”.

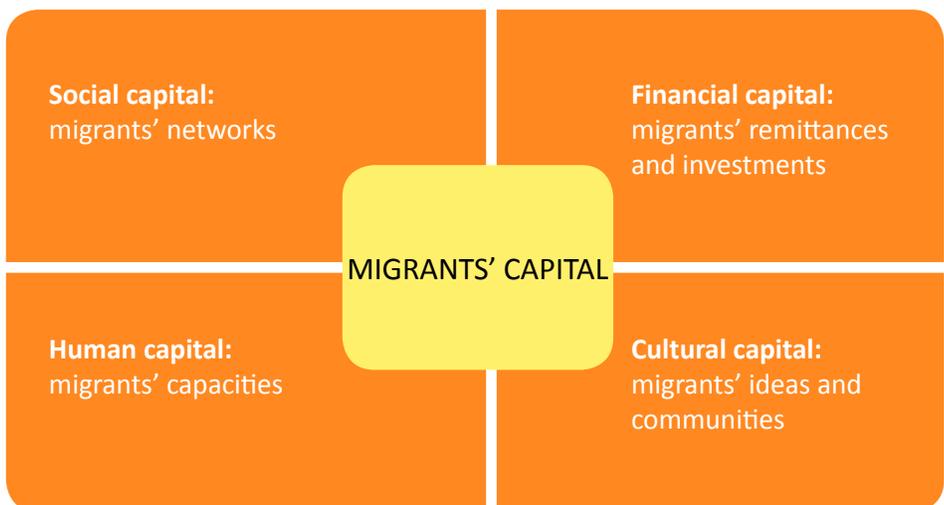
These key elements give migrants credentials to be recognized, endorsed and supported as local development actors. Before analysing the role of local authorities in empowering migrant communities and in making the most of migrants’ capabilities (Topic 4), this topic will look into migrants’ potentials for local development and examine how they engage in territories both of origin and of destination.

# 1. MIGRANTS' CAPITALS CAN CONTRIBUTE TO LOCAL DEVELOPMENT

Migrants' skills, networks, resources and knowledge can be encompassed within the word "capitals". Through these capitals, migrants can and do contribute to the development of territories both of origin and of destination. These capitals can be framed within four broad categories: social, financial, human and cultural. These capitals are not something exclusive to migrants. However what makes them particularly interesting in the case of migrants, is that they exist across localities, in transnational spaces.



## The different categories of migrants' capital





## Social capital: Migrants' networks

Migrants develop and maintain social ties across different locations. The potential of these social relations to generate other resources is known as social capital. This is what allows these networks to facilitate: (i) the flow of information, skills, financial resources, values and ideas; (ii) cooperation within and among groups; and (iii) the circulation of social features. Social capital can link different groups from migrant families, to diaspora associations, to professional and business networks, to local authorities. Social capital is the basic element on which any migration and development project can be built, since it is through these networks that the flow of other resources (human, financial and cultural capital) is made possible.

Though these formal or informal networks exist, their potential for development varies according to the framework conditions present in territories both of origin and of destination. A proper environment and appropriate local and national policies allow social and political integration, thus maximizing migrants' potential for development. In this sense, a properly conducted LD process is an ideal environment for integrating migrants' potentials (proposals for LD based on broader knowledge; opportunities involving both origin and destination territories, and actors in different LD sectors).

Finally, it is important to underline the fact that migrant networks can be very diverse, ranging from personal family or business networks between the territories, to the frequenting of some public places by migrants in territories of destination, to the constitution of diaspora associations as such or even to the representation of diaspora groups within a government.



## Financial capital: Migrants' remittances and investments

Migrants' financial capital has received the greatest attention over the last decades, because of the size of remittances received by developing countries (USD 414 billion in 2013),<sup>17</sup> the potential that diaspora savings represent for financial markets (USD 400 billion in 2011);<sup>18</sup> and the ongoing rise in the amount of remittances in spite of the economic and financial crisis (an increase of 6.3 per cent in 2013).<sup>19</sup>

However migrants' financial capital goes well beyond remittances. Migrants who set up transnational businesses and trade ventures have an impact on the economy and labour market of their territory of destination, and as well they can contribute to the establishment of trade relationships between territories of origin and destination.

Migrants' financial and entrepreneurial capital is made up of foreign development investments, trade, remittances, savings, business investments, purchase of real estate and humanitarian support.

As for remittances, their impressive volume and continuous increase lead them to be perceived as a promising source of financing for development. However it is important to point out that they are first and foremost private capital, representing the share of their wages that migrants send back home. Very often they are sent at the cost of huge sacrifices, and significant risks are sometimes taken by migrants to be able to migrate and eventually send remittances (see the study of Idriss' case in Topic 1 of this module). In this sense, it can be argued that the impressive volume of remittances is an indicator of the problems encountered in the countries of origin. Indeed, if remittances often serve to cover expenses for basic services such as health and education, this means that access to these services is difficult. It is important to recall that remittances should not replace development efforts by governments. Finally, remittances can create inequalities between recipients and non-recipients (since the

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<sup>17</sup> World Bank (2013)

<sup>18</sup> World Bank (2011)

<sup>19</sup> World Bank (2013)

poorest cannot migrate), distort the labour market, and give birth to a “culture of dependency”.

The high cost of remittance transfer is a major international challenge discussed at the global level. Informal transfer channels are often used, as they are cheaper and are reliable. These channels are effective locally, and policymakers are more and more interested in them.



Do you want to know more about remittances? Go to Module 4, Topic 4.

## Human capital: Migrants' capacities

Migrants' education, training, skills and knowledge – their human capital – constitute another asset for local development. Beyond their qualifications, human capital can include the occupational and interpersonal skills and self-confidence of the individual.

Migrants' skills and knowledge determine their ability to find a job, and will have an impact on their income. However the skills themselves are not always sufficient, especially when they are not recognized or certified. We talk about deskilling or brain waste when migrants are hired to do jobs for which they are overqualified. If recognition and certification are mostly national and bilateral (or sometimes multilateral) issues, the presence of skills certification institutions at the local level can greatly benefit prospective migrants.

Skills and knowledge acquired throughout the migration cycle can be transferred to family and home community members. We talk about brain gain when migrants who acquired particular skills through migration return and take opportunities related to these new skills.



Do you want to know more about the use of migrants' skills? Go to Module 4, Topic 2.



## Cultural capital: Migrants' ideas and communities

Cultural capital is made up of the knowledge, norms, ideas and habits that migrants possess before and acquire throughout their migratory experience. It is something hard to measure, but it contributes to shape diversity (and the way it is perceived) within territories of destination. Similarly, migrants' cultural capital is influenced by their stay abroad: in the event of return, this can constitute an asset.

Cultural capital determines the way migrants identify themselves and are identified within a territory of destination, with respect to the local population and to the other migrants.

In this sense, since it implies the notion of belonging, cultural capital is key in the establishment of migrant groups and associations, the organizing of networking events, etc. It is therefore very influential in shaping migrants' social capital. By encouraging the expression of diversity – as well as its integration into the local reality (including through post-arrival orientation, language courses, etc.) – local authorities in territories of destination can greatly contribute to migrants' engagement. By organizing pre-departure orientation at local level in the territory of origin, authorities contribute to a smoother transition and therefore an easier integration of migrants.

## POINT FOR REFLECTION

### AFFECTIVE AND LOCAL CAPITALS

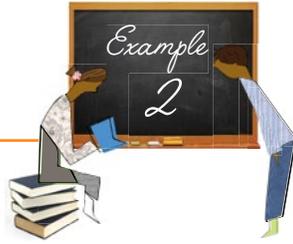
It is evident that social, financial, human and cultural capitals interact with and feed off of each other, and that their value lies in the transnational nature of migrants and therefore of their capitals.

If we think of the local level, we can mention two other capitals, which are not exactly distinct from these mentioned above, but rather describe the territorial nature of social and cultural capitals. These are affective capital and local capital.

- Affective capital represents migrants' emotional engagement in territories, and determines their propensity (if any) to act within their territory of origin, to keep links with it and eventually return to it.
- Local capital represents the intimate knowledge migrants have of their territory of origin, its actors, its development needs, etc. It is kept alive when a concrete linkage exists – for instance through family networks, visits, etc. – but can be lost in the case of long migratory experiences without return. Local capital also develops with regard to the territory of destination. A well-integrated migrant acquires local knowledge that enables him/her to set up effective linkages between territories of origin and destination. Migrants' local capital can help channel support in territories that are disregarded by traditional development actors.



**Can you think of concrete examples of affective and local capitals from your own experience?**



## Women's migration from Morocco to the EU: A binding tie for local development

The project aims to involve migrants and diaspora members as actors for development and improving the local economy, through piloting innovative and participatory transnational economic relationships. Along these lines, the project promotes links between migrants and their communities of origin, as



well as circular migration and the return of skilled migrants. In particular, the project supports initiatives to: foster productive investments and the development in migrants' communities of origin; support skilled migrants to return (physically and virtually) to use their skills for the benefit of their country of origin; and strengthen intra-diaspora cooperation to promote development. The initiative is focused on migrant women from the region of Chaouia-Ourdigha in Morocco who have settled in the Italian region of Lombardy.

### Project outcomes:

- two Regional Business Development Centres established, in Milan (Italy) and Settat (Morocco);
- ten women entrepreneurship projects on a transnational scale launched;
- job opportunities for 150 Moroccan women created;
- report published on a study and research on female migration;

- 
- two local governments from Italy involved in the project: Province of Milan and Region of Lombardy.

**The success of this initiative is due to the following factors:**

- the attention given to financial aspects, socio-cultural issues and stakeholders in territories both of origin and of destination;
- the in-depth social research undertaken, looking at diaspora groups both in Italy and in the sending communities in Morocco;
- the activities being targeted towards a specific group of beneficiaries (women);
- the implementing organization being based both in Morocco and in Italy, with a strong network of relationships;
- the multi-stakeholder approach, allowing the building of bridges between Italy and Morocco (seven partners from Italy and Morocco working together alongside the European Commission).

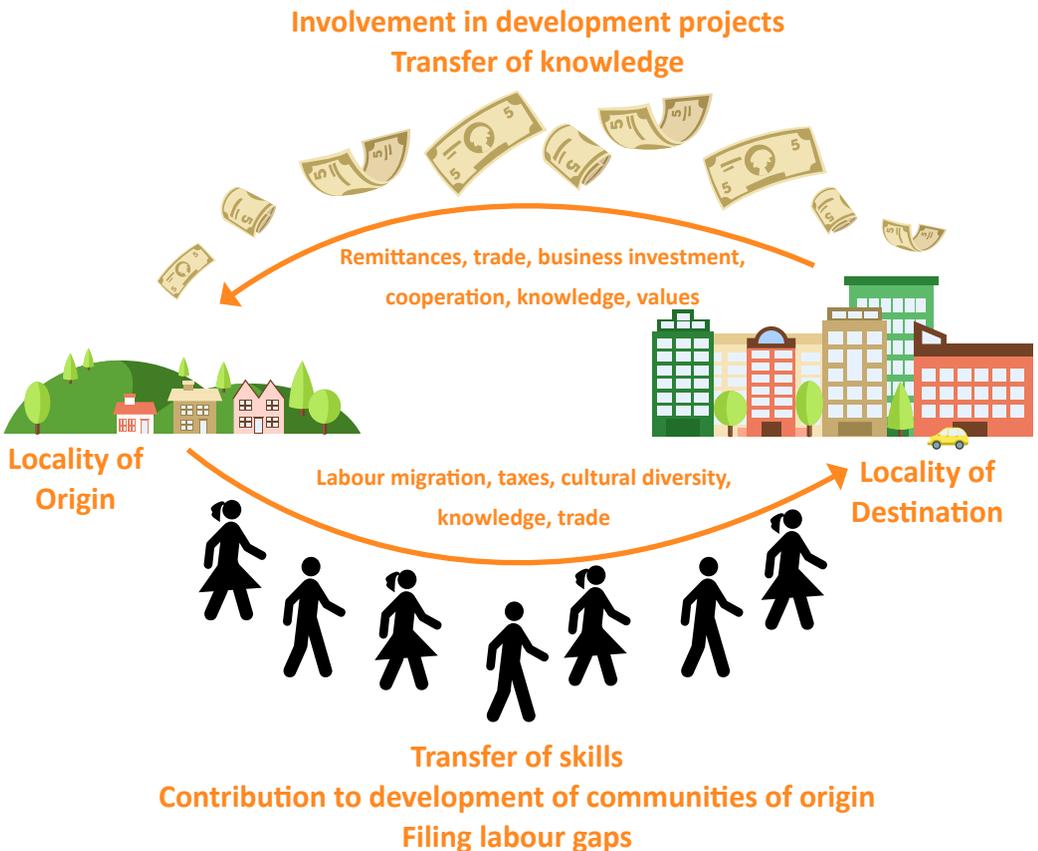
**Conclusion: All capitals are interlinked** and enrich each other. They are at the same time resources, means and results of migrants' engagement with local development.

## 2. POTENTIAL FOR ENGAGEMENT IN TERRITORIES BOTH OF ORIGIN AND OF DESTINATION: CHALLENGES AND OPPORTUNITIES

The transnational nature of migrants' capitals is the key asset that the M&D process depends on. The main impact of migrants capitals is to be seen at local level, where migrants' networks are effective. Social capital is what allows the transnational existence of the other capitals.



### Migrants act as bridges between territories of origin and destination



# Opportunities to migrants' engagement for local development"



## Migrants' contributions to local development

### LOCALITIES OF ORIGIN

- Contribute to local economic development through remittances and business investment and creation
- Contribute to the development of local infrastructures through building or funding the construction of infrastructures that are private (houses) or public (school, access to sanitation, health centre, etc.)
- Contribute to local human development in supporting family members' access to education and health, and providing local community members with training and skills support
- Contribute to the evolution of values, norms and practices, through the sharing of knowledge and values

### MIGRANTS

- Contribute to reducing tensions, misunderstanding and distrust and to harnessing local economic development, social change and cultural enrichment, through trade, knowledge sharing, and cooperation between territories of origin and destination and communities
- Contribute to building bridges between territories of origin and destination and communities, though the various flows they generate and supply

### LOCALITIES OF DESTINATION

- Contribute to local economic development through business investment and creation
- Contribute to local economic and social prosperity through taxes, the filling of labour gaps and population growth
- Contribute to local social evolution by setting up or joining migrant associations to defend their rights, express their interests and needs, and foster their goals
- Contribute to cultural diversity through their input in terms of values, norms and practices
- Contribute to the evolution of values, norms and practices through the sharing of knowledge and values

However, the existence of these capitals – even though they consolidate the status of migrants as potential bridges between territories of origin and destination – does not automatically imply that they are used, or that their use impacts on development.

## Challenges to migrants' engagement for local development

Indeed, the fact that migrants can be effective actors for development depends on three main factors: **willingness, possibility and capacity**.



### Factors influencing migrants' participation in development

MIGRANTS' WILLINGNESS	MIGRANTS' POSSIBILITIES	MIGRANT'S CAPACITIES
<ul style="list-style-type: none"><li>• Migrants may refuse to be development actors</li><li>• The provision of information and incentives may influence migrants' willingness to be development actors</li></ul>	<ul style="list-style-type: none"><li>• Lack of possibilities to make initiatives happen</li><li>• Enabling environments are key in territories of origin and destination</li><li>• Powerful enablers include: integration, access to services, dialogue with local authorities, establishment of migrant and diaspora associations and access to funding</li></ul>	<ul style="list-style-type: none"><li>• Migrants willing to engage may lack the technical or financial capacities</li><li>• Training, provision of funding/credit, etc can increase migrants' capacities</li></ul>



It is evident that **willingness** is not automatic: a migrant who does not want to be development actor – be it directly (through participation in projects and initiatives devoted to development) or indirectly (through the establishment of profit-oriented businesses and trade ventures that indirectly create jobs and economic dynamics) – will not be a development actor. The provision of information and incentives may however change the situation.

In the event that willingness exists, it is however not always easy to have the **possibility** of making effective initiatives happen. The presence of an enabling environment in both territories of origin and destination is key in empowering migrants who wish to engage in development. While the national legal framework is very important in defining an enabling environment, the local conditions are key as well. Indeed, factors such as integration, access to services, dialogue with local authorities, the establishment of migrant and diaspora associations, access to funding, etc. are enablers for migrants who want to engage.

Migrants willing to engage do not always possess the technical or financial **capacities** to do so. If these can be enhanced, through training and the provision of funding/credit, the potential of migrants as development actors is increased.

Indeed, in an enabling environment the opportunities for migrants to engage in local development are numerous. Their main contributions to their localities of origin tap into the many capitals they possess, as described in the previous section (i.e. the sending of remittances, investment in local projects and businesses, and sharing knowledge, skills and values). They also contribute greatly to their territory of destination's local development, through taxes, cultural diversity, the labour force and skills.

Migrants' initiatives can be both individual and collective. Indeed, support by local authorities to both individuals and migrant groups is key in their success, although it may be easier to reach out and support association than individuals. In any case, the potentials described above and the



challenges mentioned in this section are key parameters to take into account in local development planning, in countries both of origin and destination. This is why it is important to integrate migration into local development planning.



Do you want to know more about integrating migration in local development planning? Go to Module 1.

### 3. ROLE AND IMPORTANCE OF LOCAL GOVERNANCE

The challenges and opportunities mentioned above vary from one territory to another. Indeed, it is very important to have an enabling environment in order to fully empower migration as a driver for local development. In this sense, both local governance and the integration of migrants/returnees are key in defining such an environment. On the other hand, both local governance and integration are affected by migration.



Do you want to know more about the role and importance of local governance? Go to Module 3.

According to the JMDI (2012), *“local governance refers to the environment where all the interactions between different actors at the local level, ranging from local authorities, to private sector, civil society etc., result in the formulation and execution of collective actions”*.



Harnessing migration for local development is about making sure that good local governance leads to improved integration of the contribution of migrants into dialogue over local development issues, based on a multi-stakeholder approach.

The relationship between migration and governance at local level is twofold:

- migrants’ activities can affect good governance in their society of destination and in their society of origin:

<b>Good local governance practices enhanced by migrants in the society of origin</b>	<b>Good local governance practices enhanced by migrants in the society of residence</b>
<ul style="list-style-type: none"> <li>• Migrants can facilitate access to better information, through their networks</li> <li>• Skills and knowledge from migrants can be transferred to local authorities to improve service delivery, and can be facilitated through their financial investments in local infrastructures</li> <li>• Migrants can support and empower civil society in communities of origin to be more vigilant, to demand their rights and voice their concerns, leading to social change and better local governance</li> </ul>	<ul style="list-style-type: none"> <li>• Drawing on the knowledge and social capital of immigrants within decentralized cooperation with communities of origin leads to a more needs-based and better informed cooperation</li> <li>• Migrants can sensitize local governments about shortcomings in general with regard to minorities’ rights, not only regarding migrants themselves</li> <li>• Through this participation in public processes, migrants reduce democratic deficits in public policies</li> </ul>

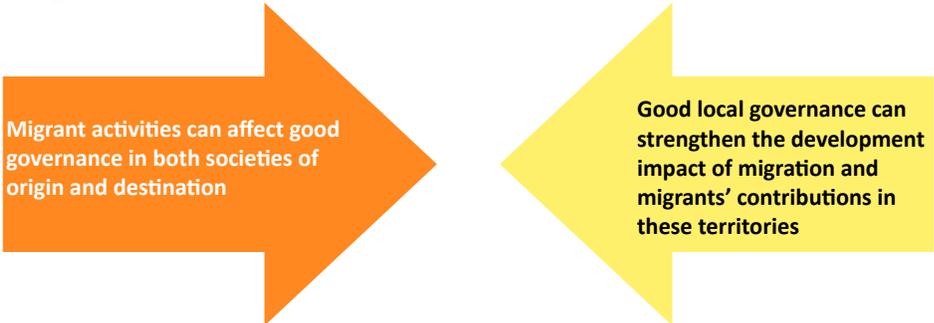
- good local governance can strengthen the development impact of migration and migrants' contributions in these territories.

Good governance in the area of origin leads to:	Good governance in the area of residence leads to:
<ul style="list-style-type: none"> <li>• Increased knowledge about rights and protection of migrants' rights</li> <li>• Better migration management, which decreases the risks and negative impacts associated with migration</li> <li>• Engaging research institutions to provide evidence-based recommendations for the design and implementation of better programmes that harness the potential of migration</li> <li>• Better diaspora engagement</li> </ul>	<ul style="list-style-type: none"> <li>• More social, economic and political integration; ownership; and immigrants' voice and rights empowered and heard</li> <li>• Spaces where migrant associations and entrepreneurs can find partners for projects in communities of origin or residence</li> <li>• Inclusion of migrants and migration actors in decentralized cooperation projects with communities of origin</li> </ul>

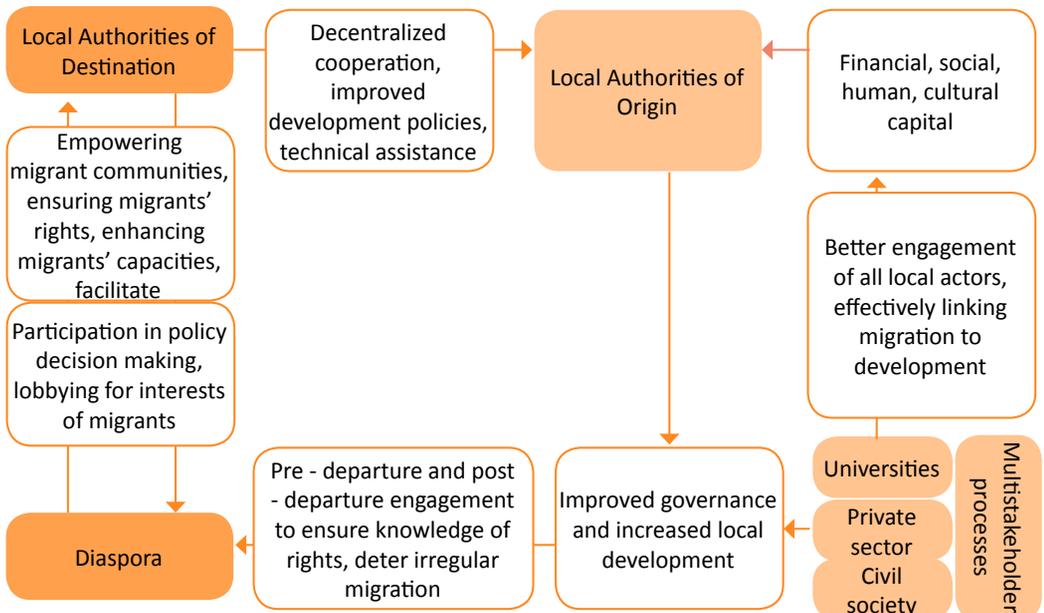
There is therefore a **twofold mutual relationship between migration and local governance**: migrants' activities can affect good governance in their society of destination and in their society of origin, while good local governance can strengthen the development impact of migration and migrants' contributions in these territories. Local authorities are best placed to act as the focal point that brings all the local actors' voices, needs and expertise together. Where local communities have significant migrant and diaspora populations abroad that are linked to the territory, local authorities should include migrant populations in their multi-stakeholder approach to development.



## The convergence of migration and local governance



## Linkages between migration, local development and local governance (JMDI, 2012)



## KEY LEARNING POINTS

The defining characteristic of **capital** – which encompasses social, financial, human and cultural capital – is its convertibility. All capitals are interlinked and enrich each other. They all constitute resources, means and results of migrants' engagement in **local development** that can be transformed into something of value.

**Diasporas** incorporate all kinds of capital into their daily lives, and receive rewards from them.

**Migrants' capital** is a crucial resource for achieving economic mobility and advancing local development.

Migrants benefit from participating and **engaging** in social systems in the territories both of origin and of destination. Their engagement translates into improved contributions in these territories. Local authorities should include migrant populations and migrant groups in their **multi-stakeholder approach** to **local development**.

Migrant activities can affect good governance in their society of destination and in their society of origin, while good **local governance** can strengthen the development impact of migration and migrants' contributions in these territories.



## TOPIC 4

# THE ROLE OF LOCAL AUTHORITIES IN EMPOWERING MIGRANT COMMUNITIES

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## Learning objectives

By the end of this topic, participants will be able to:

- analyse local authorities' role in providing an enabling environment for migrant communities, by the promotion of rights and development of tailor-made services;
- analyse the constraints that may be faced by local authorities.



## Introduction

Local authorities are key actors in connecting migration and development. Migrant communities contribute to the local development of their territories both of origin and of destination.

Migrants' engagement in local development can benefit both the territories and communities of origin and those of destination, thanks to their capacities. Nevertheless a favourable environment and supportive measures from local policymakers and stakeholders are necessary for migrants to make full use of their capitals.



Do you want to know more on how migrants' engagement in local development can benefit territories and communities both of origin and of destination? Go to Topic 3 of this module.

Within this perspective, this topic aims to show that local authorities can play a significant role in promoting migrant communities' engagement and empowerment. Concrete examples of how this can be achieved will be provided.

# 1. LOCAL AUTHORITIES' STRATEGIES FOR ENGAGING MIGRANT COMMUNITIES

When local authorities undertake actions to empower migrant communities and engage them in local development in both territories of origin and destination, success lies in a variety of parameters that have to be taken into account in the design of strategies for engagement. These parameters range from the existence and effectiveness of services for migrants and their families, to the relevance of the initiatives with regard to the current situation, needs and perspectives of migrant communities.



Do you want to know more about services for migrants and their families?  
Go to Module 3.

Local authorities' actions are framed within the wider national context. For instance, the legislative framework regulating migration is most often set up at central level. Depending on the level of decentralization, local authorities' freedom of action may be more or less pronounced. This is also an important point to take into account when designing local engagement strategies.

The figure below summarizes some challenges encountered at the local level, and some recommendations for overcoming them.



## Challenges encountered at the local level, and corresponding recommendations

Local authorities are willing to engage for the empowerment of migrant communities, but do not meet their needs

- Assess rather than assume migrant communities' needs and concerns
- Develop efficient delivery of public services suited to the migrant communities' needs

Local authorities in territories of origin and destination set up activities and policies that are disconnected between each other or with the other power structures at national level

- Increase integration and local economic opportunities, and articulate them with national government requirements
- Build up partnerships and twinnings, and promote decentralized cooperation between territories of origin and destination
- Facilitate flows and investments of information, skills and resources between migrant communities/diasporas and their territories of origin and destination, within a local institutional framework.

In engaging in favour of migrant communities, local authorities might create gap between locals and migrants in communities of destination

- Take the local communities' concerns into account
- Initiate a common space for dialogue and cooperation between locals and migrants
- Be as transparent and inclusive as possible, and communicate around measures and activities engaged in

However, one of the major challenges is to build a relationship based on mutual trust and to engage in a sustainable dialogue with migrants' networks and groups. Several steps have to be undertaken by local authorities in order to engage migrant communities in development:



## Steps to engage migrant communities in local development

### IDENTIFY GOALS & CAPACITIES

- Map existing migrant communities' institutions and programmes
- Match goals to diaspora resources

### KNOW MIGRANT COMMUNITIES

- Map existing organizations of migrant communities
- Inventory of skills and "listening exercises" to identify potentials, interests and needs
- Identify counterparts within communities

### BUILD TRUST

- Cultural events, language promotion, partnership with territories of origin/destination
- Services to migrant communities
- Communicate around government diaspora policy

## 2. THE IMPORTANCE OF INTEGRATION IN THE TERRITORY OF DESTINATION, AND REINTEGRATION UPON RETURN TO THE TERRITORY OF ORIGIN

Migrants' integration to the territories of destination and, when relevant, reintegration into the territory of origin upon return, are the basis on which their potential as development actors can be maximized. Guaranteeing migrants' rights and enhancing their political, social and economic integration in communities of residence and origin is an essential first step for ensuring migrants' contribution to a local development agenda. Migrants' cannot reach their full potential without having meaningful possibilities to participate in public life, and without being fully integrated into society as a whole. Moreover, migrants are among the most fragile social groups and are at higher risk of social exclusion.



Do you want to know more about the importance of integration/reintegration in the territories of destination and origin? Go to Module 5.

Integration/reintegration is indeed a fundamental step in creating an enabling environment and in developing migrants' capabilities for development:

- fully integrated migrants, through their transnational networks, can act as bridge builders between the community of residence and origin, to the benefit of both;
- fully integrated migrants can make their voices heard in their communities and actively participate in the delineation of development and migration policies and projects;

- 
- fully integrated migrants' participation in the life of their territory (of destination) is enhanced: participation in the labour force, taxes and cultural life.

The territories both of origin and destination have a role to play in promoting integration/reintegration, and both benefit from it:

- in the territories of origin, the provision of knowledge about the legal, administrative and cultural framework of the territory where migrants will go facilitates a smoother transition. Upon return, the connection of the returnee to the local labour market helps to build on his/her assets and skills, to the benefit of the local economy;
- in territories of destination , ensuring migrant's rights, enhancing their capabilities and empowering their associations leads to an enhancement of the added value of their contribution, and in turn allows them to become effective development actors;
- in many cases opportunities brought about by decentralized cooperation that are "brokered" by migrants involve high economic potentials, in territories both of origin and of destination.

### 3. LOCAL AUTHORITIES' ACTIONS FOR EMPOWERING MIGRANT COMMUNITIES

Empowering migrant communities allows them to maximize their engagement in development. This may lead to multiple results, as shown in the figure below.



**The results of migrants' empowerment**





Several actions can be undertaken by local authorities to this end, with different tools and approaches involved based on the different roles between “between LRAs from territories of origin and of destination. The following sections provide some examples.

## Facilitating the creation of sustainable networks among migrant communities and empowering them

The constant flow of ideas, values, knowledge, resources and interests contributes to the socio-economic development of both territories of origin and destination. Channelling these through **networks of practice, circumstances and interests creates positive synergies among members of the communities**, who contribute better to development when acting together. There is a need for transnational multidisciplinary and multi-stakeholder networks, linking migrants’ communities in countries of destination with civil society organizations and LRAs in the South to work together on M&D issues.

Local authorities have a key role to play in facilitating the creation of sustainable networks among migrant communities, regardless of whether they are territories of origin or destination . They can:

- improve their communication tools to interact with migrant communities’ members;
- support migrant communities’ face to face meetings and organize multi-actor networking events;
- build e-communities of local authorities of origin and destination engaged in M&D projects;
- foster partnerships among local authorities to engage in projects, increase knowledge exchange and develop pioneering schemes;
- support the creation of communities of practice, circumstances and interests working on M&D, such as international networks of professional associations or women migrants’ fora.



Do you want to know more about working with diaspora associations? Go to Module 2, Topic 4 and to Module 3, Topic 3.

## Strengthening the capacities of migrant communities

In order to better cooperate with migrant communities, local authorities should support their capacities at various levels, assisting them with their needs and strengthening their operating capacity. Indeed migrant organizations often face major capacity challenges when having to fund and handle large development projects, or demonstrate credibility to third parties that want to work with them.

Local authorities in territories of destination can:

- assist diaspora organizations and migrant associations in acquiring legal status (credibility);
- support professionalism in migrant communities through the development of training programmes on project management, fund-raising, media campaigns and gender equality awareness;
- take particular care with the conditions that better allow migrants' investments.



Do you want to know more about strengthening migrants' agency as protagonists of local development, as well as promoting and supporting the organization of migrants? Go to Module 2, Topic 1 and Topic 3.



Do you want to know more about the entrepreneurship of migrants? Go to Module 4, Topic 3.



## Local authorities' projects or supports to migrant/diaspora organizations

Local authorities' projects or supports to migrant/diaspora organizations

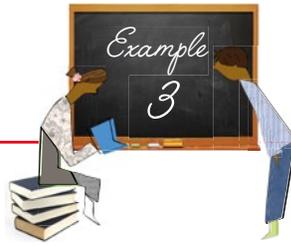
Network building

Empowering migrant networks and communities

Building on networks for local development



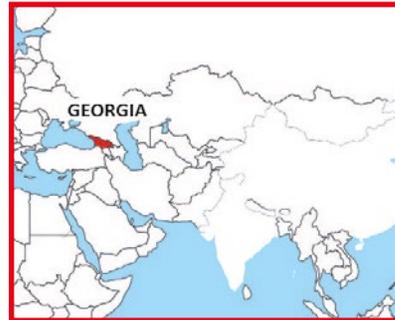
Options	Networking events	Virtual networking spaces	Knowledge dissemination and sharing	M&D Training	Local public services access and investment facilities	Migrant - led initiatives	Migrant supports to LD
Action points	Bring together actors face to face contacts	Reach out virtually to significant numbers of actors	Replicate good practice	Build individual and collective M&D capacity	Promote a favorable environment for local development's engagement	Replicate/ up scale migrant - led initiatives	Organize migrants' consultation
Issues	Be aware of abilities/limits in identifying participants	Identify modes of update and maintenance	Rely on consolidated networks	Simultaneously train actors in the global North and South	Coordinate activities with other level of government	Identify relevant sectors for LD to which migrants can truly contribute	Take their opinions/ advices into account in policies and project's design



## Promoting cooperation among migrant communities and local governments for local development (LD)

### Partners:

- National Association of Local Authorities of Georgia
- Latvian Association of Local and Regional Governments



### Objectives:

- develop the capacities of local authorities in the Georgian region of Imereti to effectively reach out to migrants and their families;
- leverage migrant resources for local socio-economic development.

### Main activities of the project:

- assess the needs of local communities in Georgia, as well as the capacities and potential of Georgian migrants abroad;
- set up Migration Offices within the local authorities of four different towns in Georgia (Kutaisi, Zestaphoni, Chiatura and Tkibuli).

### Successful aspects of the project:

- local attitudes shifted from migration as a negative phenomenon, to a positive one;
- the Georgian diaspora responded favourably, with many migrants contacting the Migration Office hotlines with enquiries or suggestions on support services that could be developed locally to assist them in channelling their resources towards communities of origin;

- the project was supported by an excellent communication strategy to disseminate information within Georgia and among the Georgian diaspora (local radio, TV programmes, internationally distributed Georgian newspapers and web resources);
- migrant relatives were encouraged to set up organizations to engage in permanent dialogue with the LAs;
- this project could be replicated in other Georgian towns, and also exported to other countries.

Alongside migrants, their families and civil society actors, local authorities also play a key role in generating an enabling environment for migrants' contributions to be beneficial to LD. The project succeeded in setting up a structure within local authorities to establish direct contact with migrants' households, and to act as a conduit of communication and information sharing between sending communities and migrants.

## Mobilizing and giving a voice to migrant communities

Local authorities should:

- seek the advice of migrant communities, be open to their guidance, include them in concrete programmes and give them a role to play in developing more effective policies and projects;
- promote consultation and seeking of the advice of migrants' communities in the planning and implementation of development projects, and enhance their participation in the policymaking process: diaspora experts' boards, migrants' consulting firms, election/designation of migrant representatives, etc;
- set up programmes to raise awareness and inform individual migrants about the realities in their countries of origin, the ongoing development projects and possibilities for their engagement;
- involving migrant communities in the planning of policies and projects is a **major tool for their (re)integration** in territories of origin and destination. It guarantees that both their **interests and their rights are respected**;
- enhance the active participation of migrant associations and communities in the policymaking process in the field of M&D in their communities of origin and destination;

- safeguard the rights and well-being of migrant communities.

## Promoting the involvement of more vulnerable populations within migrant communities

Local authorities should:

- pay particular attention to the potentially more vulnerable categories of migrants such as **women, youth, the elderly, asylum seekers and refugees**. These persons have the right to see their concerns, needs and priorities heard and addressed. The adoption of a gender- and rights-based approach to migration requires specific measures (see Topics 2 and 5 in this module). Migrant communities and their engagement with local development are largely incomplete when these individuals are not included;
- provide skills development training to answer the specific needs of each category of migrants;
- support associations or groups of specific vulnerable/minority groups;
- promote the involvement of vulnerable populations in cross-cutting measures that should be reflected in all activities set up by local authorities.

### POINT FOR REFLECTION

Bearing in mind the above information, and in reference to figure 19 above: **“Local authorities’ projects or supports to migrant/diaspora organizations”**, can you think of a small-scale project/activity that could be developed in your local context to promote migrant communities’ engagement?

**In your opinion, what could be the challenges and limits?**

**What links and partnerships will have to be established to carry out this project/activity?**



Do you want to know more about empowering migrants at the territorial level? Go to Module 3.

## KEY LEARNING POINTS

Local authorities are relevant actors for empowering migrant communities, but they first have to identify their goals and capacities, get to know these communities better, and build trust. Afterwards they have all the necessary tools and conditions to mobilize migrant communities for local development. They can do so in:

- facilitating the creation of sustainable networks among migrant communities and empowering these networks;
- strengthening the capacities of migrant communities;
- mobilizing and giving a voice to migrant communities;
- promoting the involvement of more vulnerable populations within migrant communities.

In empowering migrant communities, local authorities stimulate:

- the building up of partnership and dialogue;
- the transfer of migrants' skills and entrepreneurship for LD;
- the socio-economic integration of migrants.

Local authorities in territories of origin and destination have to face several challenges, especially when it

comes to actually meeting migrant communities' needs and interests, coordinating between each other and with their counterparts at the national level, and building trust with migrant communities and locals, as well as between each other.

However, with a strong political will, concrete actions, good local governance and a constant multi-stakeholder and multi-level dialogue, local authorities can overcome these challenges and play an important role in empowering migrant communities.





## TOPIC 5

# ADOPTING A HUMAN RIGHTS-BASED APPROACH TO MIGRATION AND DEVELOPMENT IN A LOCAL CONTEXT

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## Learning objectives:

By the end of this topic, participants will be able to:

- appreciate the principal international legal instruments that apply to migrants and their families;
- apply the rights-based approach in the migration and local development process;
- examine the role of LRAs as promoters and defenders of a rights-based approach.



## Introduction

Migrants can and do contribute to local development and enrich communities. However, these efforts are hampered by the many cases of human rights violations, discrimination, scapegoating and exploitation that migrants face. Yet promoting and protecting the human rights of all migrants is a commitment taken on by governments under legally binding international human rights treaties. In order to ensure these treaties reach the grassroots level and that such protection reaches all members of society, human rights protection mechanisms must be adapted and implemented at the local level. This will ensure not only the protection of migrants' rights, but also the necessary social cohesion through which local development and inclusive growth is possible.

# 1. THE LINKAGES BETWEEN HUMAN RIGHTS, MIGRATION AND DEVELOPMENT

Human rights refer to those liberties and benefits which, by accepted contemporary values, all human beings should be able to claim “as of right” in the society in which they live. These rights are contained in the *International Bill of Rights*, comprising the *Universal Declaration of Human Rights, 1948*, the *International Covenant on Economic, Social and Cultural Rights, 1966*, and the *International Covenant on Civil and Political Rights, 1966*, and have been developed by various other treaties based on this core (e.g. the *Convention on the Elimination of All Forms of Discrimination against Women, 1979* and the *International Convention on the Elimination of All Forms of Racial Discrimination, 1965*).

Until recently, the linkages between human rights and development had been largely unexplored within the UN international human rights protection system and the UN development cooperation mechanisms, both of which were born in the late 1940s and largely operate as two separate pillars of the UN.

However the UN has made much progress in reflecting on this linkage and putting it into practice. This includes defining a common understanding of a human rights-based approach to development cooperation, as well as further exploration of this linkage through the UNDP Human Development Report of 2000, where the human rights and human development agendas were recognized as having a common vision and purpose: “to secure the freedom, well-being and dignity of all people everywhere”.<sup>20</sup>

Human development is now globally known and recognized as representing the extent to which a person is “free” of discrimination and want; free to develop and realize their human development; free from fear; free from injustice and violations of the rule of law; free in thought and speech and to participate in decision making and form associations; free from exploitation in the workplace, etc.

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<sup>20</sup> UNDP (2000)

Each of these freedoms – and the many more that have been defined – can be clearly and directly linked to the many human rights defined in the international human rights law protection system – for example, the right: to enjoy a decent standard of living; to development; to protection from torture, arbitrary arrest and other violent acts; to access to justice and a fair trial; to freedom of speech and religion; to associate and bargain collectively; and the right to equal and fair pay, etc.

*“challenges of human rights, development and security are so closely entwined that none can be tackled effectively in isolation”.*  
UN Secretary-General Declaration “In Larger Freedom”, 2005



When they are able to live in dignity and freedom, migrants are better able to contribute to society, both economically and socially. However their ability to do so is directly linked to the extent to which their civil, political, social, economic and cultural rights are ensured, and access to justice and accountability mechanisms guaranteed. Migrants cannot reach their full potential as development actors without having meaningful possibilities to participate in public life and without being fully integrated into society as a whole.

At the local level, this essentially means equal access to services such as housing, fair employment, education, health and public participation. However, many migrants are exposed to human rights abuses, especially those in an irregular situation, and can face discrimination, exclusion, exploitation in their jobs and abuse at all stages of the migration process. At times even the most basic labour protection and healthcare rights can be denied, particularly to irregular migrants, which can lead to cases of physical and sexual abuse, forced labour, enslavement, trafficking and extremely low levels of living and working standards, which – in the worst case scenario might be fatal.



## 2. A HUMAN RIGHTS-BASED APPROACH (HRBA) TO M&D

AN HRBA approach emphasizes that human rights **are interdependent and inalienable, and that there is no hierarchy between different sets of rights**. It is a conceptual framework based on international human rights standards and is operationally directed to promoting and protecting human rights. It seeks to analyse and **redress discriminatory practices**. It is also about **empowering people** to know and claim their rights, and about increasing the ability and accountability of individuals and institutions who are responsible for respecting, protecting and fulfilling rights. This means giving people greater opportunities to participate in shaping the decisions that impact on their human rights.

It also means increasing the ability of those with responsibility for fulfilling rights to recognize and know how to respect those rights, and make sure they can be held to account.

The HRBA to development is operationally directed at promoting and protecting human rights by integrating the HRBA into the development project cycle. The whole conceptualization, design and implementation of any development initiative (including migration and development initiatives) is thereby rewired to include the human rights perspective. This includes specific indicators to measure enhanced rights protection and specific actions that address the root problem of why the rights being addressed in the project are not guaranteed.

It therefore rather identifies beneficiaries of projects as *“rights holders”* with entitlements, along with corresponding *“duty bearers”* (usually the state/government) and their obligations, and works towards strengthening the capacities of rights holders to make their claims and of duty bearers to meet their obligations.



## UNFPA Human Rights-Based Approach

### The reciprocal relationship between rights holders and duty bearers



Development initiatives are more effective and sustainable when implemented from a HRBA, given that they aim essentially to tackle and mitigate the root causes of discrimination and inequality through the provision and protection of rights by the state at all levels, as the ultimate guarantor of human rights.

The common UN understanding of the human rights-based approach to development cooperation is supported by the core concepts of international human rights law, which state that all human rights are:

- **universal and inalienable:** All people everywhere in the world are entitled to them;
- **indivisible:** All types of rights are equal, be they political, civil, economic, social or cultural, and cannot be ranked in a hierarchical manner;
- **interdependent:** The realization of one right often depends, wholly or partly, on the realization of others.

The HRBA therefore constitutes a framework of action based on these principles, as well as a set of guidelines and tools for development policymakers as outlined in the text box below.

### The UN Human Rights-Based Approach to Development Portal<sup>21</sup>

To support development initiatives to apply a human rights based approach, the United Nations has created a **Participants' Portal on Human Rights-Based Approaches to Programming**, which features a collection of resources designed to assist the practitioner in the field integrate a human rights-based approach in their work. For example, there is a common **Learning Package on HRBA**<sup>22</sup> and a set of **various tools**<sup>23</sup> that can support relevant actors to **apply an HRBA approach**.

In this Learning Package there is also a **specific section related to migrants and refugees**.<sup>24</sup>

### POINT FOR REFLECTION

Based on the analysis made above on how you could reformulate your initiative to include an HRBA, and based on the specific rights identified that are being violated, compile a list of the specific international and regional instruments that are pertinent and check whether your respective country has ratified these instruments.



<sup>21</sup> <http://hrbaportal.org/>

<sup>22</sup> <http://hrbaportal.org/common-learning-package-on-hrba>

<sup>23</sup> <http://hrbaportal.org/programming-tools>

<sup>24</sup> <http://hrbaportal.org/archives/topics/migrants-refugees-idps>

## POINT FOR REFLECTION

### HOW TO APPLY A HUMAN RIGHTS-BASED APPROACH (HRBA) TO MIGRATION?

An HRBA to migration **places the migrant at the centre of migration policies and management, and pays particular attention to the situation of marginalized and disadvantaged groups of migrants.** Such an approach will also ensure that migrants are included in relevant national and local action plans and strategies, such as plans on the provision of public housing or national strategies to combat racism and xenophobia.

Human rights mechanisms, such as the Special Rapporteur on the Human Rights of Migrants and the Committee on Migrant Workers, have been clear in stating that although countries have a sovereign right to determine conditions of entry and stay in their territories, they also **have an obligation to respect, protect and fulfil the human rights of all individuals under their jurisdiction, regardless of their immigration status.**



**What are the elements that in your opinion show that an HRBA applies or not to migrants in your territory?**

In order to be able to apply an HRBA to migration and development initiatives at the local level, it is essential to understand the international, regional, national and local human rights context in the countries involved. This will allow you to identify the rights and mechanisms you can use to base your initiative on, that are aligned with national and human rights efforts and ratifications. This will give legal legitimacy to your initiative that can be utilized to advocate for support at local, regional and international levels from the “duty bearers” responsible for ensuring such rights. At the international level, the United Nations High Commissioner for Human Rights provides information on a per-country basis, on conventions ratified and special procedures and reports on human rights.<sup>25</sup>

<sup>25</sup> <http://www.ohchr.org/EN/Countries/Pages/HumanRightsintheWorld.aspx>

### 3. FUNDAMENTAL RIGHTS OF MIGRANTS AND INTERNATIONAL LEGAL STANDARDS

*“Migration concerns us all and no State can escape from its obligations under international human rights law to protect and ensure respect for the human rights of migrants, irrespective of their migration status.” – François Crépeau, UN Special Rapporteur on the Human Rights of Migrants*



All immigrants, irrespective of their legal status, have human rights. While States have the right to regulate the entry and stay of non-nationals in their territory, they can only do so within the limits of their human rights obligations.

An internationally recognized human rights framework has been developed over the past decades by the member States of the UN, bringing together a comprehensive set of binding human rights and related instruments, along with non-binding standards of best practice and principles.

The legal and normative framework affecting international migrants cannot be found in one single human rights convention, but is instead spread over a rich set of instruments and related principles and standards, as summarized in the table below:

Instrument	Main goal	Status <sup>26</sup>
<b>Universal Declaration of Human Rights</b> (1948)	<i>“Recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world” (Preamble), together with Article 13: “(1) Everyone has the right to freedom of movement and residence within the borders of each state. (2) Everyone has the right to leave any country, including his own, and to return to his country.”</i>	

<sup>26</sup> As at 16 September 2015

Instrument	Main goal	Status
<b>International Covenant on Economic, Social and Cultural Rights</b> (adopted in 1966, entering into force in 1976)	Commits its parties to work toward the granting of economic, social, and cultural rights (ESCR) to the Non-Self-Governing and Trust Territories and individuals, including labour rights and the right to health, the right to education, and the right to an adequate standard of living	Signatories: 71 Parties: 164
<b>International Covenant on Civil and Political Rights</b> (adopted in 1966, entering into force in 1976)	All human beings enjoy civil and political freedom, which can only be achieved if conditions are created whereby everyone may enjoy their civil and political rights.	Signatories: 74 Parties: 168
<b>International Convention on the Elimination of Racial Discrimination</b> (adopted in 1965 and entered into force in 1969)	Commits its members to the elimination of racial discrimination and the promotion of understanding among all races.	Signatories: 87 Parties: 177
<b>Convention on the Elimination of Discrimination Against Women</b> (adopted in 1979, entering into force in 1981)	Commits its Parties to respect the civil and political rights of individuals, including the right to life, freedom of religion, freedom of speech, freedom of assembly, electoral rights and rights to due process and a fair trial.	Signatories: 99 Parties: 189
<b>Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment</b> (adopted in 1984, entering into force in 1987)	Prevents torture and cruel, inhuman or degrading treatment or punishment around the world.	Signatories: 81 Parties: 158
<b>Convention on the Rights of the Child</b> (adopted in 1989, entering into force in 1990)	Commits to the civil, political, economic, social, health and cultural rights of children.	Signatories: 140 Parties: 195
<b>International Convention for the Protection of All Persons from Forced Disappearances</b> (adopted in 2006, entering into force in 2010)	Intended to prevent forced disappearance as defined in international law, and crimes against humanity.	Signatories: 94 Parties: 50
<b>Convention on the Rights of Persons with Disabilities</b> (adopted in 2006, entering into force in 2008)	Protects and ensures the full enjoyment of human rights by persons with disabilities, and ensures that they enjoy full equality under the law.	Signatories: 159 Parties: 157
<b>Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families</b> (adopted in 1990, entering into force in 2003)	Reaffirms migrants' economic, social and cultural rights as laid out in the Covenant on Economic, Social and Cultural Rights of 1966, and aims to ensure migrants are treated on an equal basis in these areas to nationals.	Signatories: 38 Parties : 48

Instrument	Main goal	Status
<b>Convention on the Status of Refugees and Asylum-Seekers</b> (adopted in 1951, entering into force in 1954)	Lays down rights to seek and enjoy asylum and provides that no one shall expel or return a refugee against his or her will, in any manner whatsoever, to a territory where he or she fears threats to life or freedom and basic minimum standards and rights for the treatment of refugees. Such rights include access to the courts, to primary education and to work, and provision for documentation, including a refugee travel document in passport form.	Signatories: 19 Parties : 145
<b>Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, Supplementing the UN Convention Against Transnational Organized Crime</b> (adopted in 2000, entering into force in 2003)	Provides victims with the right to protection from being re-trafficked, to compensation and restitution, and to specific assistance to provide for their physical, psychological and social recovery.	Signatories: 117 Parties : 167

### *What rights for migrant workers?*

#### **1. Under the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families**

The International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families was adopted by General Assembly Resolution 45/158 of 18 December 1990. This Convention is applicable, except as otherwise provided, to all migrant workers and members of their families without distinction of any kind as to sex, race, colour, language, religion or conviction, political or other opinion, national, ethnic or social origin, nationality, age, economic position, property, marital status, and birth or other status – including irregular migration status. It shall apply during the entire migration process of migrant workers and members of their families, which comprises preparation for migration, departure, transit and the entire period of stay and remunerated activity in the State of employment, as well as return to the State of origin or the State of habitual residence. The term “**migrant worker**” refers to a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national.

The adoption of the Convention was a historic event for migrant workers and members of their families. It establishes the principle of equality of treatment with nationals in certain areas for all migrant workers and their



families, regardless of their legal status. The Convention for the first time set forth internationally uniform definitions agreed upon by States for different categories of migrant workers. It also obliged sending, transit and receiving States parties to institute protective action on behalf of migrant workers and members of their families.

In addition, as workers, migrant workers are also covered by the international labour standards of the International Labour Organization (ILO).

## 2. Protection of migrant workers under the ILO legal instruments

The lack of labour protection for migrant workers undermines protection generally for all workers. **In principle, all international labour standards, unless otherwise stated, are applicable to migrant workers.** These standards include the eight fundamental Conventions of the ILO identified in the 1998 ILO Declaration on Fundamental Principles and Rights at Work.

Every member State of the ILO has the obligation to respect the principles of the eight fundamentals Conventions, irrespective of the status of ratifications outlined below.

The eight ILO fundamental Conventions
Forced Labour Convention, 1930 (No. 29)
Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)
Right to Organise and Collective Bargaining Convention, 1949 (No. 98)
Equal Remuneration Convention, 1951 (No. 100)
Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
Minimum Age Convention, 1973 (No. 138)
Worst Forms of Child Labour Convention, 1999 (No. 182)
Abolition of Forced Labour Convention, 1957 (No. 105)

## POINT FOR REFLECTION

**Do you think that the eight fundamental conventions are relevant when we talk about protecting migrant workers' rights? Why?**



Moreover, from its very inception, the ILO also resolved to protect “*the interests of workers employed in countries other than their own*” (ILO Constitution, 1919, Preamble, recital 2), and has pioneered the development of specific international standards for the governance of labour migration and protection of migrant workers. It has adopted two Conventions, in 1949 (Convention No. 97) and 1975 (Convention No. 143), which are accompanied by non-binding Recommendations (Recommendations 86 and 151).

Taken together ILO Conventions 97 and 143 recognize that:

- migrant workers, including those in an irregular situation, have basic human and labour rights;
- once admitted to employment, regular migrant workers should enjoy equal treatment with nationals in particular regarding:
  - wages and working conditions;
  - trade union rights;
  - access to accommodation;
  - access to social security benefits;
  - employment taxes;
  - access to labour courts;
- the social consequences of labour migration need to be addressed (e.g. facilitation of family reunification; see Convention No. 143 and Recommendation No. 151);

- the labour migration process needs to be regulated within a rights-based rule of law framework.

**The ILO Multilateral Framework on Labour Migration:  
Non-binding principles and guidelines for a rights-based  
approach to labour migration<sup>27</sup>**

The ILO Multilateral Framework on Labour Migration represents a considered response to widespread demands for practical guidance and action with a view to maximizing the benefits of labour migration for all parties. It aims to assist governments, social partners (employers' and workers' organizations) and stakeholders in their efforts to regulate labour migration and protect migrant workers. It provides a comprehensive set of rights-based guidelines and principles, as a global compilation of good practices on labour migration developed by governments and social partners.

**ILO Convention No. 189 and ILO Recommendation No. 201:  
Decent work for domestic workers**

Convention No. 189, adopted in 2011, provides a new framework for domestic workers, but is also aimed largely at empowering women migrant workers, considering that they represent the majority of domestic workers. Since they are directly involved in recruitment and employment services, local actors and authorities have an important role to play in enforcing and providing such services to the people covered by this Convention.

The Convention and Recommendation are founded on the fundamental premise that domestic workers are neither “servants”, nor “members of the family”, nor second-class workers.

These standards provide the basis for improving the working and living conditions of tens of millions of domestic workers who perform work that has been undervalued historically and traditionally done by women, representing around 87% of all domestic workers. They embrace a large and growing category of workers who are often migrants or members of disadvantaged communities. Their work is often hidden and their vulnerability high. Bringing domestic workers under the protective wing of the international labour standards system is a crucial development in moving towards the goal of decent work for all. Domestic workers are entitled to decent work as are all workers.<sup>28</sup>

<sup>27</sup> ILO, “Multilateral Framework on Labour Migration: (2006)

<sup>28</sup> ILO Domestic Workers Convention No. 189

## What rights for migrants in an irregular situation?

### POINT FOR REFLECTION

Do you think that the term “illegal migration” means the same as “migrants in an irregular situation”? **Irregular entry, stay and work are not criminal offences, but rather administrative misdemeanours.** Not distinguishing correctly between the two terms reinforces the false and negative stereotype that migrants in irregular situations are criminals.



Irregular immigrants have no legal status in their residing country, and are therefore most vulnerable to exploitation and discrimination in key areas of social, economic and public life. They are affected by formal barriers to the enjoyment and exercise of rights. This is aggravated by the fact that irregular migrants are discouraged from approaching public service providers or courts, for fear of being identified as irregular and consequently deported from the territory of destination. This results, for instance, in the failure to seek health services or justice on the part of victims of serious violations (such as domestic violence and rape) who are in need of urgent medical treatment. Nonetheless, basic social rights are embodied in the International Convention on Economic, Social and Cultural Rights.

The Platform for International Cooperation on Undocumented Migrants (PICUM) lists the basic social rights of undocumented migrants as follows: *“the right to shelter, the right to health care, the right to fair labour conditions, the right to organise, the right to education and training, the right to a minimum subsistence, the right to family life, the right to moral and physical integrity and the right to legal aid.”*<sup>29</sup>

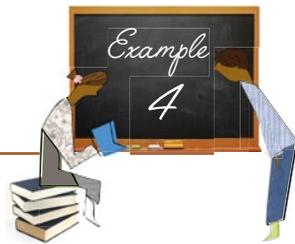
Local authorities are able to examine key aspects of the situation of irregular immigrants in their areas, in order to assess the extent to which their fundamental human rights are respected and protected, in areas such as health, housing, education, social care, employment status and fair working conditions, and access to remedies against violations and abuse.

Moreover, in some instances local authorities have full competence as to how to administer social service policies, even when they have limited

<sup>29</sup> See more at <http://picum.org/en/our-work/who-are-undocumented-migrants/human-rights/>

funding and have to follow regulations from the national government.

Furthermore, local authorities are also bound to international human rights standards and are responsible for implementing effective services for their residents, irrespective of migration status. Local authorities have a unique possibility to fulfil the basic human rights of migrants (in both theory and practice, and including irregular migrants) – as policymakers and as service providers. In fact, local authorities can be instrumental in encouraging a fairer migration policy at the national level – one that would not only improve and give access to services, but also regularize the immigration status of families and individuals.



## Municipal IDs and local bureaucratic membership in several US cities<sup>30</sup>

Municipal ID cards are a new type of initiative cities<sup>31</sup> have developed in recent years to advance integration of city residents who have difficulty government-issued identification documents, **undocumented immigrants**, transgender homeless, the elderly, youth and the prison re-entry population. **Municipal IDs are available to all city residents, regardless of immigration or citizenship status.** They are valid only in the city that issued them and can be used for identification with police, school and other city officials, as well as at local banks and stores. They serve purposes other than identification, also functioning as library cards, discount cards for local businesses, and prepaid and fully-fledged debit cards. Soon they will likely also serve as public transit cards. Municipal IDs do not however confer legal status, give authorization to work or permission to drive, prove legal age to purchase alcohol or tobacco, establish new city benefits for cardholders, or change cardholders' eligibility for any existing local, state, or federal benefits or services.



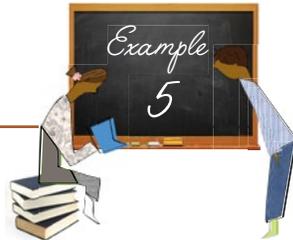
<sup>30</sup> Els de Graauw, Municipal ID Cards for Undocumented Immigrants: Local Bureaucratic Membership in a Federal System, *Politics & Society* (2014), Vol. 42(3) 309–330

<sup>31</sup> Cities such as New York, San Francisco, Newark (New Jersey) and New Haven (Connecticut).

These municipal ID card programmes nonetheless are important initiatives that address **the most basic rights and benefits of city residents**. **In the specific case of undocumented immigrants**, having a municipal ID card **makes it safer for them to interact with frontline city workers and to move around in the city**. A municipal ID card also makes it easier for undocumented immigrants to participate in local commerce and **to access municipal facilities, including recycling centres, public schools, city-run health clinics, libraries, city parks, and public beaches and golf courses**.

These benefits for undocumented immigrants amount to what is best described as **local bureaucratic membership**. **The main goal of municipal ID cards is to facilitate access to municipal service bureaucracies for undocumented immigrants**, who – to the detriment of both their own and other city residents’ health, safety and welfare – **tend to avoid contact with government officials and agencies**.

The case below presents an innovative approach to how local authorities in Germany, together with a local NGO, have been able to use the human rights-based approach to health-related policies for irregular migrants, without departing from national migration laws and those on access to health care.



## City of Frankfurt and Maisha (Registered Association)

“Department of Health of the City of Frankfurt (*Gesundheitsamt der Stadt Frankfurt*) agreed to work with the Maisha organization,<sup>32</sup> an African women’s NGO in the city, to provide medical appointments and treatment for undocumented migrants. The initiative is also supported by the Social Services Department and Department for Multicultural Affairs of the City. The services are provided anonymously, to address migrants’



<sup>32</sup> <http://www.maisha.org/english.html>



fears of being detected. There are specifically targeted services for undocumented women, including specific consultation times and information on sexual and reproductive health. The centre also provides social counselling, with the assistance of cultural mediators. This initiative has become a benchmark of good practice in Germany, and several other major city administrations have implemented similar drop-in centres that have “Humanitarian Consultation Hours” (*Humanitäre Sprechstunde*) providing medical appointments and basic treatment for undocumented migrants. The consultations are provided free of charge, and contributions towards medical treatment costs are arranged according to the patient’s means. The centres work in partnership with networks of specialist doctors, to refer patients with more serious health concerns”

*“The Committee of the Regions notes that all EU member states have ratified the European Convention for the Protection of Human Rights and Fundamental Freedoms and are therefore supposed to uphold, including at sub-national levels of government, the principle of respect for fundamental human rights and freedoms set out in that text [...] argues that the fundamental rights protected by the European Convention for the Protection of Human Rights and Fundamental Freedoms must be recognised for all individuals residing in any EU country, regardless of citizenship. This represents a basic standard of dignity and freedom accorded to individuals, whether or not they are EU citizens. Most of the articles in the EU’s Charter on Fundamental Rights do apply to everyone, including third country nationals.”*

The Committee of the Regions, on local and regional authorities’ legal human rights obligations, 2011



*"The exclusion of vulnerable groups from health care brings along major risks like individual suffering and exploitation, a risk for public health in general, demand for emergency services which are far more expensive, the creation of backstreet services, ethical dilemmas, problems for the administration and discrimination against the concerned migrants."*

-Wayne Farah, Newham Primary Care Trust



## POINT FOR REFLECTION

**What are the most common forms of human rights violations that migrants experience in your context?**

**How are local authorities taking action?**



### ***What rights for forced migrants?***

Forced migration is **defined as a migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or man-made causes** (e.g. movements of refugees and internally displaced persons, as well as people displaced by natural or environmental disasters, chemical or nuclear disasters, famine or development projects). Currently, only asylum seekers and refugees are protected by the UN Convention relating to the Status of Refugees. They are defined as set out below.

**Refugee:** Someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion.

**Asylum seekers:** Persons seeking to be admitted into a country as refugees and awaiting decision on their application for refugee status under relevant international and national instruments. In the event of a negative decision, they must leave the country and may be expelled – as may any foreigner in an irregular situation – unless permission to stay is provided on humanitarian or other related grounds.



This UN Convention relating to the Status of Refugees stipulates that, subject to specific exceptions, **refugees and asylum seekers should not be penalized for their illegal entry or stay.** The Convention also contains **the principle of non-refoulement** which provides that no one shall expel or return (*“refouler”*) a refugee against his or her will, in any manner whatsoever, to a territory where he or she fears threats to life or freedom. Finally, the Convention lays down basic minimum standards for the treatment of refugees, without prejudice to States granting more favourable treatment. Such rights include access to the courts, to primary education, to work, and to the provision for documentation, including a refugee travel document in passport form.

Yet in a global context of increasing conflict, natural disasters and climate change, protecting forced migrants is more crucial than ever, as the numbers of forced migrants continue to rise – **with an estimated over 53 million**<sup>33</sup> involuntarily displaced persons worldwide, including refugees, asylum seekers and internally displaced persons. At the same time, urbanization trends are also on the increase, with more than half of the world’s population now living in urban areas.

Moreover, displaced populations tend to settle in areas where the urban poor or other migrants live, often in slums or informal settlements where States’ capacity to deliver services and infrastructure is already weak.

<sup>33</sup> As of the end of 2013, Zeter (2014)



Much like economic migrants – whether regular or irregular – displaced populations are often exposed to exploitation, extortion, organized crime and antagonism from communities of destination. In addition, forced migrants may have additional health and psycho-social needs, due to the traumatic and involuntary manner in which their migration has occurred. This also includes limited access to available services, including housing, as well as the loss of assets, social isolation and problems with documentation. The massive influx and outflow of people due to natural and man-made disasters and crises can therefore reshape cities and territories, and stretch the absorption capacity of communities of destination and existing urban services and infrastructure, as they attempt to respond to the needs of forced migrants.

Yet such responses tend to be anchored around a short-term humanitarian approach. This approach is indeed extremely important to ensure that basic amenities such as clean food, water, shelter and clothing are provided, but does not provide any longer term development and livelihood prospects. Indeed, the assumption that displacement is a temporary condition and that displaced persons will return to their place of origin when the situation passes is certainly not always the case. Very often displaced persons do not return home, for reasons typically related to the challenges of property restitution, limited opportunities for viable livelihoods, poor access to housing and services, and ongoing insecurity in territories of origin.

It is within this context that any territory experiencing inflows of forced migrants should also consider how to mitigate the negative effects of such movements, as well as harnessing the positive contributions that involuntarily displaced persons – just like voluntary migrants – can bring to the society of destination. Forced migrants have many assets, skills and resources. Experience is already showing that the economic and social contribution they make to their territories of destination – by importing new skills as well as expanding markets thanks to their transnational linkages. Indeed, displaced populations can have a positive impact on GDP, increasing demand and consumption for goods and services, thus stimulating expansion of the productive capacity and increasing overall economic output. In addition, significant positive impacts may be felt in investment and capital formation – for example housing, infrastructure and the starting up of new businesses.

Yet, once again, the ability for displaced persons to contribute positively to local development processes is seriously hampered by the human rights



violations they face. Displaced populations depend on local authorities' ability to evaluate their needs and provide appropriate services, and it is local authorities that can directly facilitate access to rights, benefits and services for migrants.

The challenges outlined above call for a comprehensive human rights-based approach at the local level that takes into account the legal specificities of the various categories of both involuntarily displaced migrants and voluntary migrants, together with the particular needs of each category, to ensure their human development and consequent positive contribution to society. In other words, beyond the humanitarian response related to forced migration, displacement should be framed as an opportunity for local development and integrated into existing migration and local development efforts as part and parcel of the already well recognized migration and development Nexus.



## Supporting tools and initiatives linking forced migration to development

The UNHCR have created an online portal entitled “Good Practices for Urban Refugees”<sup>34</sup> which is a database to support professionals working with urban refugees. It contains an e-learning course on the main elements for local actors to support refugees, from basic humanitarian needs to enhancing livelihoods and self-reliance. It also contains a database of good practices that have been collected, together with a library of useful publications.

The UNHCR has also produced a “Handbook on planning and implementing Development Assistance for Refugees (DA) programmes”,<sup>35</sup> which aims to support professionals working with refugees to work towards improving the quality of life in the asylum and refugee process, building on their productive capacities.

Finally, the UN has also created the “Solutions Alliance: Ending Displacement Together”,<sup>36</sup> with the main goal of promoting and enabling the transition for displaced persons away from dependency towards increased self-resilience, self-reliance and development. They achieve this by supporting innovative solutions in selected displacement situations and helping to shape the global policy agenda to recognize displacement as a development challenge as well as a humanitarian and protection issue.

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<sup>34</sup> <http://www.urbangoodpractices.org/>

<sup>35</sup> UNHCR, “Handbook for Planning and Implementing - Development Assistance for Refugees (DAR) Programmes” (2006)

<sup>36</sup> <http://www.endingdisplacement.org/>



## 4. A SHARED RESPONSIBILITY IN THE PROTECTION OF MIGRANTS' RIGHTS

While origin and destination territories share the responsibility for protecting the rights of migrants, their respective responsibilities differ, for two reasons. First, different events take place during migrants' experiences in their own territories before they leave, than take place after their departure and during their stay in territories of destination. Second, territories of origin and destination have the ability to exercise more supervision in their own territories, and much less ability to control what takes place in another.

Therefore during the first stage, before migrants leave home, greater responsibility to protect their rights rests on their territories of origin. During the second stage – that is, after their arrival – greater responsibility rests with their territories of destination. During the third stage, when they return home, greater responsibility shifts back again to their territories of origin. Although different events are taking place during these periods in origin and destination territories, requiring different approaches to protection, they can and should cooperate with each other in the search for the best approaches for protecting migrants and furthering their rights.<sup>37</sup>

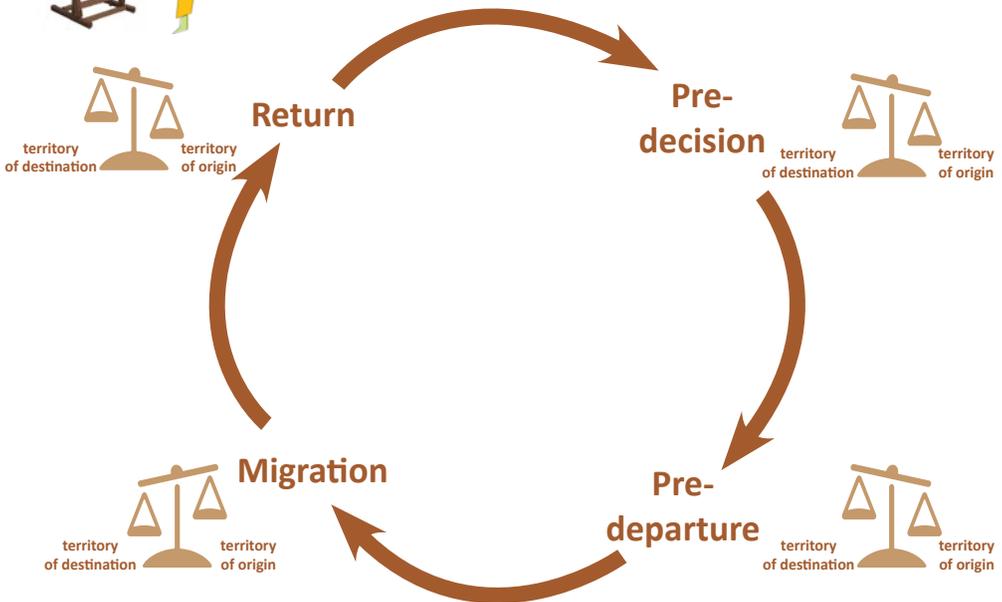
**The responsibility for the protection of migrants' rights does not lie in one single territory:** it lies all along the path migrants follow, and all along the migration cycle. The migration cycle consists of four phases: pre-decision, pre-departure, migration and return.

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<sup>37</sup> ILO (2006)



## Sharing responsibility during the migration cycle



Do you want to know more about challenges and opportunities during the migration cycle? Go to Core Module, Topic 1, as well as Module 1, Topic 2.

Local authorities can cooperate all along the cycle, among other things by exchanging information with each other, engaging in regular dialogue and cooperation on migration policy for the protection of migrants' rights, entering into local agreements, and cooperating in locating and sanctioning those who violate the rights of migrants and refugees of all ages and genders. Where possible, localities should include a role for civil society, workers' and employers' organizations and educational and health institutions in their cooperative efforts to manage migration and offer decent work possibilities and social services in order to protect migrants' rights etc.<sup>38</sup>

The following tables indicate some of the initiatives local authorities and other local actors in both origin and destination territories can implement to address the risks and vulnerabilities faced by migrants all along the migration cycle.

Pre-decision and pre-departure <sup>39</sup>	
Territory of origin	Territory of destination
Pre-departure training and orientation	Provision of pre-departure training and orientation on territories and communities of origin
Awareness on the potential risks and vulnerabilities that future migrants could face in the territory of destination and information on their rights	Engage in bilateral and multilateral dialogue and cooperation to promote a human rights-based approach to migration, and discuss solutions to prevent trafficking and smuggling locally
Contact information for assistance in the destination territories, including sources of emergency assistance	Inform about the human and labour rights of migrants in its territories
Ensure a fair recruitment process by participating in the monitoring of recruitment agencies	

## POINT FOR REFLECTION



**What can local authorities in territories of origin do to help ensure a safe migration process?**

**What kind of pre-departure information can they provide? What role can they play in the pre-departure training process, together with civil society, including trade unions?**

<sup>39</sup> Ibid.

### Transit process<sup>40</sup>

Territory of origin	Territory of destination
Coordination to provide information wherever private recruiters, traffickers, and smugglers search for persons to transport across borders for work, be it in cities, small towns, or the countryside, and coordination of police forces to enforce regulations.	
The transit territories should provide access to emergency care when needed.	

## POINT FOR REFLECTION

**How can local authorities in territories of transit support migrants to improve their migration process and safety? How can local authorities facilitate access to emergency care if necessary? Why should LRAs in transit countries engage in these activities? How would they directly or indirectly benefit their territory?**



### Migration stay<sup>41</sup>

Territory of origin	Territory of destination
Coordination and partnerships with migrants /diaspora associations established in the territory of destination in order to encourage local development programmes	Monitor the application of laws and the protection of migrants' human rights
Build and maintain partnerships with destination territories and advocate for their compliance with international standards as guaranteed by established agreements	Ensure equal treatment for locals and migrants and respect to human rights for migrants at local level, as well as their access to basic services (health, insurance, education etc.)
Establish local services for the family left behind, such as financial literacy to manage remittances and access to health and education	Attention should be paid to those migrants who are especially vulnerable, such as those with irregular status, women and minors
Perform community outreach to families of migrants who are particularly vulnerable to abuse, such as women or those who are isolated, especially domestic workers and children	Enforce legislation protecting migrants' human rights at the local level

<sup>40</sup> ibid.

<sup>41</sup> ibid.

Migration stay	
Territory of origin	Territory of destination
	Ensure that migrants have free access to and information on complaint procedures at the local level
	Facilitate the systematic transmission of information locally to prevent abuses of migrants in various sectors
	Action for coordination with diverse local actors in order to facilitate the social, economic and political integration of migrants and their families
	Set up programmes to fight against xenophobia and racism
	Facilitate and encourage the setting up of migrant associations/cultural associations to promote multiculturalism



## POINT FOR REFLECTION

**What can local authorities in the country of destination do to facilitate the social, economic and political integration of migrants and their families at local level?**



Return <sup>42</sup>	
Territory of origin	Country of destination
Assist migrants and their family with social and professional reintegration back into their communities upon their return (e.g. access to school for children of migrants and supporting free language courses if necessary)	Provide information about the possibility of investment in the territory of origin, as well as their rights back home
Provide relevant information to migrants to ensure a smooth reintegration process	Provide pre-return access to training, to maximize the use of skills acquired during the migration stay
Together, LRAs in the territory of origin and destination should lobby national governments to ratify social security agreements allowing the transfer of social security benefits acquired abroad	Inform returnees on their social protection rights once they have returned, particularly if there is a social security agreement in existence between the country of origin and that of destination, and facilitate returnees' access to this mechanism
Provide social, economic and psychological support for migrants who have suffered abuse/exploitation, e.g. victims of trafficking	

## POINT FOR REFLECTION

**What can the local authorities in the territory of origin do to encourage the social and professional reintegration of returnees?  
What are the different actors LRAs should work with?**



<sup>42</sup> ibid.



Moreover, given their potential to initiate multistakeholder dialogue and participatory decision migration, they are well placed to integrate the migration phenomenon into urban planning and inclusive growth strategies. In other words, it is local authorities – and cities in particular – that are best placed to deal with the main challenges of and ensure the rights of those persons constituting the complex mixed flows of economic migrants, regular or irregular, and displaced persons ranging from refugees to internally displaced persons. Indeed, while urban environments make migration more complex, they also offer opportunities for economic production and self-reliance, since they are better equipped to integrate such populations, due to the greater availability of resources, services and partnership opportunities with NGOs, private organizations and academia, and so on.



Do you want to know more on the responsibilities of territories to protect migrants? Go to Module 3, 4 and 5.

## 5. FIGHTING XENOPHOBIA AND ADDRESSING DISCRIMINATION: WHAT ROLE FOR LRAS TO ENSURE SOCIAL COHESION?

Xenophobia and discrimination linked to immigration and cultural diversity in general, play a vital role in the creation of an environment more or less suitable for positive intercultural coexistence, as well as in the prevention of xenophobia and racist-based violence.

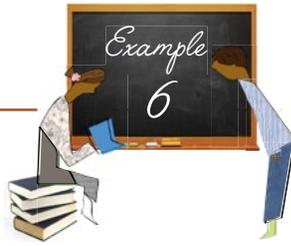
**Xenophobia** can be described as attitudes, prejudices and behaviour that reject, exclude and often vilify persons, based on the perception that they are outsiders or foreign to the community, society or national identity. There is a close link between racism and xenophobia, two terms that are hard to differentiate from each other.

**Discrimination** is the failure to treat all persons equally where no reasonable distinction can be found between those who are favoured and those who are not favoured. Discrimination is prohibited in respect of *“race, sex, language or religion”* (Article 1(3), UN Charter, 1945) or *“of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status”* (Article 2, Universal Declaration of Human Rights, 1948).



Xenophobia and discrimination constitute two of the most influential means of disseminating racism, hate, stereotypes and prejudices that reinforce hostile attitudes towards migrants.

Nonetheless, local authorities have the power to implement strategies to counteract xenophobia and discrimination. For example, in 2010 Barcelona's City Council implemented a strategy to address xenophobia and discrimination against migrants and foster social integration and peace. See the example below.



## The BCN Anti-Rumour Strategy and the BCN Anti-Rumour Network in Barcelona, Spain

When the Barcelona City Council (Office for Immigration and Interculturality) unveiled its long-term strategy to improve coexistence between locals and immigrants, it launched a clever public service campaign to dispel rumours, misconceptions and the prejudices that many local people held about minorities and immigrants. They recruited and trained “anti-rumour officers” to dispel myths and spread the campaign through local organizations and the city’s neighbourhoods. The practice relies on the existence of a wide network of stakeholders (400 actors) for its communication and awareness-raising strategy. The BCN Anti-Rumours Network is a crucial element of the strategy. Its members are in charge of planning and developing the actions of the Anti-Rumours Strategy.



The Strategy consists of face-to-face campaigns with targeted audiences, with the use of humorous language to combat stereotypes and hate and to foster a broader level of acceptance of immigrants by the native-born. The first part of the project identified the main stereotypes and prejudices that were circulating in Barcelona.

These included five themes:

- the arrival of new migrants;
- abuse of social and health care services;
- failing to declare income or pay taxes;
- anti-social behaviour in public spaces;
- taking jobs from locals.



Next, they equipped the “anti-rumour officer” with accurate information about migrants and techniques for addressing misconceptions, with nimble situation-based actions to be taken at work, at home or in the street.

## POINT FOR REFLECTION

**In your context, what ideas do you have to combat rumours and stereotypes in your community and foster more acceptances of migrants?**



## KEY LEARNING POINTS

Human rights are universal legal **guarantees protecting individuals and groups against actions and omissions that interfere with their fundamental freedoms, entitlements and human dignity.** A human rights approach to migration and development is a conceptual framework process that can foster a sustainable process of human development, one that is normatively based on the international human rights standards. Migration and development policies therefore require specific human rights-sensitive analyses and solutions at the local level.

A human rights approach to migration and development **places the migrant at the centre of migration and development policies** and management, and pays particular **attention to the situation of marginalized and disadvantaged groups of migrants.**

**Local authorities** should take into account **the specific needs of all categories of migrants, and should aim to shift unequal power relations to enable the full enjoyment of their human rights, including as a prerequisite for them to reach their full human development potential.** From a human rights perspective, migrants (regular, irregular and forced) are entitled to protection under various international human rights and humanitarian laws, regardless of their migratory status.

**The protection of migrants' rights is a shared responsibility between the territory of origin and the territory of destination, and therefore responsibility for the protection of migrants' rights does not lie in one single territory:** it lies all along the path migrants follow, and all throughout the migration cycle.

**All immigrants, irrespective of their legal status, have human rights.** While States have the right to regulate the entry and stay of non-nationals in their territory, they can only do so within the limits of their human rights obligations.





## TRAINING ACTIVITIES

<p><b>Activity 0a:</b>  <b>Introductions and expectations for participants who don't know each other</b></p> <p><b>Activity 0b:</b>  <b>Introductions and expectations for participants who don't know each other</b></p>	<p><b>Introduction to the training course</b></p>
<p><b>Activity 1:</b>  <b>Sectors affecting and affected by migration</b></p> <p><b>Activity 2:</b>  <b>The structural context of migration</b></p>	<p><b>Topic 1</b></p>
<p><b>Activity 3 :</b>  <b>Empowerment in the balance</b></p> <p><b>Activity 4:</b>  <b>Migration, remittances and gender-responsive local development</b></p>	<p><b>Topic 2</b></p>

<p><b>Activity 5:</b>  <b>Opportunities and challenges faced by migrants implementing M&amp;D activities</b></p> <p><b>Activity 6:</b>  <b>Links between migration, local development and local governance</b></p>	<p>Topic 3</p>
<p><b>Activity 7:</b>  <b>Projects and initiatives organized by local authorities to support migrant/diaspora organizations</b></p>	<p>Topic 4</p>
<p><b>Activity 8:</b>  <b>The human rights-based approach to migration in the local context</b></p>	<p>Topic 5</p>
<p><b>Activity 9:</b>  <b>Wrap-up</b></p>	<p>Review and conclusion of Core Module</p>

## Activity 0a: Introductions and expectations for participants who don't know each other

**Breaking the ice  
and getting to  
know each other**



### Objectives:

- give an opportunity to participants to get to know each other;
- understand participants' expectations and clarify whether these expectations can be met or not during the training programme;
- present the learning objectives of the Core Module.

### Before the activity

Take a flipchart and divide it into four areas (see figure on the right).

In the different areas, write:

- A. Name and organization
- B. Expectations for the course
- C. Contribution to the course
- D. Something about them we wouldn't know until they told us (e.g, favourite sport, preferred hobby, etc...)

A. Name and organization	B. Expectations
C. Contribution	D. Something

### During the activity

Give a flipchart paper with a marker to each participant and tell them they have ten minutes to fill in their own chart by writing or drawing.

Explain that the chart will be posted on the wall, so they should write in large letters and clearly enough to ensure that the information is readable by other participants.

Once the preparation time is over, start by presenting your own chart, to provide an example of what is expected from each participant.

Explain that the presentation time shouldn't be longer than one or two minutes.

Let participants introduce themselves, while taking note of participants' expectations on a whiteboard or flipchart.

Once the presentations are over, summarize participants' expectations and explain how they will be met, or not, during this training programme.

Conclude the session by presenting the objectives of the Core Module.

<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• Organize this activity at the very beginning of the course, for example after a more formal opening session</li> <li>• This activity is most meaningful when participants don't already know each other. For audiences where participants for the most part already know each other, use Activity 1b instead</li> <li>• Insist that participant have a maximum of two minutes to introduce themselves, otherwise the overall activity might last too long</li> <li>• Due to the fact that participants share some personal information (item D of the flipchart), this activity will contribute to encouraging openness and trust within the group</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• One flipchart paper for each participant</li> <li>• One marker for each participant</li> <li>• Paste or Scotch tape</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 5 minutes to present the activity and the four questions to be discussed</li> <li>• 2 minute per participant for presentation</li> <li>• 5 minutes to review and clarify participants' expectations</li> <li>• 5 minutes to present the course objectives</li> </ul>

# Activity 0b: Introductions and expectations for participants who don't know each other

<p><b>Meeting participants I don't know</b></p> 	<p><b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• give an opportunity to participants who don't know each other to get acquainted;</li> <li>• understand participants' expectations and clarify whether these expectations can be met or not during the training programme;</li> <li>• present the learning objectives for the Core Module.</li> </ul> <p>Explain to participants that they are invited to walk around the classroom to <b>meet and greet participants they have never met before</b>.</p> <p>Each round of each discussion will last three minutes, during which each partner will introduce her/himself by explaining: i) where s/he works and what s/he does; ii) what her/his expectations are for this course; and finally iii) something personal about her/himself.</p> <p>After three minutes, invite participants to change partners and have a similar discussion with another participant they don't know yet.</p> <p>Repeat the procedure a couple more times, depending on the number of participants who don't know each other.</p> <p>When you think participants have had enough time to meet and greet participants they didn't know, call everyone back in plenary and ask participants to share expectations that have been expressed during the discussions.</p> <p>Write all expectations on a whiteboard or flipchart and ask if anyone has further expectations; explain how they will likely be met (<b>or not</b>) during this training programme.</p> <p>Conclude the session by presenting the course objectives.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• Organize this activity at the very beginning of the course, for example after a more formal opening session</li> <li>• This activity must be organized when most participants already know each other. Otherwise, it is better to do the activity 1a</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Flipchart or whiteboard for the plenary session to debrief around participants' expectations</li> </ul>

## Time



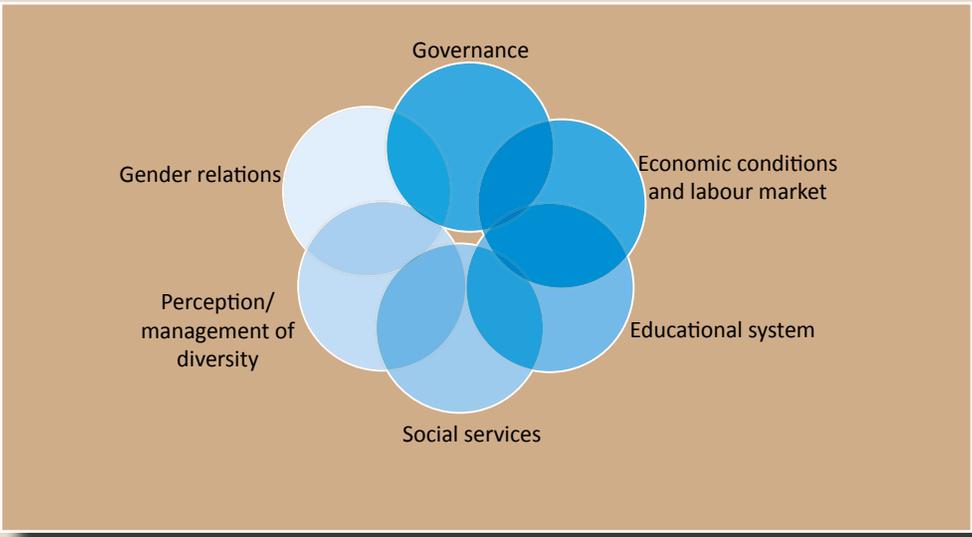
- 5 minutes to present the activity and the three questions to be discussed
- 3 minutes per round of discussion
- 10 minutes to review and clarify participants' expectations

## Activity 1: Sectors affecting and affected by migration

<p><b>Dot voting and discussion</b></p> 	<p> <b>Objectives:</b></p> <ul style="list-style-type: none"><li>• analyse which sectors are most affected by migration and which ones affect migration most;</li><li>• describe the impact of migration on those sectors;</li><li>• describe the policies influencing these sectors.</li></ul> <p><b>Before the activity</b></p> <p>Draw Figure 1: <i>Sectors affecting and affected by migration and development</i> (see Annex 1 below) on a whiteboard or a flipchart paper</p> <p><b>During the activity</b></p> <p>Ask participants to consider Figure 1, and allow them ten minutes to reflect individually on the following questions:</p> <ul style="list-style-type: none"><li>• What are the three sectors most affected by migration?</li><li>• What are the three sectors affecting migration the most?</li></ul> <p>Give each participants three sticky dots of Colour A and three sticky dots of Colour B.</p> <p>Once the preparation time is up, ask participants to stand up and come to the board to place their sticky dots on the three sectors they think are most affected by migration (Colour A) and on the three sectors they think most affect migration (Colour B).</p> <p>Discuss the final outcome of the vote in the plenary, then carry on with the discussion, with the following questions:</p> <ul style="list-style-type: none"><li>• What is the impact of migration on these sectors?</li><li>• What policies can influence these sectors?</li></ul>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"><li>• Organize this activity towards the end of the section on “Migration and Development: What is this?”</li><li>• Explain clearly that dots of Colour A indicate what sectors are “most affected by migration”, and that dots of Colour B indicate what sectors “affect migration the most”. Participants must follow the colour code in order for the activity to be meaningful</li><li>• One of the benefits of this activity is to get participants to stand up, which will energize them. You can ask them to remain standing around the board for the discussion following the dot vote</li></ul>

<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Sticky dots of two different colours (Colour A and Colour B)</li> <li>• Whiteboard or flipchart paper</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 5 minutes to explain the activity and present the first two questions</li> <li>• 10 minutes for individual reflexion</li> <li>• 20 to 30 minutes for discussion</li> </ul>

**ANNEX 1: Sectors affecting and affected by migration and development**



# Activity 2: The structural context of migration

<p><b>Case study</b></p> 	<p style="text-align: center;"> <b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• analyse the structural conditions affecting migration;</li> <li>• identify the changes in structural context in the territories of origin that may impact the migration experience.</li> </ul> <p>Divide participants into three to four groups, making sure that the groups are as heterogeneous as possible (variety of experts and countries/territories).</p> <p>Ask the groups to read Idriss’ case (available in Annex 2) and answer the following questions:</p> <ul style="list-style-type: none"> <li>• What are the structural conditions affecting Idriss’ migration experience?</li> <li>• How may Idriss’ migration affect living conditions at home?</li> <li>• What changes in the structural context in Idriss’ territory of origin could have affected his migration experience?</li> </ul> <p>Preparation time is 40 minutes.</p> <p>When preparation is over, each group presents its work in the plenary.</p> <p>Facilitators should correct any wrong information and complete it as needed.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• Organize this activity before the session on “M&amp;D through the lens of the migration cycle: Impacts, challenges and opportunities”</li> <li>• Four to five persons per group is a good number (less may not allow enough exchange of ideas; more may mean that some participants may not get to be very active)</li> <li>• Alternative for group presentation in plenary: Instead of having group representatives coming to the front of the class to present their group work, ask participants to stand up and congregate around each group table (one after the other) and listen to the group outcomes. This way, the debriefing session serves as an energizer</li> </ul>

<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Copies of Idriss' case for each participant</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 40 minutes preparation time</li> <li>• 5 minutes per group for presentation</li> <li>• 15 minutes for Q&amp;A</li> </ul>

## ANNEX 2: Story of a low-skilled migrant worker

### Story of a low-skilled migrant worker

In his book *“S’abandonner à vivre”*, French writer Sylvain Tesson writes the story of Idriss, a migrant from Nigeria who went to work in France. Although it is a novel, the story reflects the reality of an important part of low-skilled migration between Africa and Europe, and provides a good insight into the structural conditions affecting migration and affected by it.

With the help of his family and through loans, Idriss has saved 5000 euros over five years to pay to be smuggled to France, where he had a contact who could provide him with a job. The decision to migrate was taken with his family, as changing climatic conditions were impacting their camel livestock farming business, their traditional business. Drought had already killed several of their camels and the activity was no longer economically sustainable. Therefore remittances would allow the family to cope with the situation and eventually send the children to school to be able to learn new skills. Idriss leaves on a truck with several other migrants. The trip is organized by an Algerian smuggler. 15 days later they reach the Mediterranean sea, where a boat awaits them. Unlike Idriss was told, the boat did not reach France, but rather Italy, and in terrible conditions.

Therefore Idriss travelled all the way to Paris, sometimes hitchhiking, sometimes walking, and found his contact. His contact provided him with access to a job as a window cleaner, which provided him with 800 euros a month, as well as a place to sleep – a dormitory shared with other migrants, mostly irregular, in a neighbourhood exclusively occupied by

African migrants. Idriss' life was not easy, and he was really feeling the fact of being a foreigner in Paris. However, some reassurance was given by the solidarity that existed among certain groups of other migrants, who for instance taught him the basics for reading French. The rest of the reassurance was that although he was in that situation, he was still able to fulfil his promise to send money back home. Indeed, after one year his debts had been paid and he could finally send money home. Once his rent in a dormitory in one of Paris' housing estates and his food were paid, he was able to send 300 euros a month. One day while cleaning the front of a travel agency, he saw an advertisement that said: "Live the ultimate nomadic experience in Niger, ten days all-inclusive, Paris–Algiers–Hoggar–Niger: 2000 euros".

### **Questions to be discussed with your group:**

- What are the structural conditions affecting Idriss' migration experience?
- How may Idriss' migration affect living conditions at home?
- What changes in the structural context in Idriss' territory of origin could have affected his migration experience?

**Preparation time is 40 minutes.** When the time is up, one representative should be prepared to present the discussion outcomes to the class.

### Activity 3: Empowerment in the balance<sup>43</sup>

<p><b>Empowerment in the balance</b></p> 	<div style="text-align: center;">  <b>Objectives:</b> </div> <ul style="list-style-type: none"> <li>• evaluate to what extent migration contributes to the empowerment of women, and identify what factors may be disempowering;</li> <li>• identify possible points of intervention in territories of origin and destination.</li> </ul>																				
<p><b>Before the activity</b></p> <p>Draw a balance on a flipchart paper. Write the word <i>empowerment</i> on one side of the balance and the word <i>disempowerment</i> on the other side of the balance.</p>  <p>Prepare a second flipchart paper with the following table:</p> <table border="1" style="margin-left: auto; margin-right: auto; border-collapse: collapse; text-align: center;"> <thead> <tr> <th colspan="4">Points for intervention</th> </tr> <tr> <th></th> <th>In origin</th> <th>In destination</th> <th>Responsible party</th> </tr> </thead> <tbody> <tr> <td>Community</td> <td></td> <td></td> <td></td> </tr> <tr> <td>National level</td> <td></td> <td></td> <td></td> </tr> <tr> <td>International level</td> <td></td> <td></td> <td></td> </tr> </tbody> </table> <p><b>During the activity</b></p> <p>In the plenary, ask participants to identify what factors in migration situations should go on each side of the balance (i.e. what factors contribute to empowering women and which ones contribute to disempowering them).</p> <p>Write each factor on the corresponding side of the balance.</p> <div style="margin-top: 20px;">  <p>Make sure to only accept factors influencing empowerment, not effects.</p> </div> <p>Once you feel that all factors have been listed, continue the discussion by asking participants to identify the potential points of intervention to empower women, in territories both of origin and of destination.</p> <p>Classify the interventions in the table that you have prepared prior to the activity.</p>	Points for intervention					In origin	In destination	Responsible party	Community				National level				International level				
Points for intervention																					
	In origin	In destination	Responsible party																		
Community																					
National level																					
International level																					

<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• For the second part of the activity, put several flipchart papers together to have more space to write down participants' answers. If available, you can also use a large whiteboard</li> <li>• This activity should be organized before presenting Topic 3: Feminization of migration and impact at local level</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Flipchart paper</li> <li>• Markers</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 10 to 15 minutes for the first part of the discussion (factors)</li> <li>• 20 to 25 minutes for the second part of the discussion (interventions)</li> </ul>

# Activity 4: Migration, remittances, and gender-responsive local development

<p><b>Case study</b></p> 	<p> <b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• highlight the gender aspects of the case;</li> <li>• discuss and compare the gender aspects of the case to the participants' context/realities.</li> </ul> <p>Divide participants up into groups of four or five, making sure that these groups are heterogeneous, and give each group a copy of Annex 3: Migration, remittances, and gender-responsive local development: The Albanian case</p> <p>Working in groups, participants have 30 minutes to read the case and answer the three questions.</p> <p>Once the preparation time is up, each group presents their answers in plenary.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• This activity should be organized at the end Topic 3, <i>"Feminization of migration and impact at local level"</i></li> <li>• For the feedback session, instead of asking the different groups to stand in front of the audience, you may ask participants to congregate around each group table (one after the other) and ask each group to present their work from their table (this will help to keep participants active by obliging them to move to the different tables)</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Copies of the case in Annex 3 for each group</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 30 minutes preparation time</li> <li>• 30 minutes presentation and debriefing time</li> </ul>

### **ANNEX 3: Migration, remittances and gender-responsive local development: The Albanian case<sup>44</sup>**

The interconnections between migration, remittances and gender affect local development and are shaped by it in several ways.

First, the gender norms of the origin society and the type of migration options available to Albanians in the 1990s favoured the migration of men to Greece over that of women. Female migration to Greece increased rapidly through family reunification, particularly following male migrants' regularisation starting in 1998. This increase was also affected by the crisis in the Greek care sector, as more Greek women entered the labour force while the Greek welfare state did not provide alternative substitutes for their domestic work. This was taken over by Albanian migrant women, a situation reflected also by the study data, according to which the majority of women were employed in the domestic and care sectors. Meanwhile, men worked overwhelmingly in construction, agriculture, and manufacturing. They had also secured higher shares of semi-skilled work.

Second, Albanian migrant men, continue to be the primary remitters from Greece. This reflects not only their numerical dominance in this migrant community, but also the patriarchal norms of the Albanian society. In Albania, migrants' wives were the primary remittance recipients/administrators in nuclear households; in families that included the parents of migrant sons the remittance recipient/administrator was more often the father.

Many women (also) earned money locally, usually through work on their own small farms. In spite of the opportunities migration and remittances had created, many rural women felt overburdened by the volume and diversity of tasks and responsibilities they had to face on their own, especially dealing with the emotional and developmental needs of their children. Furthermore, not much change had taken place with regards to reproductive tasks such as caring for children and the elderly, which are predominantly performed by women.

Though most remittances are generally used to finance the household's basic consumption, they also fund the health and education of family members and pay for improvements in living conditions through better accommodations.

<sup>44</sup> This case study is extracted from UN-INSTRAW (now UN WOMEN) and UNDP "Migration, Remittances, and Gender-responsive local development: Case Studies : Albania, the Dominican Republic, Lesotho, Morocco, The Philippines and Senegal" (2010).

In addition, significant sums have been invested in agriculture. These investments not only generate income for remittance-receiving households, but also provide local employment opportunities for other families in the origin country. In addition, skills and knowledge related to the investments contribute to a growth in the community's capacities.

However, these processes are strongly marked by gender: most skilled tasks are performed by men, who generally also own the land and the farming enterprises. Most local businesses are also registered as being owned by men, even though women may be performing the majority of administrative and operative tasks.

## Questions

As a group you have 30 minutes to discuss the following questions:

### Question 1:

What are the important **gender aspects** you would highlight in this case regarding these three key elements:

- employment;
- remittances;
- local development.

### Question 2:

What are the similarities with your local context?

### Question 3:

Let's twist the situation and imagine a scenario of a similar country where the migrants were mainly women and the husbands the primary remittance recipients. Do you think the impact and use of remittances would be the same:

- for the household?
- for the community?
- how would the impact differ?

## Activity 5: Opportunities and challenges faced by migrants implementing M&D activities

### Case study



#### Objective:

- identify the opportunities and challenges generally faced by migrants while implementing M&D activities.

#### Before the activity

Divide the whiteboard or a flipchart paper in two.

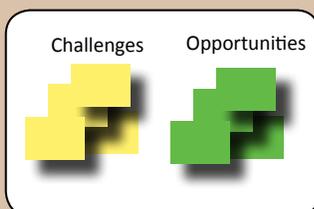
On one side write “Opportunities” and on the other side write “Challenges”.

#### During the activity

Divide participants into three or four groups, making sure that the groups are as heterogeneous as possible (variety of experts and countries/territories).

Ask the groups to read the short case in Annex 4 below and to discuss the opportunities and challenges **generally** faced by a migrant while implementing M&D activities.

Give each group a set of large Post-its of two different colours (Colour A and Colour B), and ask each group to write the challenges they identify on Post-its from Colour A and the opportunities they identify on Post-its from Colour B.



Groups must write **only one idea per Post-it** and write in large clear letters.

Preparation time is 30 minutes.

When the preparation is over, ask a representative from each group to come to the whiteboard one after the other, read aloud the opportunities and challenges they have identified, and stick their Post-its in the corresponding sections.

Finally, the facilitator summarizes the answers and may open the floor for discussion.

### Tips



- If no large Post-its are available, cut A4 size sheets of paper in two and use Scotch tape or paste to glue them onto the whiteboard
- Insist that participants write their ideas in large letters
- Check that groups only write ONE idea per Post-it

### Materials



- Large Post-its of two different colours (Colour A and Colour B)
- Markers to write on Post-its
- Whiteboard or flipchart paper

### Time



- 30 minutes preparation time
- 5 minutes per group for presentation
- 15 minutes discussion in plenary (optional depending on the time available and the importance of the topic to the group)

## **ANNEX 4: Individual initiative to support agriculture and farming in country of origin**

### **Individual initiative to support agriculture and farming in country of origin**

A Cape Verdean expert in hydroponics, coming from the region of São Vicente and living in Portugal, has trained youngsters from the region of São Vicente with the objective of reviving Cape Verdean agriculture and farming as economic activities, in turn improving the living conditions of local rural populations and contributing to local economic development. The beneficiaries were people living in the rural area of São Vicente (approximately 40,000 families), particularly the unemployed (over 30% of the population) and women.

This individual initiative has been supported by two associations: the Association of the Friends of Nature in Cape Verde, and the National Association of Technical Engineers in Portugal. It took place between October 2009 and April 2011 and helped reduced poverty by increasing rural development and food security in the region of São Vicente, through the mobilization of migrants' skills and of professional technical institutions in Portugal.

# Activity 6: Links between migration, local development and local governance

**Puzzle activity**



**Objective:**

- analyse the links between migration, local development and local governance.

**Before the activity**

Make several copies of the figure on *The links between migration, local development and local governance*, available in Annex 5 below.

If possible, enlarge the figure to the size of an A3 sheet.

You will need as many copies as there are groups.

Cut out the different blocks of the figure (be careful not to mix up the blocks from the different figures).

**During the activity**

Divide participants into three or four groups (depending on the total number of participants; each group should preferably be composed of four to five participants).

Give each group all the blocks making up one figure, and ask them to organize the different blocks, showing the links between the different stakeholders (territories of origin and destination local authorities and diasporas).

Ask participants to glue/tape their figure onto a flipchart paper.

When the time is up, ask each group to put up their figure on the classroom wall and invite learners to walk around and take a look at the different figures.

Share the original figure and explain it as needed.

To debrief the activity, discuss with participants how this figure compares with their own context.

**Tips**



- This activity should be organized at the end of Topic 3, after the section on the *Role and importance of local governance*
- Make sure to devote enough time to the debriefing of this activity, in order to ensure a good understanding of the figure as well as an adaptation to the participants' contexts

### Materials



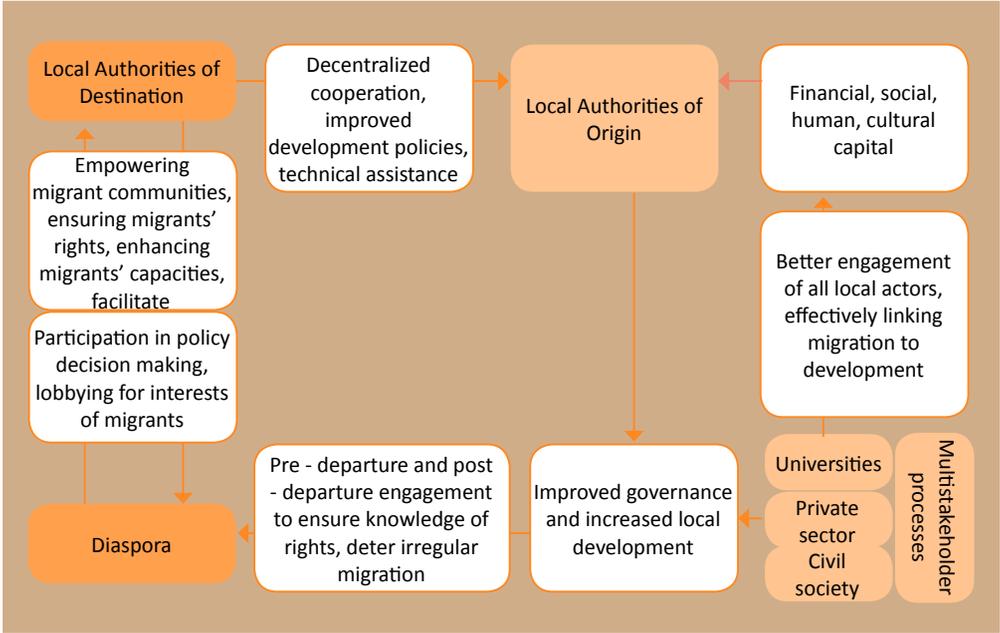
- Copies of the figure in the annex below, entitled *Links between migration, local development and local governance*, if possible in A3 size
- One pair of scissors
- Glue or Scotch tape
- Flipchart paper and markers

### Time



- 20 minutes to recompose the figure
- 10 minutes to walk around and look at the different figures as recomposed by the groups
- 20 to 30 minutes debriefing time

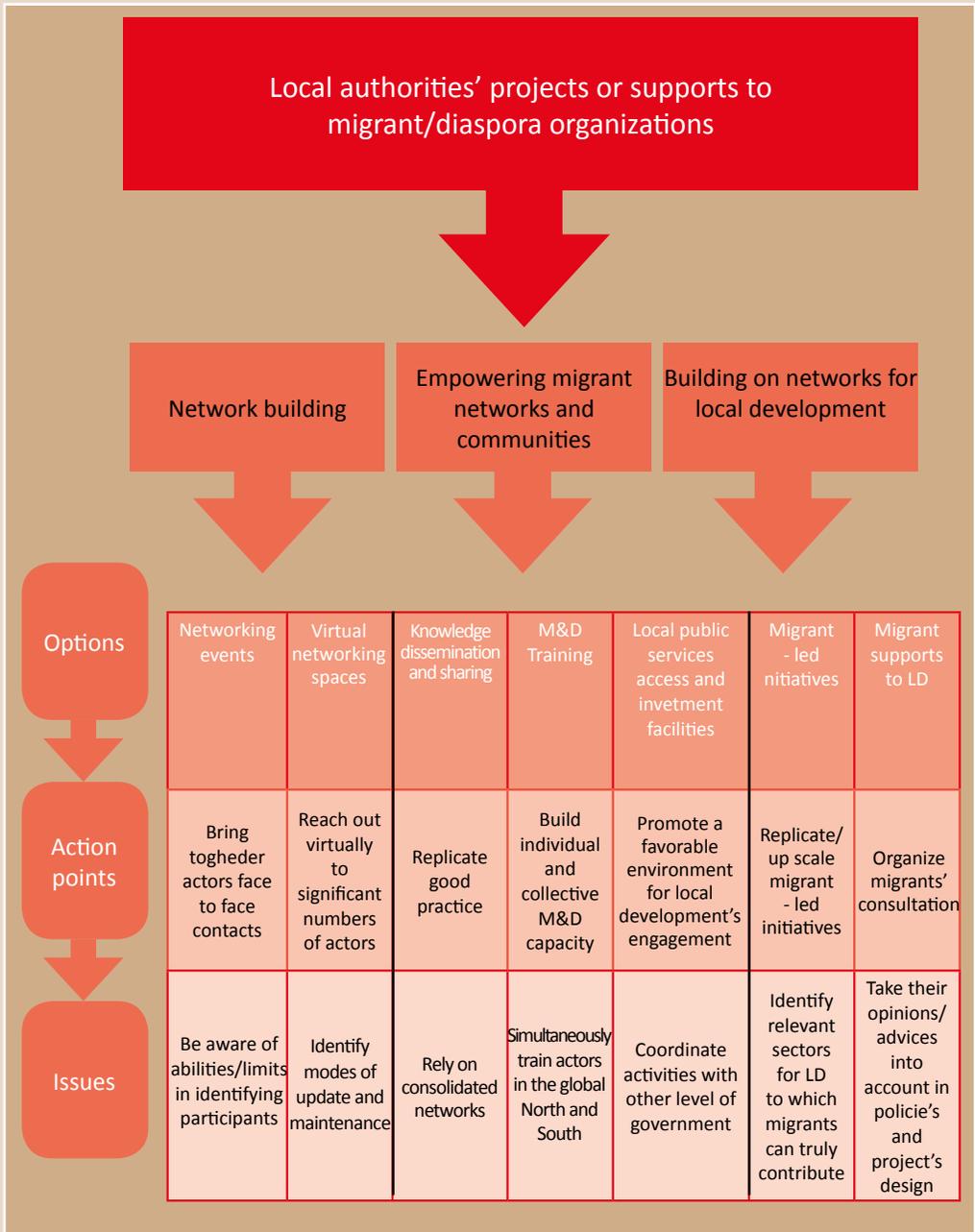
# ANNEX 5: Links between migration, local development and local governance (JMDI, 2012)



## Activity 7: Projects and initiatives organized by local authorities to support migrant/diaspora organizations

<p><b>Group work</b></p> 	<p><b>Objective:</b></p> <ul style="list-style-type: none"> <li>• exchange experiences on projects and initiatives that local authorities can develop to support migrant/diaspora organizations.</li> </ul> <p>Distribute copies of the figure in Annex 6 below, and give participants ten minutes to think about some initiatives that have been set up in their own context and that can exemplify the different parts of the figure below.</p> <p>Once the preparation time has elapsed, ask participants to share these initiatives in plenary and discuss them with participants.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• Ask participants to share concrete examples, and if possible to analyse the lessons learned</li> <li>• Allow enough time for Q&amp;A and discussion after each example</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Copies of the figure in the Annex below for each of the participant</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 10 minutes individual preparation time</li> <li>• 30 to 45 minutes discussion in plenary</li> </ul>

## ANNEX 6: Local authorities' projects or supports to migrant/diaspora organization



## Activity 8: Human rights-based approach (HRBA) to migration in the local context

<p><b>Case study</b></p> 	<p> <b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• identify the human rights specificities of the case;</li> <li>• appreciate the importance of the rights-based approach in the case;</li> <li>• discuss and analyse the role local authorities could played in this specific case, but also most commonly to ensure an HRBA.</li> </ul> <p>Divide participants up into groups of four or five, making sure that groups are heterogeneous, and give each group a copy of Annex 7 entitled <i>Case study: CASA Welcome Centers in Maryland, USA</i>.</p> <p>Working in groups, participants have 30 minutes to read the case and answer the various questions.</p> <p>Once the preparation time is up, each group presents its answers in plenary.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• This activity should be organized at the end of Topic 5, <i>Feminization of migration and impact at local level</i></li> <li>• For the feedback session, instead of asking the different groups to stand in front of the audience, you may ask participants to congregate around each group table (one after the other) and ask each group to present their work from their table; this will help keeping participants active by obliging them to move to the different tables</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Copies of the case in Annex 6 for each group</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 30 minutes preparation time</li> <li>• 30 minutes presentation and debriefing time</li> </ul>

## **ANNEX 7: Case study: CASA Welcome Centres in Maryland, USA**

### **Context**

In Maryland the majority of the migrants and refugees who work as day labourers are from Latin America, but some were born in the US of Latin American background (specially from El Salvador). All look for jobs with fair wages and employers who treat them with respect. Unfortunately, the majority return home each day without finding work. And often those lucky enough to get a job are cheated of their promised wage (or not paid at all), after days or weeks of hard work. For some employers, day workers are an easily exploitable labour force who lack the knowledge or ability to protect themselves. Due to informal labour market conditions, many workers are abused and mistreated by their employers.

### **The Project**

CASA has developed a successful model of addressing the needs of employers and day labourers through Welcome Centres. These Centres provide employment placement services combined with ESOL classes (English for Speakers of Other Languages), vocational training, legal services, and community organizing, to help workers regardless of immigration status achieve economic self-sufficiency. Organized in the early 1990s, CASA's original centre developed in response to the growing number of workers congregating on street corners seeking employment.

Workers lacked information about their rights and responsibilities, facilities such as public restrooms, and safe areas in which to interact and negotiate with employers. In addition, neighbourhood associations and local businesses also expressed concerns about the effects of an unorganized hiring site on the neighbourhood.

Through CASA's efforts to include the range of stakeholders, including neighbourhoods, churches, immigrant advocates, police, businesses and county governments, public and private funding was identified to open the first centre in 1994. Since then, the Centre has grown to house an employment placement program, health education and outreach program, a bilingual health information hotline, a legal services programme, seven levels of ESOL classes, citizenship preparation courses, Spanish literacy courses, a vocational training programme, financial literacy courses, tenant associations, workers' associations and women's associations.

Currently CASA has four Welcome Centres in Montgomery and Prince George Counties, with close collaboration and funding from local authorities.

CASA Welcome Centres' strong human rights-based approach towards the immigrant community in Maryland has ended up being a source of controversy with those who oppose a human rights agenda. This is mostly due to the fact that centres administrated by the group are primarily used by irregular migrants, who may not legally be employed in any capacity in the USA. Regardless, the centres have been supported by local labour groups, immigrant advocates, city leaders and local residents, who had been pushing for an alternative to street-corner hiring of migrants.

## **Direct beneficiaries**

The beneficiaries include day labourers, migrant workers (including irregular migrants), refugees, and low-income workers born in the US. As well, both Montgomery and Prince George counties will benefit, since the labour centres are a very cost-effective investment of government money that provide employment and address public safety by creating an orderly process, keeping people off the street corners and protecting workers and communities as a whole. Migrant centres add to local development and put into practice the conceptual framework of a human rights-based approach for the processes of migration in a context where irregular migrants are stigmatise and discriminated:

### **1. Analyse the case study**

- What are the human rights specificities of this case? Can you identify them?
- What did a human rights-based approach bring to that situation?
- What can the local authorities do in your community to ensure better protection of migrant workers?

### **2. Analyse your context**

- Are there differences in your community among migrants in relation to immigration status?
- What are the main and specific difficulties encountered by the irregular migrants in your context?
- What kind of local initiatives could be taken to improve migrants' conditions within a human rights-based approach?
- In your experience, what are some prejudiced perceptions or stereotypes about migrants (including irregular migrants and refugees)? What effects do these stereotypes have on the design of migration and development programs? (For example, available financing, identification of "problems" to address, etc.)

## Activity 9: Wrap-up

<p><b>The interview</b></p> 	<p style="text-align: center;"> <b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• review the most important topics of the Core Module;</li> <li>• clear up doubts and concerns;</li> <li>• supplement information.</li> </ul> <p><b><u>Before the activity</u></b></p> <p>Take a few moments to select the most important topics of the module, or the most complex ones or the ones requiring deeper thinking or further discussion.</p> <p>Find an object that can be used as microphone (for example a marker).</p> <p><b><u>Conducting the activity</u></b></p> <p>Walk around the classroom, pretending you are a journalist conducting interviews, and ask your questions to different participants. When a participant provides an incomplete or incorrect answer, ask another learner to complete or correct the answer.</p> <p>The activity is over when all questions have been discussed.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• This activity should be conducted towards the end of the course, for example to start the last day. It also acts as a good energizer</li> <li>• This activity can be organized with any number of participants</li> <li>• This activity is also very useful to assess whether all information has been understood properly. Should that not be the case, it is important to take some time to clarify potential misunderstandings</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Questions to review the course</li> <li>• An object that can be used as microphone</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 30 to 40 minutes (excluding preparation time)</li> </ul>

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<p>No references available for this module.</p>	<p><b>TOPIC 4</b></p>
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TOPIC 5





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Joint Migration and Development Initiative(JMDI)

# Managing the link between migration and local development

## Module 1





**Managing the link  
between migration  
and local development**

**Intellectual Property:**

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## General objectives

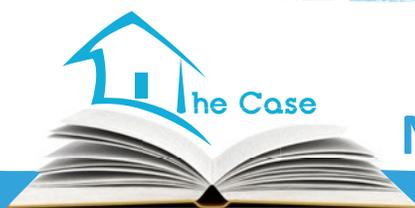
By the end of this module, participants will be able to:

- explain what local development is;
- identify the local key actors and analyze their roles and responsibilities;
- recognize and highlight the interaction and relationships between local development and policies at different levels;
- illustrate the synergies and convergence between migration and local development policies, through concrete examples;
- use existing data on migration to do better at designing consistent local development policies.

## Introduction

This module aims to explore how migration and local development are connected, in terms of policies and initiatives. In other words, the module focuses on the linkages between migration and local development, and on how these linkages are effectively managed in the field.

The first topic explores the particularities of what we call “local development”, including the actors that influence it and the way it is articulated within the national and international contexts. The second topic addresses the way migration can affect local development, and vice versa, throughout the migration cycle. It also provides an insight into how local development is planned and implemented. This is done through the introduction of the concept of the *mainstreaming of migration* within local development planning. Finally, the third topic focuses on one of the most critical conditions that influence the way migration policies are defined: data. It provides an insight into the different kinds of data on migration and on the way they inform policies.



# NAGA CITY<sup>1</sup>

## The context

The Bicol region, where Naga City is located, lies in the middle of the Philippines' sending region for Overseas Filipinos (OFs). Figures from the Overseas Workers Welfare Administration (OWWA) indicate that Naga City has the highest number of OFs within Bicol. In 2011 there were 3,896 OFs that came from Naga, representing 18 per cent of the total for the region. This figure also represents a 17 per cent increase from the 2,588 recorded in 2008.



A survey conducted by the Social Science Research Council of Ateneo de Naga University showed that 11 per cent of the city's total number of households are reliant on "remittances, pensions and retirements" as sources of income. This is evident in the growing number of money remittance service providers in the city, totalling six in 2010.

Increasing emigration and dependence on remittances can be attributed to Bicol's susceptibility to natural hazards. The Bicol region is volcanic in origin and sits in the Pacific Ring of Fire, and is therefore strongly affected by earthquakes and volcanic eruptions. Due as well to its geographical location, Bicol experiences strong typhoons and severe floods and droughts. All of this has led to Bicol becoming the fourth most affected region, with a loss amounting to more than 800 million pesos, and has provoked adverse economic and social impacts, making it one of the poorest regions in the country.

Poverty and a lack of job opportunities are therefore strong motivating factors for people to seek overseas employment. Unfortunately, the lack of education and adequate information also turns these migrants into easy prey for smugglers and traffickers.

<sup>1</sup> This is the representative case study for Module 1. We will go back to it throughout our reading, to learn how theory can be translated into practice.

# TOPIC 1

## WHAT IS LOCAL DEVELOPMENT(LD)?

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## Learning objectives

By the end of this module, participants will be able to:

- explain the concept of local development;
- articulate development policies at different levels (local, national and international), with special attention given to the implications for migration and development;
- identify the local key actors and their roles and responsibilities;
- recognize the roles of migrants within local development, both in countries of origin and in countries of destination.



## Introduction

This topic aims to introduce local development and how it is related to migration.

It is important to first understand what local development is, its scope, its dynamics and actors (including migrants), in order to appreciate in what way migration is a key element within local processes, and how it can be integrated into the design of relevant policies at local level.

Local development:  
*“a collective approach,  
bringing out the abilities of  
each person, an expression of  
real democratization”*

Economie et  
humanisme, Dossier  
Développement local,  
développement humain,  
n° 350, Lyon, 1999

# 1. FROM “DEVELOPMENT” TO “LOCAL DEVELOPMENT VIA “HUMAN DEVELOPMENT”

## What is development?

The concept of **development** can be defined from three particular perspectives:

- 1) qualitative and sustainable improvement of the economy;
- 2) improvement of human and social conditions;
- 3) economic growth and social progress.

Starting in the early 1990s, the traditional development vision focusing on material production (economics and technology) was replaced by another vision, conceptually different, focusing on human abilities: **human development**. This implies a shift from an implicit quantitative approach to a concerted qualitative one. Within this conception, human development *“aims to ensure the needed environment for individuals and groups to develop their potential, and thus being able to live a creative and productive life in accordance with their needs and interests, with the least possible prejudice to natural resources.”*  
UNDP





## POINT FOR REFLECTION

The above are possible definitions of **development**; many others can be mentioned. Do you have one or more that you consider comprehensive and appropriate, and that you would like to share? What does **development** mean for you and the people you work with?

## What does local mean?

**Local** can define a region, a province or a municipality, from the perspective of administrative boundaries. It can also apply to a river basin or a coastline, or a portion of territory based on a common human cultural denominator (economic, social or cultural ties).

The adjective **local** thus refers to a territorial entity where various actors have a common territorial identity and sense of belonging that facilitates mutual understanding and solidarity.

At present, consensus has been reached over the fact that the scale of a **local development** (LD) process should match an administrative jurisdiction (municipal, provincial, departmental, regional, etc.), so as to maximize the advantages of a single authority in charge of a territory, and the system of relations among actors. Partial exceptions can correspond to territories the homogeneity of which is determined by natural conditions.<sup>2</sup>

The intense debate concerning which level of subnational government would be the appropriate context for an LD process has resulted in two main schools of thought, based on ideological and functional arguments: the “municipalist” and the “regionalist” schools.

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<sup>2</sup> For example, a river basin or an island.

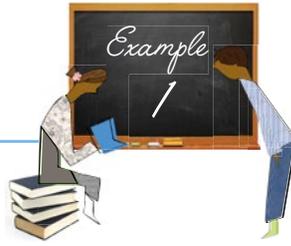
**Municipalists** highlight the advantages of a smaller and allegedly more agile unit of government, with less structural costs and a higher degree of proximity to its citizens. The atomization of structures and decision-making at the local level prevents all sectors taking advantage of economies of scale.

**Regionalists**, on the other hand, insist on an intermediate level of government between the municipal and the national. This normally implies more functions being assigned to the administration (decision-making power); a higher level of economic potentials; greater human, natural and financial resources; and economies of scale. In other words, this means a critical mass able to foster and sustain effective development processes in the various fields of the local economy, and potentially, in the definition of policies and supply of services to citizens and Small and Medium Enterprises (SMEs).

## POINT FOR REFLECTION

The term **local** indeed applies to different scales, and is highly contextualized. It is therefore important to identify which scale is the most relevant in a given context, but also the way in which different scales articulate between themselves. What about your territory? What does **local** mean for you and the people you work with?





## The importance of the intermediate level

The territory known as Pohuwato, a coastal municipality in the province of North Sulawin in Indonesia, has repeatedly been impacted by floods due to rising river waters in the rainy season. Each year hundreds of people have been evacuated and houses destroyed, along with social and productive infrastructure.



The mayor and municipal council were strong advocates of municipal autonomy, with consensus among the citizens as to their intention to rely mainly on their own capacities and resources. They claimed to be entitled to a direct relationship with the central government – 2000 km away, on another island – bypassing the provincial (intermediate) level.

Economically, the area was devoted mainly to fishing and carpentry, with a small cluster related to the production of furniture. The main source of raw materials was the forest on the inland mountains, outside of the municipal boundaries but within the same province. The headwaters of the river (the same river that was identified as the cause of floods and despair) also lay outside the municipality. The municipality spent huge amounts of resources, even borrowing from financial institutions, to reinforce river banks downstream and building new ones – but in vain. Moreover, the irrational exploitation of the forests upstream (to supply local industries) constituted the main but undetected factor leading to the recurrent floods.

Finally, the reluctant local authorities – together with an elected citizens' delegation – accepted participation in a series of sessions devoted to mapping and to planning development interventions, as part of a broader provincial development process. During the subsequent intense discussions with facilitators, as well as with other participants, the representatives of Pohuwato realized – based on factual evidence - that the flood problem required a comprehensive, articulated and multi-actor response.

Such response needed to be designed, planned, implemented and coordinated, both horizontally (with neighboring municipalities) and vertically (with the provincial authorities).

The concrete outcomes coming from integrating Pohuwato into the broader development process were included in a three-year plan for development of the river basin. The plan led to:

- more rational and geographically diversified forest harvesting;
- hydrological interventions to take place upstream so as to reduce pressure on the river;
- the area surrounding the headwaters being declared a protected area;
- local economies (production and markets) with a higher degree of integration.

The frequency and intensity of the floods declined, although they were not completely defeated. The life of the citizens – as well as their livelihoods – prevailed against an historic and recurring threat. In any event the flood problem could not have been tackled by limiting the range of solutions within municipal boundaries.

## What is local development?

*“Local development is defined as the process of shaping the future of a territory. It results from the efforts in coming together and planning undertaken by the local stakeholders as a whole, aimed at making best use of the human and material resources of a given territory, while maintaining negotiation or dialogue with the centres of economic, social and political decision-making where they are found and (in part) depend on.”*

P. Houee , Les politiques développement rural, 2ème édition, INRA / Economica, 1996 , p.213.

*“Local development is a strategy for diversifying and enriching the activities within a given territory, through mobilization of (natural, human and economic) resources and energies, as opposed to centralized strategies for development of the territory.”*

G. Benko, Lexique de géographie économique, Armand Colin, 2001.

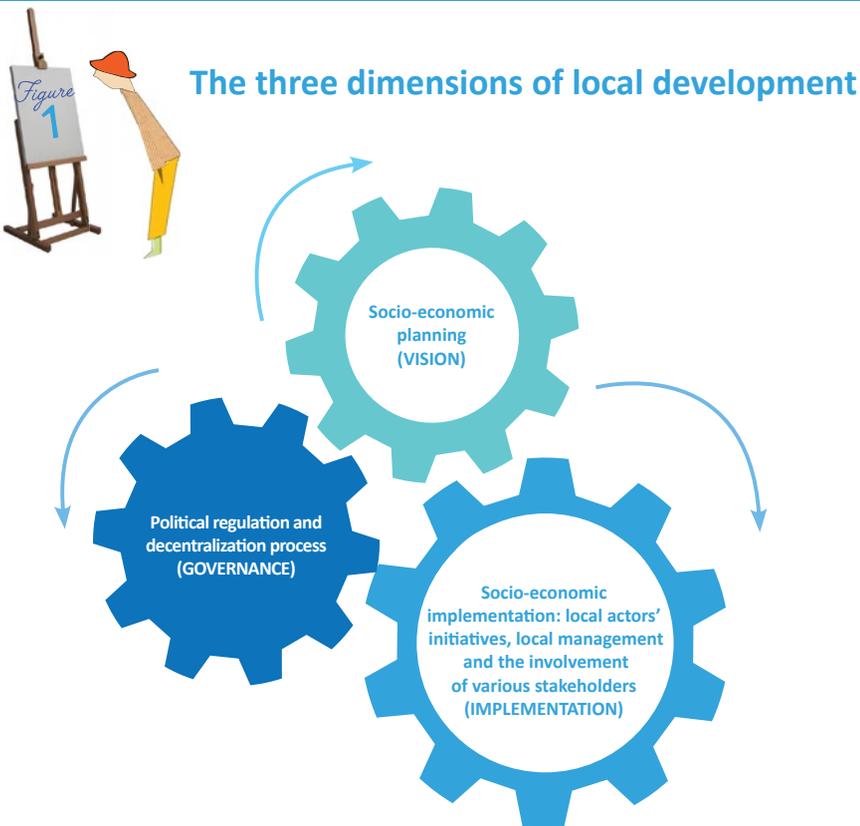
Local development is usually referred to as a process of diversification and enrichment of socio-economic activities, within a subnational territorial scale.

Through the mobilization of actors and networks – but also through the coordination of material and non-material resources – local development can be a process of innovation and breaking with the mainstream, led by various actors and stakeholders.

Local development is an action, and a result of this action. Local development refers to concepts of **integration and participation**, in order to encourage the constitution of networks within an integrated and global conception.

The strategy is to adopt a coherent and shared vision that enables the organizing of choices and the raising of the awareness of target populations.

Local development can be considered a “proximity transaction”<sup>3</sup> between actors and resources, on three different interrelated levels, as shown in Figure 1.



Do you want to know more? Go to Module 1, Topic 2.

<sup>3</sup> M. Blanc, La Transaction Local, Harmattan, Paris 1997

## POINT FOR REFLECTION



Consider one of the first definitions of local development:  
*“A strategy designed to improve the standards of living, economic and social, of a specific population groups in a determined spatial dimension”*

WB, 1975

At the time (15 years ahead of publication of the first Human Development Report) this definition was innovative enough to put **human beings at the centre**, although significant aspects were still not being taken into consideration: can you identify some of them?

In addition, can you describe what **local development** means in your context?

Local development should therefore be understood as a process that can drive, build and support local dynamics, by enabling a substantial improvement in livelihoods. Thus, local development goes beyond this idea of economic growth in order to adopt a sustainable development approach, by associating economic, socio-cultural and environmental dimensions that are essential for the effectiveness and durability of development. This phenomenon implies coordination among **local, national and international policies**, building on the capacities of a significant variety of actors, through seeking local solidarities and involvements. Local development is an answer both to growing globalization, and to development of the centralized territories.



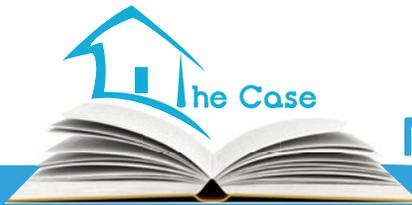
Do you want to know more about partnerships? Go to Module 2 ,Topic 1.



## POINT FOR REFLECTION

**Migrants** may play a significant role in a local development process, be it through their mobilization in local projects, or through the affirmation of their identities. They have the ability to act as “human bridges” between the territory where they come from and the territory where they live. Can you think of an example of migrants contributing to LD processes in your territory?

The **Naga City Case** is a good example of a local governance process: let us investigate its model and principles.



## NAGA CITY

### Naga City local governance model

Naga City, led by a pro-active mayor for 15 years, has managed to promote its development and in particular has been a pioneer in effective local governance, winning various awards including the United Nations Public Service Awards in 2004 for successful application of information and communication technology in local government.



Its success has largely been based on Naga City’s governance model, which evolved from a series of reforms undertaken in the last years and transformed the city government into a creative and effective administration. Indeed, Naga City’s vision and style of local governance have been the guiding framework for its public administration reforms and for promoting good governance, which is the main goal of the government.

This goal is based on **three pillars**:

The **development perspective** whereby the government recognizes its role as leader and provider in local development initiatives and actively seeks to promote both economic development and to build prosperity for the community at large through a pro-poor approach.

Ensuring a **multi-stakeholder** approach through functional partnerships with individuals, community groups, international agencies and other government agencies and civil society in order bring all resources together and effectively overcome resource restraints that usually hamper government services.

**Naga City's  
governance model**

Ensuring **public participation** through mechanisms that promote the inclusion of individuals and the community in government decision - making, thus helping to promote long-term sustainability of development efforts through community ownership.

## POINT FOR REFLECTION

The Naga City's governance model shows the important role of the local level in setting up governance frameworks, thanks to the proximity between local authorities and the different stakeholders, from civil society organizations (CSOs) to the population.

In your territory, who are the most relevant stakeholders involved in governance?



## 2. THE LOCAL ACTORS

Local development actors are “risktakers” and can mobilize their environment for change. They play a fundamental role in managing local development in order to reinforce social cohesion, create interdependencies and think at the global level but act at the local level. They are therefore actors of local governance.



Do you want to know more? Go to Core Module, Topic 3.

Due to their proximity to a specific area, their knowledge of local needs and their expertise in traditional sectors of public life, they are able to maximize the effects of development.

Key actors in local development are:

- **institutional actors:** Local and regional authorities<sup>4</sup> (LRAs), meaning: the elected and non-elected representatives at both levels, councils and executive bodies, as well as the administrative and operational (sectoral) offices attached to local administrations<sup>5</sup>; LRAs have a role in setting up and coordinating the LD process. The comprehensiveness of the latter depends to a certain extent on the level of participation defined for the other actors involved, which are summarily described below. Other institutional actors within an LD process are the deconcentrated offices of national public bodies, such as ministries.

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<sup>4</sup> The correct definition would be Local and Regional Governments, but in some countries the word “government” is applicable only to the national institutional level, and therefore we will use the “LRA” formulation.

<sup>5</sup> Depending on the level of decentralization, LRAs have direct jurisdiction over several sectors related to local development: education, health, environmental protection, and human mobility; they are also frequently involved in supporting local economic development frameworks, for local SMEs to be able to act within a more favourable environment.

- 
- **economic and social actors:** organized and dynamic groups influencing the socio-economic environment, while not being part of the institutional structure at local/regional level. These can be divided into three categories:
    - **non-governmental institutions/organizations:** professional associations, universities, trade unions, **diaspora groups and associations**, and NGOs;
    - **citizens' associations:** the bulk of what is usually called “civil society” in mainstream terminology: self-organized citizens, in groups or associations for addressing their immediate needs and/or interests and dialoguing with the local institutions. These groups/associations often gather together on the basis of a particular theme of common interest (schools, basic health, urban sanitation, civil rights, security, environment protection, etc.). **Diaspora groups and migrant associations are active players under this category of actors;**
    - **private sector:** local SMEs, Chambers of Commerce and associations of entrepreneurs, including of **migrant entrepreneurs**. They come together primarily with the aim of pursuing better opportunities for economic growth. Nevertheless, when a strategic vision for integrated development is agreed upon with the other relevant LD actors, the economic sector also benefits over various dimensions that are not limited to the purely economic/financial aspect. *Stricto sensu*, these actors contribute in shaping a hub for local economic development (LED), integrated within the broader LD process. Migrants are often directly and indirectly involved in LED, both in their territories of origin and in those of destination.

Other actors must be taken into consideration, since they are often present and have an influence on the LD process, although they do not directly belong to the territory:

- **development-related institutions** at national level;
- **development players at international level** (multilateral and bilateral development cooperation).

An LD process conducted in a timely fashion allows players that do not belong to the territory to engage in a coordinated response to the local demand for cooperation and development.

## POINT FOR REFLECTION

**Migrants' potential in local development is manifold**, and relates mainly to the apparent dichotomy of **local** vs. **global**: due to the transnational networks they maintain, through the richness of their experiences and knowledge, as well as through the financial resources they can mobilize.

As key actors and mediators of local development cooperation policies, migrants are excellent communicators for facilitating dialogue with authorities in both origin and destination territories – paving the way for decentralized cooperation, for bringing together ideas and networks, and for initiating development initiatives. They can contribute to economic growth, social solidarity and strengthening of transnational ties.

At the same time, the situation of migrants can be improved by institutional structures and legal frameworks that enhance the affirmation and protection of migrants' rights. They can be considered as recipients of local development as regards technical support and expertise provided to migrant communities by public institutions. Migrants can “benefit” from local development, whether by using the territories' resources, or through local planning in order to create important synergies.

**Can you map the actors within your territory that intervene in development, migration and development, and affect sectoral development (for example in agriculture, transport or education), at all levels, from local to international?**



Do you want to know more about the contribution of migrants to local development?  
Go to Core Module, Topic 3.

### 3. MIGRANTS AND MIGRATION WITHIN LOCAL DEVELOPMENT

Migrants can and do contribute strongly in many ways to the development of both the communities of origin and the communities of destination, through the capitals they possess. These capitals include migrants':

- **human capital:** education, training, skills and knowledge;
- **financial and entrepreneurial capital:** foreign direct investment, trade, remittances, savings, business investments, purchase of real estate and humanitarian support;
- **social capital:** networks, norms and values that facilitate cooperation within and among groups; awareness of social innovations;
- **affective capital:** commitment and goodwill derived from their emotional engagement in their countries of origin.
- It is important to add to this list and emphasize **migrants' local capital**, which is their willingness to act in certain regions that are overlooked by traditional development actors.

From a migrant perspective, it is important to note that migrant communities maintain a physical linkage between the territories of origin and of destination. Migrants from the same region usually tend to migrate to the same area – creating communities – and are often structured around organizations, associations or NGOs.



Do you want to know more? Go to the Core Module, Topic 3 and to Module 3.

In the country/territory of origin, migrants can participate in a significant way in local development.

Initiatives where local authorities promote migrants' contribution to the development of their communities of origin, while also reinforcing their exchanges and integration with their new community of residence, are very important and closely linked to local social and economic issues.

In the country of destination, beyond their contribution as workers and taxpayers, migrants – and more generally diasporas – play an important role in linking territories of residence and origin, through trade, cultural exchanges and decentralized development cooperation. Through their associations, and the organization of events, they also play a crucial role in the integration processes at local level, both informing newcomers as to the characteristics of the territory they are entering, and letting the locals know about their socio-cultural reality.

The knowledge and networks migrants have obtained and developed through their experience abroad, makes them more than just foreigners in the territories that they influence. Indeed, they assert a transnational presence that contributes to the social fabric of their territories of destination . This in return has an impact on the behaviour of the local population and their livelihood in the territory: for example, migrants and their families become able to develop new economic activities relying on transnational trade; and they develop new abilities that can change their roles in society, as well as triggering new and different expectations.

These potentials are maximized in the presence of a favourable policy environment in both territories of origin and destination. A favourable policy environment is one in which migration is taken into account as a cross-cutting parameter, rather than as a distinct issue addressed with distinct policy action. Integrating or mainstreaming migration into local development means considering migration as a key element throughout the local development process: this is what will be discussed in the next topic.

## POINT FOR REFLECTION

We often refer to the term “diaspora” to describe the role of migrants from a similar background.

Within this framework, it is assumed that diaspora networks operate mainly through associations or organizations. However, it is important to realize that the networks that migrants have are more varied – also including individual networks, which can operate within the territory of destination or transnationally.

Are there linkages in your territory between migrants, that go behind migrants’ associations?

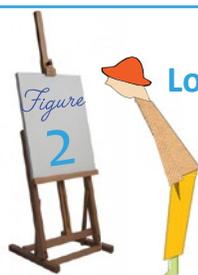


Do you want to know more ? Go to Core Module, Topic1.

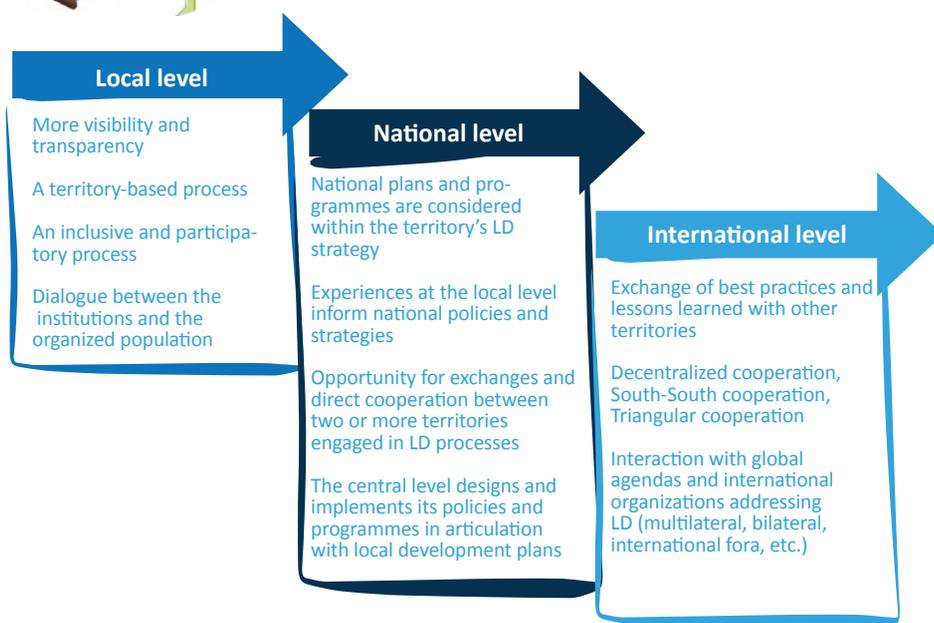
## 4. FROM THE LOCAL TO THE INTERNATIONAL: ARTICULATION OF DEVELOPMENT POLICIES

Local development policies are inserted within national and international frameworks. At the present time the evolution of the global economy contributes to the seeking of a local balance based on diversification and integration of actors. The *local* is becoming more and more linked to development as a global concept, an integrated and sustainable strategy at a new territorial scale.

Let's look at the figure below:



### Local, national and international





## Local level:

An LD process should be intended as: a specific, territory-based set of relationships and interactions in which local actors play a fundamental role in defining their vision for development, identifying the existing needs and potentialities, the related potential solutions and the modes of implementation, in an inclusive and participatory manner; those external (human, technical and economic/financial) resources willing to contribute, should align their actions and plans with those arising from the territory (demand-based development cooperation), instead of proposing/imposing exogenous visions, strategies and plans.

Nevertheless, LD actors should extend their vision to the territory and beyond, by trying to combine it with the opportunities for development brought about by the national level (governmental policies, strategies and programmes), as well as those arising from the international/global arena.

## National level:

At the national level, a country's development strategies are designed and budgets allocated to them. The local level builds on the national level to design its own strategies, but also influences the national level, through the provision of several inputs, ranging from information on development challenges to the provision of best practices and lessons learned.

The national context also offers an opportunity for exchanges and direct cooperation between two or more territories engaged in LD processes, making it possible to exchange methodologies based on local achievements and to reinforce a "decentralized cooperation" dynamic within the same country.

Since it is quite flexible and adaptable to varying realities, this scheme for relating national development policies to territorial LD processes can be applied to highly decentralized contexts, as well as to countries where a deconcentration process is in place.

## Global/international level:

Projecting one single territory from a country's subnational level onto the global arena may seem disproportionate. Nonetheless, in recent years this dynamic has steadily increased in regard to the number of territories and countries involved.



Information and Communication Technologies (ICTs) have dramatically boosted the possibility for individuals, groups and institutions to connect with their counterparts or other actors when pursuing a development goal. Meaningful scopes for projecting a territory onto the global dimension include:

- exchange of best practices and lessons learned with other territories;
- decentralized cooperation (with LRAs and their partners based in the North);
- South-South cooperation (among LRAs and their partners based in the South);
- **involvement of diasporas in development initiatives (at both the origin and the destination);**
- triangular cooperation (combining territorial actors from the South and the North, always within a framework of institutional partnership).

It is not by chance that the “local/territorial” dimension emerged and started taking on relevance during a decisive moment in the development debate and beyond: during the decade of the 1990s, the appearance of a variety of new actors, with a pertinent connection to the local/territorial dimension, spread awareness that many of the development challenges related to a particular territory could be tackled by relying mainly on a new vision of how to combine “local” capacity as main driver, with external resources from the national or international levels. This was a consequence both of a blossoming of decentralization/deconcentration processes throughout the world (due to internal or external factors), as well as an initial (partially spontaneous) response to the increasing influence of the “global” dimension.

## POINT FOR REFLECTION

There is an important difference between “decentralization” and “deconcentration”.



“Decentralization” is about shifting the responsibilities for relevant policies to regional/local institutions

“Deconcentration” is about creating central administration proxies at the local level

What is the situation in your territory?

This dynamic is now widely defined as “**glocal**”. It can be summarized in the slogan *think globally, act locally* – which is to say:

- adapt generic (macro) policies to the specific (micro) conditions of each local context. Encourage the participation of local communities in designing their development plans, while keeping in mind global trends and innovation;
- reinforce the role of local governments and territorial players as drivers of development, as a way to maximize the potentials and peculiarities of the local environment, while drawing the most from global innovations by adapting them to local needs.

## POINT FOR REFLECTION

### TOP-DOWN OR BOTTOM-UP?

Consider the following issues:

- **How can local actors influence the approach to national and global trends ?**

By setting up a framework for local development whereby successful experiences in territorial management and service delivery are codified as best practices and made available for replication. Local influence on “higher” layers of government relies on coordination and dialogue (articulation) between local layers and with the national level. Has something similar happened (or is it happening) in your territory? Do you think that there are practices that can be replicated?

- **How can national priorities and international frameworks influence local strategies?**

**Positively:** Coordinated interventions within a policy framework, aligning the macro - vision of the central level, with local sensitivity and knowledge in planning and implementing national programmes and policies.

**Negatively:** Centralized planning neglecting local specificities; supply-driven interventions; disconnection from LD process.

Indeed, the State should guarantee frameworks and other forms of dialogue among levels and sectors of development, to articulate local strategic plans with national policies and programmes, including international cooperation.



## KEY LEARNING POINTS

1. **Development** can be defined from three perspectives:

- qualitative and sustainable growth of the economy;
- improvement in human and social conditions;
- social progress.

2. **Local:** This refers to a territorial entity in which different actors have an identity and sense of belonging that facilitate mutual understanding and solidarity.

3. **Local Development** is an action, and a result of this action. Local development refers to concepts of **integration** and **participation**, in order to encourage the establishment of networks within an integrated and global conception. The strategy is to adopt a coherent and shared vision that enables the organizing of choices and sensitizing of target populations.

4. **Local actors:** These play a fundamental role in managing local development so as to reinforce social cohesion, create interdependencies and think at the global level but act at the local level. Due to their direct connection to a specific area, knowledge of local needs and expertise in traditional sectors of public life, they are able to maximize the effects

of development. They can be institutional, economic and social actors such as non-governmental institutions/organizations, citizens' associations, the private sector, development - related institutions, and development players from the international level.

5. **Local development policies:**

These are inserted within national and international frameworks. At the present time, trends in the global economy contribute to the seeking of a local balance based on diversification and the integration of actors. The local is becoming more and more linked to development as a global concept: an integrated and sustainable strategy on a new territorial scale.

6. **Migrants' capital:** Migrants can and do contribute highly in many ways to the development of the communities both of origin and of destination, through their social and human capitals.



## TOPIC 2

# LOCAL DEVELOPMENT AND MIGRATION: COORDINATION, SYNERGIES AND POLICIES

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## Learning objectives

By the end of this module, practitioners will be able to:

- recognize the synergies and convergence between migration and LD policies;
- describe the crucial phases of an LD process in relation to the migration cycle;
- indicate mechanisms for mainstreaming migration within development policies.



## Introduction

As we saw in Topic 1, the **link** between migration and local development is the result of economic, social and political changes. Similarly, the **integration** of migration within development is a consequence of synergies created by the inclusion of migration within local agendas.

Migration and Development (M&D) constitutes a set of new challenges and opportunities for local authorities that are called upon to implement policies at the local level. Within territories, in the countries both of origin and of destination, local actors – including migrants and their associations – should coordinate forces to implement development synergies.

So let's explore how migration and development affect one another, especially at the local level where the drivers and impacts of migration are often most strongly felt.

We will focus on the interaction between local development and migration, particularly the potential roles of migrants in local development processes. Synergies and convergence between migration and local development should define policies and strategies to be adopted with the participation of local key actors. **In principle, integrating migration into local development planning as a cross-cutting reality is key to maximizing its potential for local development.**

# 1. LOCAL DEVELOPMENT THROUGHOUT THE MIGRATION CYCLE

“Each of us holds a piece of the migration puzzle, but none has the whole picture. It is time to start putting it together.

We have an important opportunity to do this by identifying and sharing the many experiments in managing migration now being tried around the world.”

Report of the Secretary General of the United Nations,  
Migration and Development - International High-level Dialogue on  
International Migration and Development , General Assembly  
United Nations , 14-15 September 2006

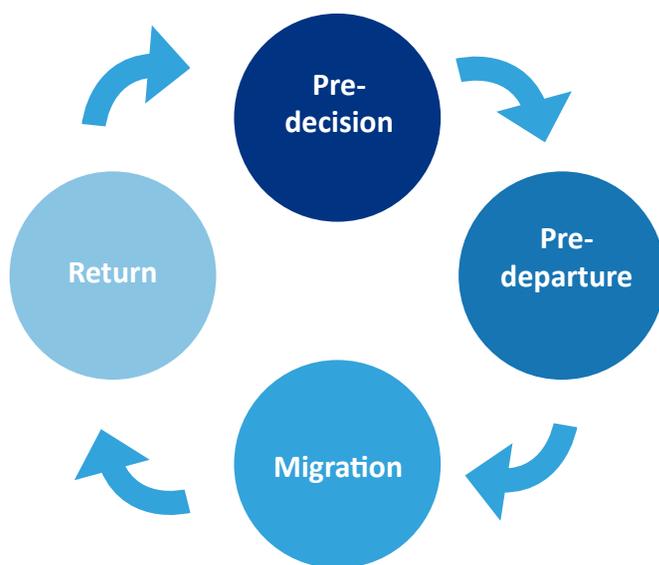
Migration has been and continues to be an increasingly important feature of our world, and has the potential to make a significant contribution to development. Local authorities are at the forefront in confronting the transformations and opportunities that migration brings about: the drivers and impact of migration are often most strongly felt at the local level – be it in terms of effects on the local labour market, the size and demographics of the local population, or the need for public service provision. Increased attention should therefore be devoted to analyzing the role decentralized levels of governments could play in harnessing the positive impact of migration for development. The increasing role of local governments in the field of migration and development follows on from the growing importance of the local level for planning and implementing socio-economic development. Dedicated local policies to foster synergies between migration and development within the same territory are therefore extremely important, as is the provision of a favourable environment allowing the maximization of migrants’ capitals.



As we have seen in Core Module, Topic 1, migration can be understood as a cycle, from the moment migrants decide to migrate, to their eventual return: each phase in this cycle brings challenges as well as opportunities for local development.



## The migration cycle



During each of these four phases of the migration cycle, local authorities have a role to play to connect migration with local development opportunities, as explained below. This requires the development of an indepth understanding on the way migration and migrant-related activities are taking shape at the local level. Assessing the potential for migrants' contribution to local development can only be understood by **adopting a territorial approach** in which the actions of both local authorities and migrants can be combined to achieve positive results.

	Pre-decision	Pre-departure	Migration	Return
Challenges	<p>Lack of information on the realities of migration</p> <p>Conditions in the labour market push people toward migration</p>	<p>Unfair recruitment</p> <p>Lack of information on migration and on the destination</p> <p>Lack of certified skills</p>	<p>Lack of rights, increased vulnerability, lack of access to social services</p> <p>Families left behind</p> <p>Xenophobic perception and integration issues</p> <p>Challenges of living in an urban environment</p>	<p>Reintegration</p> <p>Use of skills acquired during migration</p>
Opportunities	<p>Return migrants possess information on migration</p>		<p>Presence of diaspora groups and associations</p> <p>Transnational networks</p> <p>Migrants contribute to the economy of the host territory (taxes and labour market)</p> <p>Remittances</p> <p>Acquisition of experience and skills</p>	<p>Returnees have gained experience and networks</p> <p>Returnees know migration</p> <p>Returnee networks can be an asset for decentralized cooperation, trade, etc.</p>
Potential role of local authorities	<p>Organizing of awareness-raising campaigns</p> <p>Collecting of local data on migration</p>	<p>Making available local services (pre-departure services and ethical recruitment)</p> <p>Collecting data on departures.</p>	<p>Provision of local services (migrant resource centres, etc.)</p> <p>Support to diaspora groups</p> <p>Organizing financial literacy programmes</p> <p>Collecting local data on migration</p> <p>Setting up decentralized cooperation frameworks</p>	<p>Setting up decentralized cooperation frameworks</p> <p>Bringing reintegration services to the local level</p> <p>Collecting data on returns</p> <p>Building partnership with returnees</p>

The table above recalls some of the challenges and opportunities related to migration, as described in the Core Module, Topic 1, as well as the potential role local authorities can play. Of course, in order to achieve this, partnership and cooperation with different stakeholders have to be set up.



Do you want to know more ? Go to Module 2.

These stakeholders include migrants and migrant groups, but also the other local actors identified in Topic 1 of this Module.

It is interesting to note that although we distinguish each migration phase, the challenges and opportunities inherent in each of them are interrelated. For instance, the presence of diaspora associations in a territory of destination may lead to the establishment of decentralized cooperation frameworks, and eventually to the creation of business exchanges leading to job creation in the territory of origin.

## POINT FOR REFLECTION GENDER AND MIGRATION



Challenges and opportunities may differ for migrant women and men, based on gender differences in employment opportunities, the networks used in order to migrate, and gender roles in families, communities, and societies. Migrant women may face specific challenges deriving from higher rates of female unemployment, difficulties in reconciling family and work responsibilities, a lack of regulation of domestic work, the risk of trafficking and gender-based violence, difficulties in accessing sexual and reproductive health services, and de-skilling. At the same time, migration may afford women greater opportunities to gain skills, save money, increase personal autonomy, and improve their social standing in their families and communities. What kinds of gender differences do you see between migrant women and men in your context? How might these affect challenges and opportunities for local development?

On the other hand, a territory is rarely only either for territory of origin or destination for migrants. In most cases, even if one direction or the other is predominant, territories are both for territory of origin or destination at the same time.

This means that within one particular territory migration can bring varying challenges and opportunities, and therefore actions related to migration and/or involving migrants can greatly contribute to local development – be it through addressing challenges, through harnessing the potential of migrants, or through establishing favourable conditions.

This can be done by addressing challenges on a case-by-case basis, but effectiveness is boosted if migration is instead considered to be an important cross-cutting dynamic, with migrants seen as actors throughout the local development process. This is an important feature of what we call mainstreaming migration within (local) development. In this sense, integrating migration throughout the local development process is key to establishing tailor-made mainstreaming dynamics.

## POINT FOR REFLECTION

The migration cycle is a concept that attempts to describe the reality of migration. As such, it is a very useful working tool. However, it is important to mention that the reality of migration may be much more complex to describe. For instance, the cycle described above does not take into account a transit phase that often takes place, nor does it take into account the complexities inherent in returning.

How would you describe the situation of your territory in terms of the migration cycle?



Do you want to know more about return? Go to [Module 5, Topic 3](#).

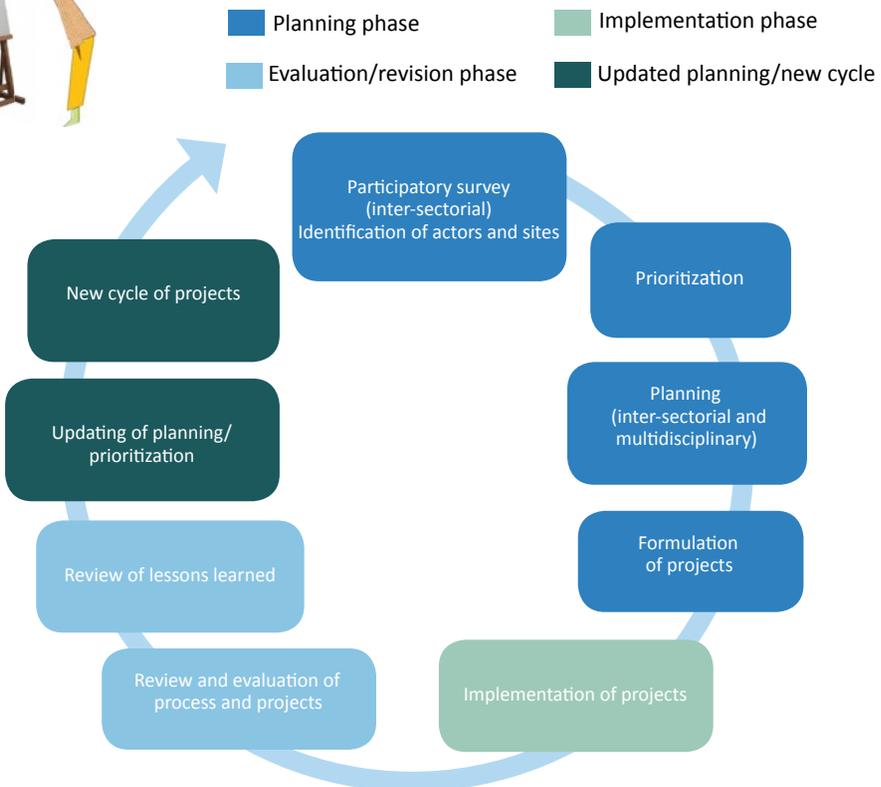
## 2. THE KEY STEPS IN A LOCAL DEVELOPMENT PROCESS

As was mentioned in Topic 1, an LD process should happen within a framework of rules and mechanisms that allow all actors and players to participate, including actors that are external but have a role to play at territorial level. It should also entail a well-defined set of steps and phases making up its cycle. In this section, the cycle will be described and related to the migration cycle.

It is important to keep in mind that local development is a process that involves a wide range of actors, including migrants, and that covers a wide range of issues, including migration – while managing the interdependence between all sectors addressed by it.



### The local development cycle



## Intersectoral and participatory survey or assessment

An assessment entails assessing and mapping all of the actors potentially involved in local development, including their respective responsibilities, assets and weaknesses – as well as identifying the existing risks and resources pertaining to the territory, using the knowledge and experience of locals.

This assessment phase also allows identification of the spatial dimension (a city, a region, etc.) within which local development can take place in the most effective way.

During the assessment, all the sectors and factors that potentially affect local development are taken into account, from economic to social, environmental, etc.

Migration as a phenomenon – and migrants both as actors and due to their potential vulnerabilities – are of course key elements of the assessment. In this phase, data collection is very important. The establishment of local migration profiles, describing the migration trends and patterns, the institutions (national and local) dealing with it, the challenges related to migration, the distribution of the diaspora, the skills of diaspora members, etc., is a key step in mainstreaming migration into local development.



Do you want to know more ? Go to Module 3.

## Prioritization

Once the assessment is completed and both the risks and resources are identified, it is necessary to prioritize them. This phase entails an interpretation of the data collected during the assessment phase, in a way that allows one to look at priorities through the filters of existing resources and the availability of national governments (and donors) to support a demand-driven development process. Prioritization is key in setting realistic targets for a development plan, and should take into account the existing interrelations between the actors, risks and resources.



At this stage, the dynamics related to migration are very diverse and depend on the context, on the geographic scale, and on the administrative organization of the territory – as well as of course on the level of decentralization and on the nature of national policies related to migration. It is therefore necessary to possess all of the information on migration, but also on the relationship that different institutions have with the broad issue of migration. In this sense, effectiveness entails the establishment of a coordination mechanism allowing dialogue on the issues related to migration, dealt with by various institutions, in order to promote policy coherence.

This will be detailed in the next session. This phase is a bridge between the assessment and the planning of local development programming.

## Planning

Planning builds on the results of the assessment and on prioritization of identified needs and potentials, in order to propose concrete outcomes, as well as to define the role of the different actors. Planning is also a negotiation phase, in order to make sure that the necessary resources are allocated to the most relevant of the priorities identified. In this sense, dynamics such as the initiation of decentralized cooperation belong to this phase. In any event, this phase builds on existing cooperation dynamics as identified during the assessment phase.

Therefore planning results in the definition of the concrete initiative/ actions of a development cycle, and in the definition of the resources available to reach the objectives. Planning also takes into account the interrelationships that exist between the participating sectors, and the links between their respective areas. In this phase it is important to take migration into account as a cross-cutting component, and also as one of the resources that can contribute to local development.

As mentioned above, migration as a phenomenon – and migrants as actors – can contribute in several ways to local development, and can be affected by it as well. For instance, integrating M&D among the priorities, and setting M&D-related results as a target within overall planning, will have repercussions on several sectors, such as the labour market, tax revenues, etc. – but also on less obvious sectors such as urban planning. It will also be key in shaping governance, while having the potential to contribute to fostering decentralized cooperation. This is true for both countries of origin and destinations.



Considering migration at each phase of the process is therefore very important – as a resource and as a cross-cutting sector with its own risks and potentialities. This is central in the mainstreaming process, and, as mentioned above, requires the presence of coordination mechanisms within local governance structures.

The result of this phase can be a strategic plan for local development for a certain period (five to ten years), endorsed and published by the local authorities. Depending on the level of decentralization, this plan follows the logics of and is linked to priorities established at the central level, and takes into account the available resources of international development cooperation.

The strategic plan is based on an intersectoral approach reflected in the content and structure of projects to be implemented. It corresponds to a work plan in which general activities and outputs are listed, along with their timing. Integrating M&D into the work plan also means mentioning specific activities and outputs related to it.

## Project formulation

Project formulation is the critical phase, in which concrete actions are designed to reach the objectives for each sector, the objectives identified during the planning phase are disaggregated into programmes, and these are then disaggregated into projects as such. Project formulation implies:

- defining the specific objectives and expected results;
- defining the specific activities that will be undertaken;
- defining the resources that will be used (time, human resources, budget);
- defining the expected outcomes;
- defining the ways to measure the success of the project.

Project formulation involves all the identified actors, and tackles the sectoral risks identified during the assessment, in order to respond to the broad vision formulated during the planning phase.

Here as well, migration is an important factor to take into account. Indeed, projects will be implemented by several kinds of actors, be they from civil society, the private sector, international organizations or others. In some cases, projects are allocated through a call for proposals within the planned programmes.

Also within this framework, having migrants' associations implementing the projects constitutes a real asset, due to their transnationalism, as they act as bridge builders. This is key in decentralized cooperation, and more widely as a factor for LD.

Indeed, integrating migration into local development planning allows having access to a wide range of actors who are both inside and outside the territory. These are of course diaspora members, but also part of their extended transnational networks. To do so however, a proper communication strategy should be in place with the diaspora. Project formulation is followed by implementation as such.



Do you want to know more ? Go to Module 2 and 3.

## Implementation

Implementation is the phase when planned actions become operational and impacts are generated. The more implementation is consistent with previous phases, the more the impact will be sustainable and effective. Of course, implementation is smoother when the preceding phases have been undertaken correctly, and when all the possible factors hampering success have been taken into account. The participatory approach applied widely throughout the process also helps during implementation, whereby specialized bodies implementing activities are monitored and scrutinized by citizens organized and trained in the framework of this same process.

## Evaluation/review

Evaluation and review are necessary after each project, in order to assess its success in relation to its objectives. Evaluation should also identify what went wrong, and why. This is true at the project level, but also at the level of the whole local development process, so as to learn from good and bad experiences. The evaluation phase allows one to better fine-tune development interventions in relation to the subsequent cycle.

For this reason, it is fundamental to gather lessons learned, but also to review them and take them into account when starting a new cycle of projects.



Observing the evolution of migration trends and patterns over time can be very important during this phase, as migration trends may vary according to the background conditions (an increase in the availability of jobs affects the quality of migration; the provision of vocational skills impacts the labour market, etc.). It is therefore important to take migration into account when establishing the indicators that will be used to monitor and evaluate individual projects and the overall plan.

## New cycle

At the end of the projects a new cycle can begin, building on their impacts and on the lessons learned that have been gathered. The new assessment phase therefore aims to observe not only the reality, but also the way in which it has been affected by the impact of the preceding cycle, in order to be able to update priorities, design a new development plan, and start a new cycle.

### 3. MAINSTREAMING MIGRATION WITHIN LOCAL DEVELOPMENT PLANNING

The preceding sections have shown the importance and benefits of integrating migration within local development planning. This can be done systematically, by adopting a specific strategy of mainstreaming migration within development planning. The notion of mainstreaming was developed by the Global Migration Group (GMG),<sup>7</sup> and defined as:

*“The process of assessing the implications of migration on any action (or goals) planned in a development and poverty reduction strategy ... This means mainstreaming M&D into legislation, policies and programmes at all levels [and] integrating M&D concerns at all stages of development planning, including design, implementation, and monitoring and evaluation” (GMG, 2010, p. 16).*

The process of mainstreaming was then applied at the national level in certain countries, under a joint IOM-UNDP programme funded by the Swiss Agency for Development and Cooperation (SDC). The GMG argues that some of the advantages of considering migration within national development planning (in principle, for countries both of origin and of destination) are as follows (IOM, 2013):<sup>8</sup>

- adopting a more comprehensive approach towards development planning, since migration and development affect one another;
- harnessing the benefits of migration in a systematic manner;
- allocating (aid) resources more efficiently to meet nationally defined development priorities;
- implementing coordinated policies and actions.

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<sup>7</sup> Groupe mondial sur la migration (GMG), *Mainstreaming Migration into Development Planning: A handbook for policy makers and practitioners*, (2010)

The same observations can be made at the local level, and applied to instruments such as the local development plans described above.

## POINT FOR REFLECTION

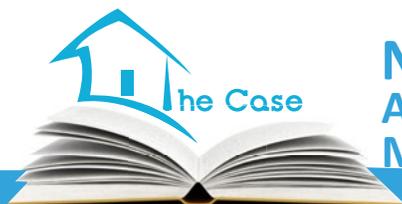
Local development policies are inserted within the national policy framework. To undertake a local mainstreaming exercise, it is therefore very important to have a good vision of which national policies are relevant and need to be linked to the local policies.



Do you want to know more? Go to Module 2.

Do you have a clear vision of your national policies, and how they can be linked to local policies in order to facilitate the mainstreaming of migration within LD planning?





## NAGA CITY AND MIGRATION MAINSTREAMING

### What is the process that led Naga City to mainstream migration within its local development planning?



The concept of mainstreaming migration within Naga City's local development plans arose in 2010, at a migration and development event hosted by the Ateneo Naga University. There, through dialogue and an exchange of ideas, participating researchers emphasized the importance that migration issues have at the local level. Local actors expressed a great deal of interest and willingness to address and incorporate these issues within local development plans, and in 2011 partnered with IOM to envisage how this might be done. A joint strategy was then designed whereby IOM would provide technical assistance and support to the Naga City government, which would lead the process of mainstreaming migration within the local development agenda.

A series of preparatory meetings followed with the local officials of Naga City, in order to generate full support and agreement as to the project's implementation. The city's mayor was originally opposed to the idea, convinced that overseas Filipinos (OFs) were better off than those at home, and did not need government assistance.

The role of migration within the sending community was not clear to him, nor were the issues faced by the families left behind and the potential development opportunities that migration can promote. However, after efforts were made to present a realistic description of the migration challenges facing the community, as well as the development and investment opportunities, the mayor's perspective changed.



Having obtained the commitment of local officials to support the project, the IOM and the City Planning and Development Office (CPDO) conducted a series of individual consultations with leaders of key sectors, such as academia, the private sector, the City Council, the Church and the Naga City People's Council (NCPC). The aim of these meetings was to introduce the project to all key stakeholders and invite them to support the project.

Through all of these meetings, and in order to ensure a coherent and effective coordination mechanism that was representative of the whole community, a multi-sectoral core team was created, in the form of a Technical Working Group (TWG), through an executive order issued by the mayor. The main responsibilities of this TWG were to:

- pilot the mainstreaming of migration within local development planning;
- develop training materials and/or a toolkit;
- present the experience of the Naga City government to a larger group of national stakeholders, in order to ensure that local and national policies were aligned.

The CPDO was designated chair of the TWG, serving as the secretariat and reporting directly to the mayor, who was to steer and supervise its actions. This ensured that the mayor was responsible for the project, and therefore instilled ownership and accountability.

From here, it was decided to implement a situational analysis in order to be able to establish strategic goals and priorities. This was carried out through another series of consultations with the following: Naga City People's Council, the City Council, Metro Naga Chamber of Commerce and Industry, Urban Poor Sector, children/students from OF families, academia, remittance service providers, the media, village council heads and officers of OF associations. These consultations went on for three months, and were aimed at bringing out all of the issues, concerns and development challenges facing the community, that the local community and government had to address.



## POINT FOR REFLECTION

In your context, what would be the key arguments that could support the mainstreaming of migration within local development planning? What would be the resistance you might encounter?

### Coordination

In the second section on this topic we mentioned the importance of a mechanism allowing coordination of the various issues related to migration and development.

Indeed the success of the process involved in the formulation of migration and national development policy and planning, relies on two key institutional components (GMG, 2010<sup>9</sup>, summarized in IOM, 2013<sup>10</sup>), which can be adapted to the local level as follows:

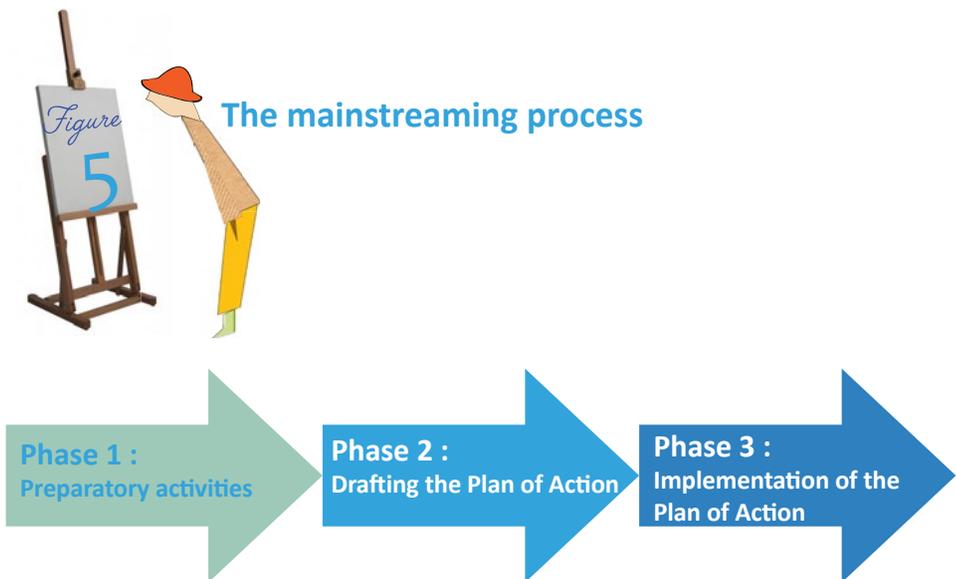
- An institutional structure in charge of Migration and Development: this is an administrative entity with a mandate related to migration and/or development, that leads the process. Its role is to:
  - provide the organizational, coordination and consultation mechanisms to lead and oversee the process;
  - define, decide, implement and monitor migration and development initiatives;
  - engage the relevant stakeholders: civil society, social partners, private sector, etc., in addition to the relevant units within the local administration;
  - define the strategic priorities and ensure that the overarching development goals agreed are met.

<sup>9</sup> Groupe mondial sur la migration (GMG), *Mainstreaming Migration into Development Planning: A handbook for policy makers and practitioners*, (2013)

<sup>10</sup> IOM, *International Migration and Development Training Modules: Facilitator's Guide*, Paola Alvarez International Organization for Migration, (2013)

- A Plan of Action (PoA) on migration and local development: this is a policy document that sets out a plan or programme for migration and development planning. Following the assessment phase of the local development process, it defines the issues to be addressed, the goals and priorities, the actors, the sectors for intervention and the required institutional structure and resources. **This plan is ideally an integral part of the local development plan mentioned in the second section on this topic.**

In greater detail, the process of mainstreaming can be divided into three distinct phases (modified from GMG, 2010 and IOM, 2013 ), which – although they are presented as a sequence – represent a back-and-forth process in which steps overlap and follow the wider local development plan.



## Phase 1 : Preparatory activities

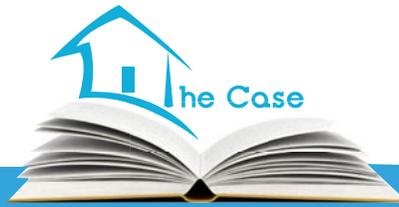
During this phase, which in the local development cycle would precede or be concurrent with the assessment phase, the aim is to:

- assess whether migration is a relevant dynamic within the territory, and whether mainstreaming will add value to local policymaking;
- assess the links with national policymaking;
- undertake a preliminary analysis of the key M&D issues and stakeholders, and their potential entry into the local development process;
- network and raise awareness on M&D, as migration and development are often perceived as two separate issues;
- bringing the stakeholders together from the beginning, thus ensuring ownership;
- during this phase, a core team of experts and policymakers can be set up to take responsibility for the political, liaison and technical aspects of migration and development policy and planning.

## Phase 2: Drafting the plan of action

This phase corresponds to the assessment, prioritization and planning phases of the local development process. It entails:

- an assessment phase: undertaking a **situation analysis**, which can be for instance a local migration profile (cf. Topic 3); this includes: (a) the key migration trends and context; (b) the policy framework in place (mechanisms, processes, migration policies and legislation); and (c) the (human, financial, material) resources required for the migration and development policy exercise;
- a prioritization phase: the key issues identified are prioritized according to their strategic importance and their congruence with the other local development planning goals. This phase should be undertaken in consultation with all relevant stakeholders, so as to ensure ownership, buy-in and coordination; the outcome of this phase is a list of agreed **strategic goals and priorities**;
- a planning phase: drawing up of a **Plan of Action (PoA)** on migration and development; this entails the same elements as the drafting of the local development plan, and ideally the PoA will be part of this plan. The PoA should be reviewed by all relevant stakeholders, and formally endorsed by the authorities.



# NAGA CITY

## Defining priority issues and actions



After consolidating the inputs gathered from these consultations, a multi-sectoral workshop was organized by the TWG, bringing together local stakeholders, where the results were presented and a prioritization exercise carried out. This exercise led to the identification of the following priority areas for Naga City in terms of where migration issues should be mainstreamed into local development plans:

THEMES	PRIORITY AREAS
Social protection	<ul style="list-style-type: none"> <li>• Counselling for children of OFs on how to manage their money wisely</li> <li>• Establishing an OF family counselling centre</li> </ul>
Remittances	<ul style="list-style-type: none"> <li>• Reduction of tax and remittance costs</li> <li>• Regulation of bank charges or money centre charges on remittances</li> </ul>
Migrant services	<ul style="list-style-type: none"> <li>• Setting up one-stop shops for OFs (travel agency, money changing service, real estate broker, passport renewal service, Internet café, training rooms for OFs and migrant families, etc.)</li> <li>• Providing employment for students to help their parents who are abroad</li> <li>• Effective plan for development of land titling;</li> <li>• mechanism to enable returning migrants to share skills and knowledge acquired while working abroad</li> </ul>
Investment promotion	<ul style="list-style-type: none"> <li>• Establishing an investment house with professional managers for investment by OFs in key areas</li> <li>• Encouraging investment in agro-tourism, health tourism, the stock market and real estate</li> </ul>

Data on migrants	<ul style="list-style-type: none"> <li>• Barangays (villages) should have a registry of OF families by zone</li> <li>• Community-based monitoring systems should be strictly implemented, to include migrants' profiles</li> </ul>
Partnerships with OFs	<ul style="list-style-type: none"> <li>• Establishment of an international network with OFs</li> <li>• Establishment of an investment house to facilitate partnerships with local business men and women</li> </ul>

In addition, the Metro Naga Chamber of Commerce organized the first Overseas Filipinos Day in Naga City, in cooperation with the IOM, the City Government of Naga and the Department of the Interior and Local Government.

It was aimed at providing an opportunity for the families of OFs to come together and be informed about the programmes that are ongoing and planned, on the part of relevant government agencies and the city government, for their welfare and for that of their OF members abroad. Through this activity, the TWG was also able to create an initial registry of OFs and families of OFs in Naga City.

Moreover, this day also served as a consultation meeting with families of OFs. The participants were provided with an opportunity to express their own concerns regarding migration, thus also validating the results of the sectoral consultations.

Finally, through this event, the Core Group of Families of Overseas Filipinos – Naga City was created, with the main task of representing this sector in programme planning and policy discussions on issues of concern to the families of OFs.



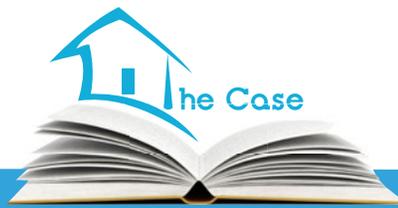
## POINT FOR REFLECTION

In your context, what would be the priority areas where migration issues should be mainstreamed into local development plans? Are they similar to those of the case of Naga City? How do they differ?

### Phase 3: Implementation of the Plan of Action

This phase covers the steps of the local development process related to project formulation, implementation, and monitoring and evaluation. It involves:

- capacity development: both the technical as well as the financial capacities necessary to implement the PoA are assessed (in terms of the needs of the stakeholders), and a capacity development plan and financing plan are designed;
- implementation as such: this involves drafting an implementation plan for putting the PoA into practice, in the form of policymaking and projects and implementing the projects as such;
- monitoring and evaluation, which should follow a monitoring and evaluation plan.



## NAGA CITY

### Mainstreaming migration within the Comprehensive Development Plan, 2011–2020



The Naga City government had already prepared a Comprehensive Development Plan (CDP) for 2011–2020. The first draft of this was presented in January 2011, with no mention of issues of migration and development. Through this project, between February and May 2012 sectoral reviews of the CDP took place, in which the aforementioned priority areas and other important development issues and challenges were integrated, including: (1) highlighting enhanced migration data in a new “migration” subsection; (2) emphasizing the inclusion of Naga’s citizens in a “global community of people and nations”, effectively promoting the social inclusion of migrants in Naga City; and (3) the addition of a separate “migrant/overseas Filipino” subsector in the Social Sector Development section, with inclusion of the aforementioned priority areas, projects and activities within the social, economic and development sectors of the CDP.

Upon completion of this revised CDP, it was presented in the capital Manila to the National Stakeholders Consultation, so as to receive feedback from national-level stakeholders and ensure harmonization of the Naga Local Development Plan with the national development plan (Philippine Development Plan). The participants included national stakeholders, international agencies, civil society and the private sector, academia, policy centres and many national associations of OFs. The feedback received was positive, and recommendations were made, including the addition of further project ideas and priority areas, which were then incorporated into the final version of the CDP.



## POINT FOR REFLECTION

How would you ensure that gender is mainstreamed within the CDP?

### Conditions that facilitate the process

IOM (2013)<sup>11</sup> summarized as follows the necessary conditions for a successful integration of M&D into development planning. Here they are adapted to the local level:

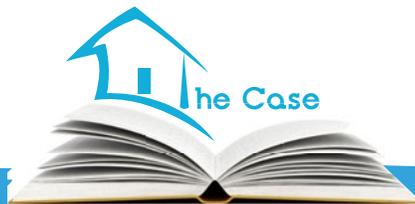
- a rigorous assessment of the value of the migration and development policy and planning exercise;
- strong high-level political support (from the governor, mayor, etc.) and sufficient buy-in from major stakeholders are essential;
- ownership of the process – formulation of the migration and development policy and plan should be an actually felt need at the local level, but also at the national level;
- the early involvement of key stakeholders (including migrants and the general public) to create a joint vision or a shared understanding of the objectives, the policy and its outcome, so as to ensure their commitment to the process and clearly define their roles and responsibilities;

<sup>11</sup> IOM, International Migration and Development Training Modules: Facilitator's Guide, (2013)

- since policymaking is a long and time-consuming process, it requires ongoing consultation and coordination among key stakeholders;
- management of the tensions that exist between the needs and priorities of local and migrant populations.

It is important to note that mainstreaming as defined by the GMG was operationalized at the national level. Although they differ, the States' organizations generally present comparable features at the decision-making level; moreover, Ministries and other national offices are segmented into several specialized departments and usually a large workforce. At the local level the situation may be different: different scales exist (municipalities, regions, etc.), as well as different kinds of organization.

The phases presented above are therefore only indicative, and may be adapted case by case according to the local governance structure and scale. Finally, it is important to insert the local mainstreaming process into the existing national policy context, as it defines the legislative framework, but as well the conditions in which inter-local coordination and scaling up may take place.



## NAGA CITY

### Institutionalizing the Migration for Development agenda



In September 2012, as the support from the IOM came to an end, the mayor issued an executive order that converted the Technical Working Group into the City Advisory Committee on Overseas Filipinos (CACOF). The functions of the CACOF include:

- assisting the city government in establishing and maintaining a database of the local OF sector;

- providing expert advice and strategic guidance in the continuing effort to mainstream migration into local development planning and policymaking, programme development and project implementation;
- assisting in strengthening the institutionalization of the local OF sector;
- networking with local, national and international migrants and migration organizations, aimed at successful implementation of the city's plans, programmes and projects for the local OF sector;
- coordinating with all local and national government agencies, as well as other stakeholders in society, and mobilizing the support and resources required for the carrying out of their functions.

The long-term plan is to transform the CACOF into a legally-constituted Migration and Development Council, to ensure its permanent institutionalization and legitimacy.

Currently work is underway on promoting diaspora philanthropy and the establishment of the OFW one-stop resource centre.

### Key elements to success

To ensure the success of this initiative, support at local and national level was instrumental, and was ensured through consultations and the presentation of well-thought-out arguments and evidence-based dialogue.

Secondly, a participatory model – the Naga City governance model – was crucial in ensuring the involvement of all stakeholders and their ownership over the project. Finally, project sustainability was guaranteed through support from the mayor and the aforementioned executive order for the establishment of the CACOF, which is now following on with the work of the original TWG.



## POINT FOR REFLECTION

Analyse the list of functions of the CACOF. Should such a structure be implemented in your local context? Would the list be the same? How would it differ?

## KEY LEARNING POINTS

**1. Migration cycle:** migration can be understood as a cycle, from the moment migrants decide to migrate, to their eventual return; each phase in this cycle bears challenges as well as opportunities for local development.

**2. Migration phases:** broadly speaking, the migration cycle is composed of four phases:

**i. Pre-decision:**

the period during which a potential migrant considers the option of migrating;

**ii. Pre-departure:**

the period that precedes migration, during which the migrant prepares and organizes his/her move to the territory of destination;

**iii. Migration:**

this phase covers the entire period the migrant spends in the territory of destination;

**iv. Return:**

this phase covers the period during and after the return of the migrant to his/her territory of origin.

**3. Local development process:**

the framework of rules and mechanisms that allow all actors and players to participate, including those that are external but have a role to play at territorial level, in a well-defined set of steps and phases forming the local development process and integrating migrants.

**4. Mainstreaming of migration:** the process of integrating migration within all the sectors of local policymaking, bringing coherence to policies and initiatives related to migration.





## TOPIC 3

# DATA ON MIGRATION AND LOCAL POLICIES

## Index

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## Learning objectives

By the end of this topic, participants will be able to:

- explain the importance of data on migration for the design of local policies;
- identify data sources and typologies;
- recognize the challenges to be faced when collecting data on migration.



## Introduction

*“Because of its great impact on societies, migration needs to be adequately measured and understood. Reliable statistical data is the key to the basic understanding of this important phenomenon. Yet, in many countries, even the most general statistics on migration are incomplete, out-of-date or do not exist. Improvement in this area requires knowledge of the principles of collecting, compiling and analyzing migration statistics. Likewise, policymakers and other users need to be aware of the definitions and measurement issues related to the data to be able to interpret them.”*

United Nations Economic Commission for Europe (UNECE) and United Nations Population Fund, 2011, Statistics on International Migration A Practical Guide for Countries of Eastern Europe and Central Asia, United Nations, 2011.

*“A Finnish President once said: The source of wisdom is knowing the facts.”*

Closing remarks, Level Dialogue Hault, UN 2013



# 1. WHY ARE DATA IMPORTANT?

Over the past decades there has been increasing awareness of the different forms of migration and their impact on the social, economic and political dynamics of all countries – be they countries of origin, transit or destination. With migration moving to the forefront of the international agenda, and with the increasing recognition of the interrelatedness of migration and development, data – both qualitative and quantitative – are now perceived as key in the design of relevant and effective policies.

Indeed, migration has increased not only in scale but also in complexity (for example, migrants stranded in crisis situations, environmental migrants) and can change very rapidly.

However, the existing data on migration and human mobility patterns **continue to be weak**. Most information is based on censuses, but these do not provide sufficient recent data on migration flows and the impact of migration. Some countries still don't even include a question about a person's country of birth in their census, and even if they do, the data can be several years old.

At the local level, the situation is even more complex, since even if censuses are undertaken by all States, local data acquisition mechanisms do not always exist, or are not allocated adequate funds.

However, data are key in the formulation of relevant policies, as these are designed to respond to concrete challenges – and the local level is the level where challenges (as well as the impact of policies) are felt most concretely.

Data are therefore key in:

- designing informed policies;
- dissipating the myths and misunderstandings that are all too often associated with migration.



## POINT FOR REFLECTION

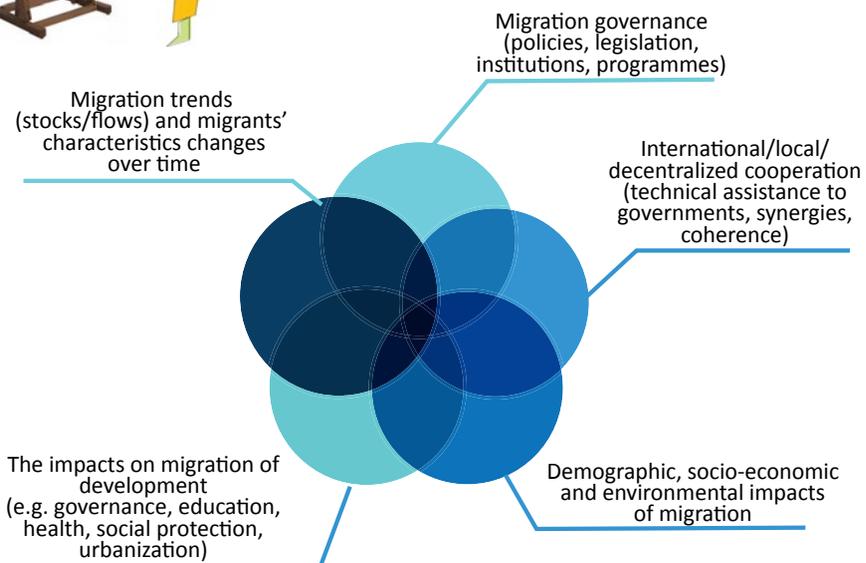
Good data are key in the formulation of relevant policies. However, by themselves they are not enough. What other factors have to be taken into account?

## 2. WHAT KINDS OF DATA?

Data is diverse in nature, but data along at least **five dimensions** are needed in order to inform policymaking and planning on migration and development.



Dimensions of migration data (IOM, 2013)



In respect of the data related to migrants, the following table summarizes the usefulness of different kind of data throughout the migration cycle (**magnitude of migration, rationale for migration, socio-economic profile, location, networks, issues and projects/contributions**).

## Different types of data related to migrants and their contribution

	Prospective migration	Out-migration	In-migration	Return migration
Magnitude of migration	Estimating the magnitude of prospective migration	Knowing the number of out-migrants in a given territory	Knowing the number of migrants in a given territory	Knowing the number of return migrants
Rationale for migration	Understanding the reasons for migration	Knowing why they migrated	Knowing the reason for in-migration and for selecting that territory	Knowing their intentions upon return
Socio-economic profile	Knowing the socio-economic profile of prospective migrants	Knowing the socio-economic profile of the diaspora	Knowing their socio-economic characteristics	Knowing their socio-economic profile
Location	Knowing the location where they intend to migrate, and the reasons for that choice (links with other migrants, job opportunities, etc.)	Knowing where people migrate to	Knowing where they come from  Knowing their spatial distribution	Knowing where they come from
Networks	Knowing the links they have in the country of prospective migration (other migrants, employers, etc.)  Knowing the people they leave behind	Knowing the nature of links with the home territory (family, associations, institutional)  Knowing about their associations  Knowing the status of their families	Knowing their associations  Knowing their links with their country of origin.	Knowing about their links with the diaspora
Issues	Problems they expect to have	Knowing the problems they face	Knowing the problems they face	Knowing the problems they faced

Projects, contributions	Projects upon return	Knowing the nature of transfers (monetary, but also social and in kind) and projects  Knowing about their willingness to contribute to the development of their territory of origin	Knowing the projects undertaken in the country of origin	Knowing about their willingness to contribute to the development of their territory of origin  Knowing about their projects
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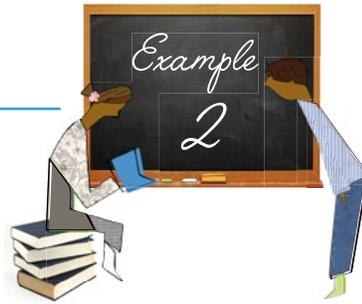
The data classification proposed in the table above is helpful for visualizing the types of data that can be gathered related to migration. However, it is important to keep in mind that for policy design it is important to combine several sets of data.

## POINT FOR REFLECTION



It is of utmost importance to be able to break down the data by gender. Indeed, migration is not lived in the same way by males and females, and averages for the overall population do not allow one to understand the differing challenges and opportunities raised by male and female migration. Moreover, men and women have the same rights, but different needs.

Can you list needs that men and women have that require different types of data?



## Generating local migration data through the Community-Based Monitoring System (CBMS), Philippines



### Actors

As of October 8, 2014, the Community-Based Monitoring System (CBMS) has already been adopted by 73 provinces, (32 of which province-wide), 862 municipalities and 69 cities, covering a total of 23,276 barangays in the Philippines, which are at varying stages of implementation of the system.

### Story

The CBMS was launched in the Philippines in 2002, under the Micro Impacts of Macroeconomic Adjustments Policies (MIMAP) Project – Philippines, supported by the International Development Research Centre. CBMS - Philippines is part of the global CBMS Network operating in 15 developing countries.

The latest CBMS household profile questionnaire is a comprehensive tool containing 166 items encompassing demography, migration, overseas Filipino workers (OFWs), education and literacy, community and political participation, economic activity, nutrition, characteristics of household members, health, etc.

Early versions of the household questionnaire already contained migration-related questions, but the latest version incorporated questions to determine more detailed information about OFW household members.



Below are the migration and OFW related questions related to migration and OFWs that are asked in the survey:

- How long has X been staying in the barangay (village)?
- Where was X's last place of residence before staying the in the barangay?
- How many members are there in the household, including OFWs?
- Is X an OFW?
- In which country does X work?
- Other sources of income:
  - remittances of OFWs;
  - other cash receipts, gifts, support, relief and other income from abroad, including pensions, retirement, workers' compensation, dividends from investments, etc.

In subsequent versions of the questionnaire it is also planned to incorporate more detailed questions pertaining to migration. As well, the CBMS targets 100 per cent adoption nationwide.<sup>12</sup>

### Lessons learned

As a tool, the usefulness of the CBMS in generating disaggregated data makes it an excellent complement to the national poverty monitoring system, by facilitating the implementation of targeted poverty reduction programmes, with its household-level and individual-level data. Localized data obtained through the CBMS help to enrich the quality of local governance, by providing a sound basis for more informed planning and programme formulation.

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<sup>12</sup> <http://www.dlsu.edu.ph/research/centers/aki/participant/cbms/Default.aspx>



### 3. QUALITATIVE AND QUANTITATIVE DATA

It is important to stress the importance – especially at the local level – of the different data that can be gathered with a view to developing M&D policies.

Broadly speaking there are **two groups of methodologies, each of which provides different kinds of data** (qualitative and quantitative). Both have their advantages and disadvantages, and the choice depends on the kind of information we want to obtain. Generally, however, there is an important principle that determines the choice for the method, as well as the way it is used. A relevant answer depends primarily on the relevance of the question, and therefore it is very important to know what we want to know, and why, and how to obtain the information.

**Qualitative data** aim at describe dynamics that happen or are likely to happen in a specific context. They are collected through interviews and observations, with a small population sample, and aim to answer questions such as: **how? what? why?**

**Quantitative data**, on the other hand, provide figures related to the magnitude of a phenomenon, or statistics allowing estimation of the likeliness of an event occurring. They are collected through a representative sample of the population, and therefore aim to provide an overview of measurable trends among the selected population. They aim to answer questions such as: **how much? what percentage? how many?**

If quantitative data are easier for national authorities to collect, since they require a more substantial institutional structure in order to be coordinated and shared, qualitative data are very useful in smaller territorial units, allowing one to complement quantitative data with hard-to-measure qualitative information when planning M&D activities.



## 4. DATA ACQUISITION MECHANISMS AND DATA SOURCES

There are different sources for data at the international and national levels, and different ways to acquire data, all of which have advantages and disadvantages:

- **International data** are consolidated by international organizations, such as the World Bank and UNDESA (United Nations Department of Economic and Social Affairs), and can be found on their websites. However, these data are more useful in defining and justifying international priorities, rather than in national and local policy design. They are built on the data sets described below, and sometimes accessing them requires payment (in the case of OECD data, for instance).
  - These data are not really useful at local level, since they tackle migration broadly in its global dimension.
- **Population censuses** are usually undertaken at national level, with a relatively long interval between subsequent censuses. They are supposed to ask a defined set of questions to the entire population. Even though migration is not central in censuses, they sometimes contain questions related to place of birth, origin, etc., which can be used as proxies to extract information on migration. Governments are increasingly interested in adding migration-specific questions. However since censuses need to cover a wide range of socio-economic topics, with a limited number of questions, this cannot be always be done exhaustively.
  - Censuses can also exist at the local level – for instance, when local/regional censuses are compiled to produce national data;
  - the minimum set of questions a census should contain to be informative on migration issues is:

- 
- ◇ country of citizenship;
  - ◇ country of birth;
  - ◇ country of previous residence.
- Censuses undertaken nationally usually contain information related to the local level (city, region, etc.). It is important for local authorities to have access to [all the national data in their raw version](#), in order to be able to process them into locally-specific data. This entails:
    - ◇ being acquainted with all of the institutions producing data at the national and local level;
    - ◇ designing strategies to systematically have access to the local portion of these data.
  - **Surveys** cover smaller portions of the population, and usually focus on a single theme. They can be undertaken at any time and by a wide range of actors, from government (national or local) to the private sector, civil society or international organizations, with or without the support of universities. There are companies specialized in surveys and polls that may be involved in the technical aspects of a survey. Being thematic and undertaken among a sample of the population – usually at the household level – they are less costly than censuses, and may complement their information. For instance, surveys can be used to establish the use of remittances, the willingness of the diaspora to participate in development, etc. Surveys can be quantitative, with a representative sample of the population, or qualitative, using interviews and focus group discussions. In the latter case, they are most often referred to as “assessment studies”.
    - Local authorities can [partner with universities](#) in order to undertake local household surveys on subjects related to migration. Universities possess the know-how related to data collection and analysis, while authorities provide the policy-relevant framework for undertaking the survey.
    - If a survey is undertaken, [the following points need to be clear](#) in advance:

- 
- ◊ What do we want to know with this survey?
  - ◊ What is the relevance of the results with regards to policy formulation?
  - Surveys are also undertaken by national authorities, usually containing information related to the local level (city, region, etc). It is important for local authorities to **have access to all the national data in their raw version**, in order to be able to process them into locally-specific data.
  - **Mapping:** Although mapping and surveys are often used interchangeably, a mapping exercise differs from a survey as to its scope. A mapping exercise includes the use of secondary data (such as census data or data from administrative sources) that will allow a broad view of a given population (migrants, diaspora, etc.) in one particular geographical setting (ranging from local to international). Mapping may include surveys as a tool. Mappings give a snapshot, at a particular moment in time, of several characteristics (social, geographical, demographic, economic...) of a given population.
    - The same observations as for the surveys are valid for the mapping exercises.
    - Regional/local diaspora/migrant mapping exercises can be compiled at the national level in order to obtain precise data **on migration trends**. Local authorities can advocate for the initiation of such practices.
  - **Administrative data:** are collected by a large range of stakeholders, such as immigration authorities, consular networks, border or police administrations, etc., and include data on visas, residence and work permits, consular databases, entries and exits at borders, detentions and deportations of undocumented migrants, and foreign job-seekers and asylum-seekers. These data can be used **to estimate migration flows and understand certain characteristics of migrants**. On the other hand, these registers may not capture all kinds of movement, nor all entries and exits (for example, under free movement regimes). These data are often scattered, and accessible only with difficulty.

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- As is the case for the censuses, it is important for local authorities to have access to all of the national data in their raw version, in order to be able to process them into locally-specific data. This entails:
    - **knowing all the institutions** producing data at the national and local level;
    - **designing strategies** to systematically get access to the local portion of these data.
  - **Migration profiles:** Since 2005, the European Commission has proposed and financed the development of migration profiles as tools to improve the information on migration in developing countries. They are based on a common template, developed by the International Organization for Migration (IOM, 2011), which includes:
    - **migration trends and characteristics** (e.g. driving forces for migration, emigration, immigration, return, internal and irregular migration, remittances);
    - **the impacts of migration** on the socio-economic development of the country (e.g. on the economy, labour market, health and social development);
    - **migration-related governance and policy frameworks** (policies, laws, institutions, international cooperation);
    - **recommendations** on management of migration.



## POINT FOR REFLECTION

Migration profiles can be developed at the local level, where they constitute an initial key step towards mainstreaming migration within local development planning.

To design local migration profiles, it is necessary to:

- **liaise with the national authorities** to set up a data-sharing mechanism allowing local institutions to compile migration data acquired nationally;
- **design a template** to be common to all the localities within a country (globalizing local migration profile templates would not allow them to be context-relevant);
- the template should allow for the provision of a **good snapshot of**:
  - migration trends (statistics) and characteristics (qualitative aspects);
  - sources of data on migration;
  - the migration actors and actions (associations, M&D initiatives...) present within a territory;
  - local migration governance (integration, local policy frameworks) and relationships with national migration governance;
  - recommendations.

Data acquisition at the local level exists, but is less systematic. Some examples can be provided:

- In the Philippines, the Naga City Development Plan, 2011–2020 (City Government of Naga, 2012) includes the building of databases on local migrants, based on data collected at national level, in order to inform development planning to include migration.

- 
- Migration Yorkshire, a local-authority-led regional migration partnership in the UK, develops Local Migration Profiles (LMPs) that describe the main migration trends and data available for particular areas of Yorkshire and Humber. The profiles are based on information in Migration Yorkshire’s regional migration databank, and are funded by a grant from the European Integration Fund to the “Integration Up North Project”<sup>13</sup>
  - These migration profiles are not publicly available, as they contain data that could be sensitive (asylum, asylum seekers, etc.). However a summary is published periodically, providing statistics on:
    - demography and its relationship to migration;
    - net migration rate (arrivals minus departures);
    - short-term migrants;
    - labour migration;
    - asylum;
    - students;
    - migration indicators provided by research studies.

Do you think that a migration profile for your territory could be developed? Who could be the drivers of such an exercise?

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<sup>13</sup><http://www.migrationyorkshire.org.uk/?page=faqlocalmigrationprofile>



## 5. CHALLENGES IN DATA COLLECTION

Several challenges are encountered when collecting/using data:

- **Challenges of definitions:** Migration is not defined in the same way in all places. For instance, some countries base their definition on the place of birth, others on citizenship. Therefore a person who obtained citizenship in his/her country of migration may or may not be counted as migrant. This also poses a challenge when it comes to comparing data among places where migration is defined in a different way.
- **Irregular migration** is by definition not precisely quantified, resulting in underestimation of the actual migrant stocks and flows.
- **Coordination between institutions:** Different institutions (national statistics offices, border administration, municipalities, etc.) may collect data, but in the absence of coordination mechanisms, these data may not be available to all stakeholders.
- **Legal issues:** Data collection – especially when identification of individuals is possible – may be subject to data protection laws. It is important to keep this in mind when defining data collection mechanisms.
- **Mistrust** between migrants and governments (of both host and home territories) may hamper the effectiveness of data collection. It is therefore very important to be very clear on the scope and forms of data collection, including on the principles of protection of personal data.

## KEY LEARNING POINTS

**1. Migration data** are key in the design of informed policies and plans concerning migration and development.

They relate to:

- migration trends;
- migration governance;
- international/local/ decentralized cooperation;
- migration's demographic, socio-economic and environmental impacts;
- the impact of development on migration.

Data are very diverse: magnitude of migration, rationale for migration, socio-economic profile, location, networks, issues, projects/contributions by migrants and the diaspora.

**2. Several sources** provide data, which however have their own qualities and issues. Therefore it is recommended to combine the different sources, and likewise the different methodologies (quantitative and qualitative), as a function of the purpose for which the data are to be used.

**3. Good data alone do not produce the formulation of relevant policies: other factors** have to be taken into account (the interests of

the particular actors in charge of policy formulation, public opinion, international commitments, and so on).

**4. Several challenges** – from the comparability of data to the inclusion of irregular migration and coordination among data providers – hamper the reliability of data.





## TRAINING ACTIVITIES

<p><b>Activity 1:</b> <b>What is Local Development?</b></p> <p>Activity 1.a: From the traditional development approach, towards local development</p> <p>Activity 1.b: All you always wanted to know about LD</p> <p><b>Activity 2:</b> <b>Migrants' capital for local development</b></p>	<p><b>Topic 1</b></p>
<p><b>Activity 3:</b> <b>The migration cycle</b></p> <p><b>Activity 4:</b> <b>Migrants in the LD cycle</b></p> <p><b>Activity 5:</b> <b>Mainstreaming migration within LD planning</b></p>	<p><b>Topic 2</b></p>
<p><b>Activity 6:</b> <b>What kind of data?</b></p>	<p><b>Topic 3</b></p>



If you are starting your training course with Module 1, make sure that the first Activity you propose to your participants is Activity 0, available in the Core Module. Activity 0 will enable the creation of a conducive learning environment.

## Activity 1: What is Local Development (LD)?

Activity 1 aims at providing the basis for the knowledge-building process that the group is about to undertake. Indeed, it is important that everyone have the opportunity to fully understand the concept of LD and migration, and relate it to his/her own reality.

Depending on your group and the resource people you work with, you can propose to your participants one of the two following activities:<sup>14</sup>

- **Activity 1.a** will guide your participants throughout a reflection process on linkages between LD and migration, and how it is different from the more traditional approaches to development.
- **Activity 1.b** is a great opportunity for everyone in the class to receive responses and feedback from experts and practitioners in relation to the questions, doubts and concerns they might have regarding LD and migration. Moreover, this activity is a good occasion for the sharing of knowledge among the group.

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<sup>14</sup> You can also do carry out both activities, if you consider it relevant and have enough time.

# Activity 1.a: From the traditional development approach, towards local development

<p><b>Group analysis</b></p> 	<p> <b>Objectives:</b></p> <ul style="list-style-type: none"><li>• discuss how the local approach to development is perceived;</li><li>• visualize how local development is different from the traditional development approach;</li><li>• recognize how migrants can contribute to local development.</li></ul> <p>Form groups with participants coming from the same territory, if possible. If not, ask participants to work individually and then discuss the results of their work in the group.</p> <p>Instruct participants to:</p> <ul style="list-style-type: none"><li>• have a look at Table 1 (Annex 1), while considering their own territorial environment;</li><li>• in line with each challenge/opportunity listed, define whether the response in their environment is part of the traditional development approach, or an LD and migration approach;</li><li>• indicate the implications of such responses;</li><li>• report back to the plenary on the results of the group work.</li></ul>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"><li>• If the group is homogenous, adapt Table 1 to the reality of the participants' territory, by inserting specific challenges and opportunities. If possible, provide a couple of existing answers as examples</li><li>• If people come from different territories, structure the exercise around a case study</li></ul>
<p><b>Material</b></p> 	<ul style="list-style-type: none"><li>• Instructions for the exercise, clearly stated and printed in A3 format (one copy per group)</li><li>• One copy of Table 1 for each participant</li></ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"><li>• 30 minutes for the group work</li><li>• 10 minutes per group to report back to the plenary</li></ul>

## Annex 1 – Table 1: Responses from different development approaches

Challenges/ opportunities	Traditional development approach	LD and Migration approach	Implications (positive and/or negative) for migrants	
			Traditional approach	LED and Migration approach
Climatic and geographical constraints and challenges				
Design and implementation of development policies				
Tendency towards decentralization and greater responsibilities for the regions				
Inclusion/exclu- sion of migrants' human, social and economic capital within develop- ment plans				
Reduction in state resources				
Growing need for communication and interaction between sectors so as to create innovations				
Importance of a skilled labour force at territorial level				

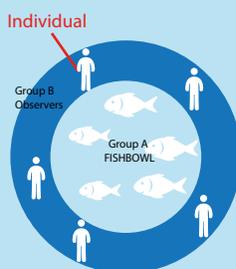
## Activity 1.b: All you always wanted to know about LD

### Fishbowl<sup>15</sup>



### Objectives:

- To discuss what we mean by local development and migration;
- to explore cases of local development and migration;
- to visualize how migrants can play a role in and be affected by local development.



“Fishbowl” is a method for facilitating a form of dialogue that divides the group into two parts: **observers and contributors**. **Listening** ability is required and strengthened.

This involves a small group of people seated in a circle, having a conversation (**fish**). They are surrounded by a larger group of observers, seated in an outer circle (**bowl**).

As a trainer, you should:

- act as a facilitator for the discussion (you can also act as both facilitator and content expert);
- ask two or three resource persons to act as experts in local development; as an alternative, you could identify experts from among the participants. The experts sit with you in the inner circle to discuss local development;
- Have another two or three chairs free in the inner circle;
- start with a brief input (5–10 minutes) to set out the general outlines of the discussion, and then facilitate discussion in the inner circle; each expert has five to ten minutes to talk about local development and migration, bringing forward a specific case, presenting an anecdote or expressing their opinion on the approach;
- the golden rule: The outer circle listens and observes; whenever someone wants to contribute to the discussion, they have to move to the inner circle – thus a participant from the inner circle must have freed up a chair and moved to the outer circle;
- instruct participants that:
  - they can come to the inner circle any time they like (as long as there is a free chair) to ask questions of the experts or to make a comment;
  - anyone who has finished his/her talk has to go back to the outer circle, so that somebody else can enter.<sup>16</sup>

For this method you need a minimum of 12 participants, plus two or three experts.



<sup>15</sup> For more information about the Fishbowl exercise please go to: <http://compass.itcilo.org>

<sup>16</sup> If you feel that there is a lot of wisdom in the class, you can agree beforehand with the subject matter experts that they can go back to the outer circle and leave their chairs free. If not (if the subject is fairly new to the participants), we advise that the experts stay inside the fishbowl for the entire activity.

### Tips



- Hold a short debriefing following the activity, capturing the key messages/lessons learned on a flip chart. For the debriefing, remove the inner circle of chairs

### Space



- Two rows of chairs in a circle

### Time



- A minimum of 1 hour 30 minutes

## Activity 2: Migrants' capitals for local development

### Group/ individual analysis

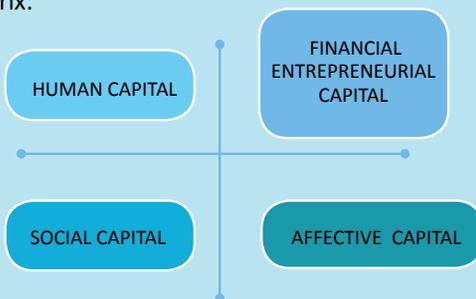


### Objectives:

- To identify the capitals that migrants can bring to a territory

Form groups with participants coming from the same territory, if possible. If not, ask participants to work individually and then discuss the results of their work in the group. Instruct participants to:

- consider the communities of migrants within their territory;
- describe the migrants' capitals, according to the following matrix:



Provide some examples, such as:

- o human capital: the skills and/or level of education possessed by the migrants;
- o financial capital: foreign direct investment;
- ask participants to prepare their matrix on a big flip chart, and be ready to present it to the plenary;
- facilitate the reporting back by helping participants to reflect on to what extent the migrants' capitals are exploited within their territories.

### Tips



- If participants come from different territories and you prefer them to work in groups, give each group a case history where the capitals of migrants can be identified

### Material



- Flip charts and markers
- Instructions for the exercise, clearly stated and printed in A3 format (one copy per group)



- 30 to 40 minutes for the group work
- 30 to 40 minutes for the report-back

## Activity 3: The migration cycle

### World Café



*“Whenever knowledge connects with knowledge, new combinations spontaneously take place. Ideas spark ideas, which synthesize with each other until more knowledge results. It is completely natural... Sharing knowledge means bringing more people into the conversation.”*

Verna Allee <sup>17</sup>



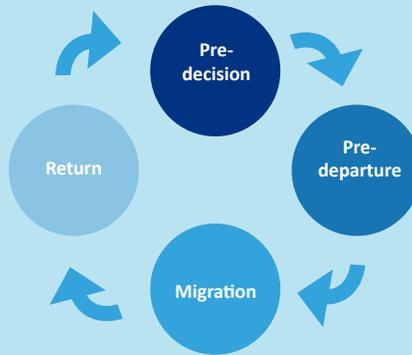
### Objectives:

- share knowledge, perspectives and stories related to the migration cycle;
- identify challenges and opportunities for local authorities within each phase of the migration cycle;
- collect the wisdom of the participants.

Form four heterogeneous groups. As much as possible, mix territories, roles and expertise.

Have the groups sitting around a table covered with a large flipchart paper (which will serve as a “tablecloth”) and several markers on it. Participants will have to write and draw directly on the “tablecloth”.

Assign each group a phase of the migration cycle:



Instruct participants that:

- each group has to elect a facilitator who will act as the host; the instructions for the host should be available on the table (Annex 2);
- there will be three rounds, with each of them will lasting 10 to 15 minutes. In each round a question will be posted and the groups will have to answer, in accordance with the phase of the cycle that they have been assigned. The questions are:
  1. What challenges do migrants generally face?
  2. What are the opportunities for the local authorities to facilitate a local development process with the participation of migrants?
  3. Think about your territory: do you have a story to share?

<sup>17</sup> From the official World Café web site: <http://www.theworldcafe.com/stories.html>.

	<p>Post Question 1 (on the screen or on a flip chart) and then give 10 to 15 minutes to answer. Circulate among the tables to ensure that each group relates their answers to the assigned phase of the migration cycle. Remind participants that they have to write and draw their ideas, discoveries and deeper questions as they emerge. The host has to facilitate the sharing process, and help people to connect the ideas.</p> <p>When the time is up, ask everyone apart from the host to go to a different table.</p> <p> The group does not migrate as a block – the participants have to mix as much as possible.</p> <p>When the groups have come together again, remind the hosts that they will have to briefly explain to the newcomers what happened in the previous round, and then post Question 2. Allow time for the answers and proceed as before to Question 3.</p> <p>When the activity is over, ask the hosts to report back the major insights from their tables that were gained in each round.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"><li>• Use music at the end of each round to alert the groups that the time is up and they have to migrate to other tables. Fade down the volume to silence before posting the next question</li><li>• Leave markers and crayons of many different colours on the tablecloths (the big flip chart papers) that cover the table, so that people will find it easier to draw</li><li>• Put a little plant or candies on the table, to better simulate the atmosphere of a café</li><li>• Once the three rounds are over, hang the tablecloths on the wall and ask the participants to move between them during the report-back</li></ul>

### Material



- 4 big flip chart or other pieces of paper to be used as “tablecloths”
- Markers and crayons of different colours
- Pins or magnets to hang the tablecloths on the wall for the report-back
- Instructions for the host available on each table

### Time



- 10 to 15 minutes for each round
- 20 to 30 minutes for the report-back

## Annex 2: Instructions for the host

### I’m a table host – what do I do?

- Invite people to introduce themselves
- Remind people at your table to jot down key connections, ideas, discoveries, and deeper questions, as they emerge
- Remain at the table when others leave, and welcome travellers coming from other tables
- Briefly share key insights from the previous conversation, so others can link and build using ideas from their respective tables

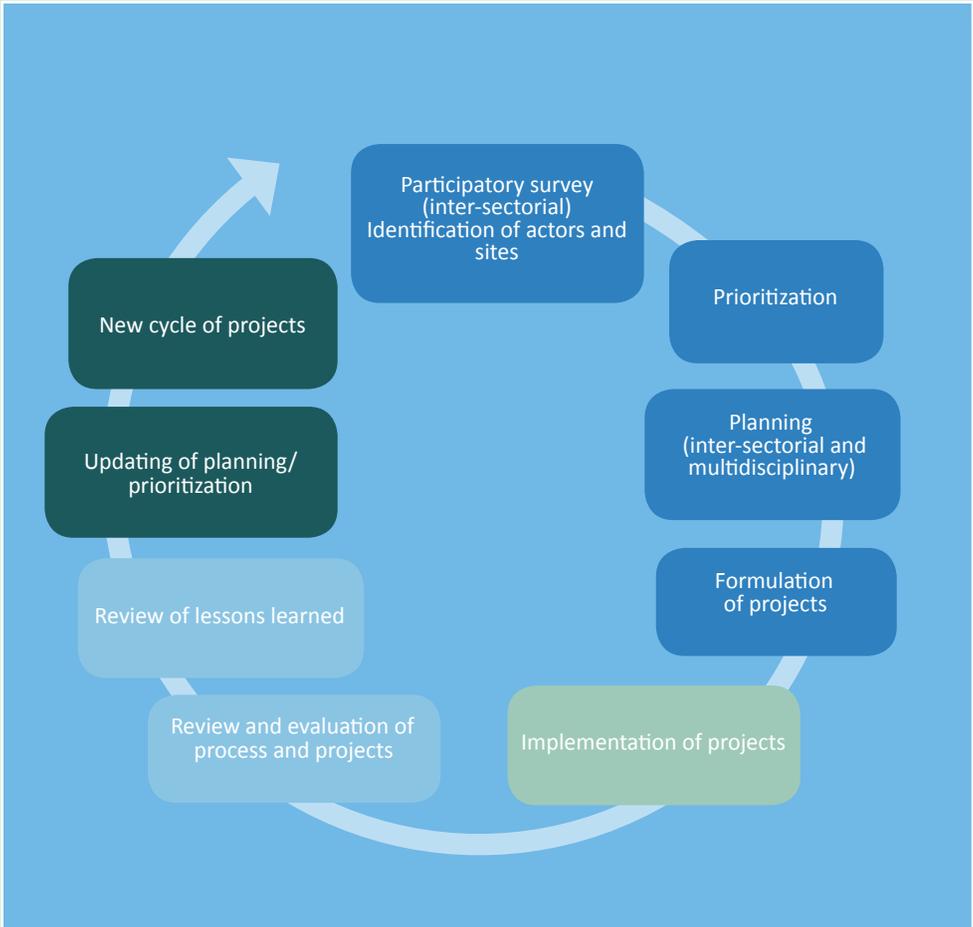
## Activity 4: Migrants within the LD cycle

<p><b>Group work</b></p> 	<p> <b>Objectives:</b></p> <ul style="list-style-type: none"><li>• identify entry points for migrants within the LD cycle;</li><li>• explore how migrants can participate in an LD process;</li><li>• identify challenges but also benefits that LD can bring for migrants.</li></ul> <p>Form four groups. If possible, in each group have participants coming from the same territory. If not, ask participants to work in a group to share their experiences and perceptions.</p> <p>Divide the chart “The LD Cycle” (Annex 2) between the groups: one group will focus on the planning phase (blue), another on the implementation phase (light green), another on the evaluation/review phase (light blue), another on the updating/planning phase (dark green). Within their groups, and taking into account the particular phase, ask participants to:</p> <ul style="list-style-type: none"><li>• determine how migrants can enter and play a role;</li><li>• say what challenges they may encounter, and what benefits they can gain.</li></ul> <p>Each group should prepare a couple of examples on how migration can enter the particular phase of the cycle, and identify about three challenges and three benefits.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"><li>• Rotate among the groups during the work</li><li>• Make sure the instructions are clear, and help participants in their discussion</li><li>• If the training is also a ToT (Training of Trainers) activity, give each group a different tool to prepare (a flip chart, an online collaboration tool<sup>18</sup>, a Prezi presentation<sup>19</sup>, etc.)</li></ul>
<p><b>Material</b></p> 	<ul style="list-style-type: none"><li>• Flip charts, markers, large coloured Post-its, Internet connection</li><li>• One copy per group of the LD chart, printed in A3 format</li></ul>
	<ul style="list-style-type: none"><li>• 45 minutes for the group work</li><li>• 20 minutes to prepare the tool for the report-back</li><li>• 10 minutes per group to present the results of their work</li></ul>

<sup>18</sup> For example: <http://scrumbler.ca>

<sup>19</sup> <http://www.prezi.com>

### Annex 3: The LD cycle



## Activity 5: Mainstreaming migration within LD planning

### Group work



### Objectives:

- investigate coordination mechanisms;
- identify barriers and solutions to effective coordination of migration mainstreaming within LD planning.

Form groups of a maximum of seven people. If possible, in each group have participants coming from the same territory. If not, ask participants to work in the group to share their experiences and opinions in a “simulation” exercise.

Explain that each group has to select a well-known territory (from among the territories the members of the group come from). Instruct the groups to:

- identify the way each one of a set of sectoral policies affects and is affected by migration;
- select the entity from among the local actors that is able to lead a coordination process for mainstreaming migration within LD planning;
- provide the organizational, coordination and consultation mechanisms to lead and oversee the process;
- indicate what the relevant stakeholders are that should be involved (civil society, social partners, private sector, etc.).

Each group should report their findings on a big board or on Post-its.

### Tips



- Remind the groups that they should benefit from the activity to better understand the coordination mechanisms, and what the obstacles and means to overcome them might be
- The process of discussion and comparison between the various experiences and opinions is extremely valuable

### Material



- Markers, big boards, coloured Post-its
- Instructions for the exercise, clearly stated and printed in A3 format (one copy per group)

### Time



- 45 minutes for the discussion in group
- 15 minutes for each group to report back

## Activity 6: What kind of data?

### Role play



### Objectives:

- identify what data are necessary for specific initiatives and policies;
- experience a meeting among authorities on data collection.

Explain to participants that they are going to play the role of the authorities of territory X.

Divide them into four or five groups, assigning each group the role of particular authorities – for example:

- Group 1: Municipal authorities
- Group 2: Regional authorities
- Group 3: NGOs
- Group 4: Local training providers
- Group 5: Chamber of Commerce

The various authorities are going to meet at the City Hall to discuss the design of and improvements to several initiatives and policies. In particular, the discussion will be about the following:

- developing decentralized cooperation agreements based on migration patterns;
- reaching out to the diaspora and promoting diaspora initiatives;
- providing services to migrants;
- promoting the participation of returning migrants to local development;
- proposing alternatives to migration (for example, job creation).

Each group has to concentrate on one of the topics and define **what kind of data would be needed to design and implement related initiatives/policies**. Once they have prepared the lists of data needed for the assigned topic, the groups will have to elect representatives to be sent to the meeting.

During the meeting, each representative will present the types of data to be collected, and seek feedback from their colleagues.

Once the role-play is over, involve all the participants in the debriefing. In particular, discuss the points on which there was no consensus.

	 <p>The order of the topics above (from 1 to 5) reflects the order of the authorities (Groups 1 to 5). However, you can decide to modify the proposed association between authority/ and topic, as well as proposing other types of authorities and topics, on the basis of the characteristics of your participants and their territories.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• Ensure that a wide variety of authorities, from different levels, is represented within the four or five groups</li> <li>• Prepare a table for the role-play, and lay out the chairs of the other participants in an amphitheatre configuration, so that everyone can follow the discussion and participate in the debriefing</li> </ul>
<p><b>Material</b></p> 	<ul style="list-style-type: none"> <li>• Instructions for the exercise, clearly stated and printed in A3 format (one copy per group/authority)</li> <li>• Post-its and markers</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 20 minutes for the discussion in group, to define what data is needed for what initiatives/policies</li> <li>• 20 to 30 minutes for the role-play</li> <li>• 10 to 20 minutes for the debriefing</li> </ul>

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TOPIC 3







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Joint Migration and Development Initiative(JMDI)

**Establishing partnerships,  
cooperation  
and dialogue on  
M&D at local level**

**Module 2**





**Establishing partnerships,  
cooperation  
and dialogue on  
M&D at local level**

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## General objectives



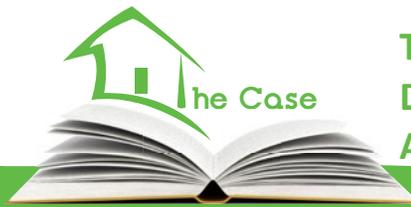
By the end of this module, participants will be able to:

- illustrate how migration and LD initiatives can influence (or be influenced by) actors and mechanisms;
- explain the different scales at which partnerships occur within the framework of M&D, and the inter-relationship between these scales;
- define forms and strategies to work with key stakeholders at local, national and international levels;
- identify relevant partners to engage in local M&D processes.

## Introduction

This module aims to tackle the key issue of partnerships able to enhance local M&D processes. The stress is put on the importance of recognizing the interrelationship and complementarities that exist between different actors, and the way these actors may be linked through partnership. The module also focuses on the role LRAs play in setting up or participating in these partnerships.

The first topic explores the different scales of partnership, from the international to the local level, and the different actors involved. It also illustrates the main features of partnerships, as well as the different kinds of partnership within or across borders. The second topic focuses on local-to-local partnerships, and more precisely on decentralized cooperation, co-development and territorial partnerships. The third topic addresses public–private partnerships (PPPs) and their potential application in local M&D processes. The fourth topic deals with the different ways to partner with migrant associations, from both a territory of origin and of destination point of view.



## THE MIGRATION AND DEVELOPMENT (M&D) ASSOCIATION <sup>1</sup>

### Rationale and context for the creation of M&D

Migration and Development (M&D) is a French–Moroccan association. It was created in 1986 by Moroccan migrants who were low-skilled workers employed by Pechiney in the Alps region until it closed down due to recession. The Moroccan workers were all dismissed and had to think about going back to their country of origin. Confronted with the issue of the return of migrants, the association introduced the “*migration and development*” component to the international cooperation sphere.



The workers who founded M&D originated from the south of Morocco, an extremely poor and disadvantaged region neglected by public authorities that has suffered from drought since the 1970s. It was also a region of mass emigration, offering few job opportunities and little dynamism for economic development. Within this context the Moroccan migrants organized themselves through the M&D association and developed a project: they invested their severance pay from Pechiney in collective actions in their territories of origin that lacked basic infrastructures (roads, schools, drinking water supply and health facilities). As often happens in similar cases, the lack of physical infrastructure is initially perceived as the most evident gap between “developing” and “developed” communities/territories/countries. Interestingly, this perception evolved in parallel with the development of the association.

<sup>1</sup>This is the representative case study for Module 2. We will go back to it throughout our reading to learn how theory can be translated into practice.



The spontaneous involvement of migrants in harnessing the potential of their migration for the development of their region of origin, through supporting local development initiatives, is what makes M&D unique. It has offices in both France (Marseilles) and Morocco (Agadir and Taliouine), which supports its philosophy of supporting migrants in building bridges in relation to development between the territories of origin and of destination. This has also been an innovative feature of the association, particularly at the time of its founding.

# TOPIC 1

## M&D PARTNERSHIPS: FORMS AND FRAMEWORKS, FROM THE GLOBAL TO THE LOCAL LEVEL

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## Learning objectives

By the end of this topic, participants will be able to:

- describe the importance of forming multi-stakeholder partnerships in M&D;
- identify opportunities for partnership involving several levels (international, regional, national, local, etc.);
- investigate opportunities for territorial partnerships and cooperation within and across borders.



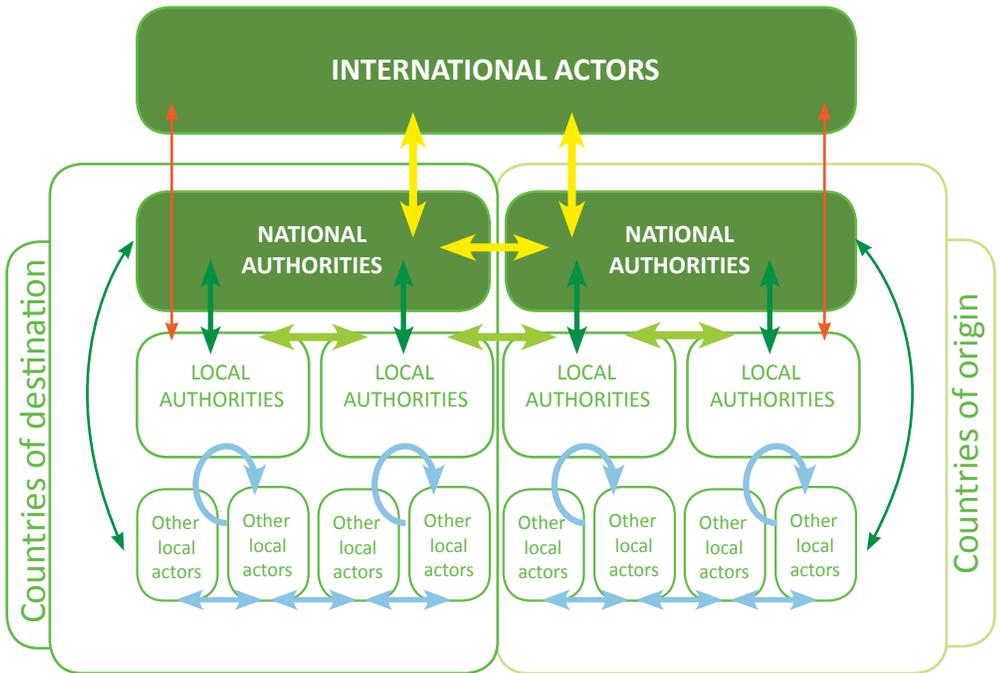
## Introduction

The migration and development nexus is a complex one, linking development-related issues with migration dynamics. Working on maximizing its benefits means maximizing the positive impact of migration on development, while minimizing its negative impacts. This implies a need to engage with a broad spectrum of different actors concerned with M&D, with different views, roles, responsibilities and capabilities. In order to maximize the benefits related to M&D, dialogue among these actors – and relevant partnerships – are keys for success.

This topic aims to show the importance of such dialogue and partnerships at the local level, and to insert these dynamics into the wider national and international contexts.



## Potential cooperation and partnership on migration and local development

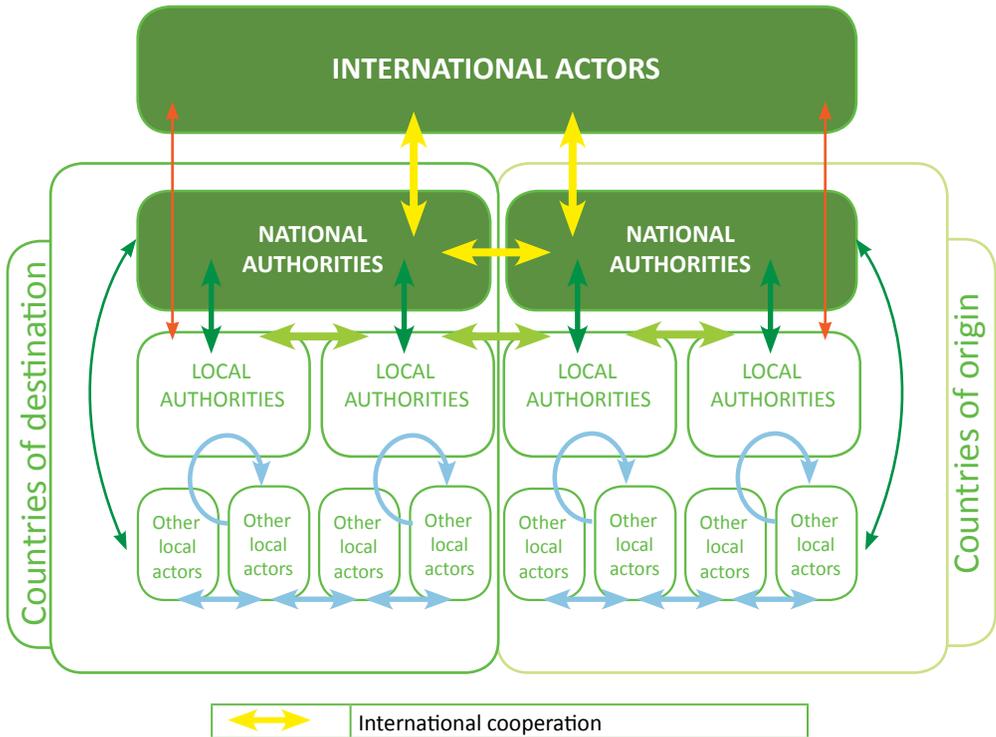


	Intra-local partnerships and PPPs
	Local-to-local (decentralized cooperation)
	Local–national partnership
	Local–international framework
	International cooperation

# 1. MODALITIES OF INTERNATIONAL COOPERATION<sup>2</sup>



Modalities of international cooperation



<sup>2</sup> This section is directly inspired by and modified based on the content of the following handbook: IOM, *International Migration and Development training modules: a facilitator's guide*, (2013)



## International context

Governance takes many forms in the field of international migration – from local policies to national migration policies and programmes, international conventions, interstate agreements and non-binding multilateral dialogue mechanisms and consultative processes. There is no overarching global arrangement covering migration.

This could be explained by the difficulty in: reconciling national sovereignty on migration issues with participation in supranational initiatives; identifying and agreeing on common principles to govern international migration; or reconciling conflicting priorities and concerns relating to migration – as well as by the multiplicity of stakeholders in this field.

In the absence of a global migration regime, non-binding mechanisms have provided States and other stakeholders with opportunities to discuss, exchange information and cooperate to address common migration concerns.

Some major dialogue mechanisms are listed below. They are not developed, as they are outside the focus of this topic.

- International Conference on Population and Development (ICPD), Cairo, 5–13 September 1994: Programme of Action
- United Nations General Assembly: High-level Dialogue on International Migration and Development (2006 and 2013)
- Global Forum on Migration and Development (GFMD, since 2007)
- Post-2015 Development Agenda

Other mechanisms exist, such as the yearly IOM International Dialogue on Migration, the Global Migration Group bringing together the UN agencies addressing migration, The Hague Process on Refugees and Migration, or the Global Knowledge Partnership on Migration and Development (KNOMAD).



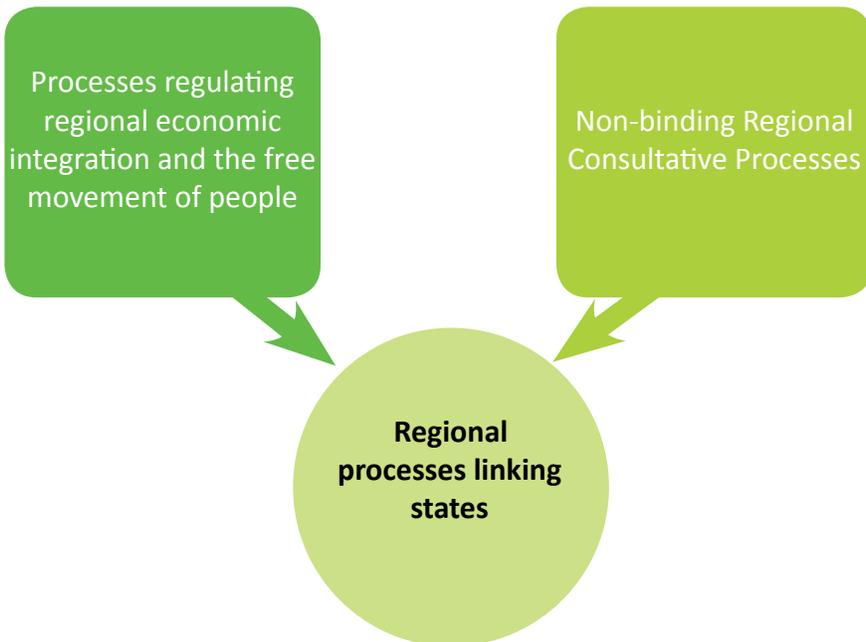
## Regional processes

There are different types of regional processes linking states within the same region and influencing the management of migration. These can be subdivided into two main groups:

- **Processes regulating regional economic integration and the free movement of people** (such as ECOWAS (Economic Community of West African States), COMESA (Common Market for Eastern and Southern Africa), CEN-SAD (Community of Sahel-Saharan States), EAC (East African Community), CAN (Andean Community), CARICOM (Caribbean Community and Common Market), NAFTA (North American Free Trade Agreement), MERCOSUR (Southern Common Market), ASEAN (Association of Southeast Asian Nations) and EU (European Union))
- **Non-binding Regional Consultative Processes (RCPs)**, which are interstate, regional, informal and non-binding frameworks for dialogue solely addressing migration issues. RCPs bring together states that share interests in common migration patterns, for the identification of common issues and solutions within a depoliticized setting. Some examples are the Colombo Process (CP) in South Asia, the Abu Dhabi Dialogue linking the CP and the GCC (Gulf Cooperation Council) countries, the Migration Dialogue for Southern Africa (MIDSA), etc.



## The different types of regional processes



All of these mechanisms allow consultation between international stakeholders, as well as the setting of priorities and agendas. The main challenges they face are:

- competing views between different stakeholders (for example, the need for a migrant labour force vs. the need for border control);
- issues of representation (these mechanisms are sometimes regarded as top-down, with few voices from civil society);
- translating discourse into practice (questions arise as to whether there should be mechanisms that are more binding).

## 2. A VARIETY OF ACTORS AND ROLES INVOLVED IN LOCAL M&D PROCESSES

Local authorities are increasingly recognized as major players in the area of development and in M&D dynamics. Theirs is a pivotal role. At the international level, their voice is presently heard through a variety of fora, including the recently created Mayoral Forum on Mobility, Migration and Development, and other international fora in which they are increasingly represented. Nevertheless, a lot remains to be done, as migration remains first and foremost an issue discussed among national governments at international level.

We discussed above the variety of challenges and opportunities that arise throughout the migration cycle in the link between migration and local development. Based on that topic, it was already clear that actions are rarely effective when undertaken by a single actor, and that each actor has its specific role and set of responsibilities.

## POINT FOR REFLECTION

### THE PIVOTAL ROLE OF LOCAL AUTHORITIES

Local authorities have a pivot role to play within local M&D partnerships at all scales. Indeed, because of their institutional position they have very specific assets:

- they are at the interface between different local actors;
- they are at the interface between local and national-level actors;
- they play an important role in bilateral cooperation, through the establishment of decentralized cooperation frameworks.

This pivot role is of course enhanced in a favourable decentralized framework, but in order to be maximized, knowledge and dialogue are key:

- **knowledge** of the different actors present in a territory allows one to get a deep insight into their complementarities and therefore the promoting of effective partnership;
- continuous **dialogue** with the local actors – as well as with the national and international stakeholders – makes it possible to discover their abilities and priorities, therefore building on these when planning local M&D processes.



In what sense do you think that local authorities benefit a great deal from the establishment and maintenance of platforms facilitating communication with and among local actors?



Do you want to know more about the link between migration and local development? Go to the Core Module, Topic 1.

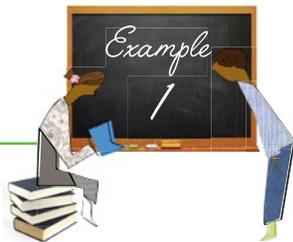
It is also clear that the variety of actors that influence local M&D processes goes beyond the local level, including national as well as international actors.

Non-exhaustive categories of actors, with their areas of responsibility, may be listed as follows:

Actors	Abilities
Local and regional authorities	<ul style="list-style-type: none"> <li>• Apply the national legislative framework</li> <li>• (where possible) Define local legislation and regulations</li> <li>• Plan and implement local policies and projects within their mandate</li> <li>• Establish, manage and coordinate local institutions and services</li> <li>• Endorse local initiatives</li> <li>• Liaise with supralocal, national and international actors, especially with other LRAs</li> <li>• Liaise and partner with other local actors within and outside the territory</li> <li>• Provide platforms for multi-stakeholder networking</li> <li>• Delegate the provision of services</li> <li>• Manage local public funds</li> <li>• Mobilize (public and private) funds</li> </ul>
Population	<ul style="list-style-type: none"> <li>• Voting</li> <li>• Intrinsic importance, as it defines the social climate in which policies are established and actions taken</li> </ul>
Local- and national-level non-governmental institutions and organizations (including diaspora NGOs)	<ul style="list-style-type: none"> <li>• Mobilize their constituencies</li> <li>• Develop and implement specific projects</li> <li>• Advocate for their priorities</li> <li>• Network and partner with other organizations and institutions at the local, national and international levels</li> <li>• Raise funds</li> </ul>

Local and national media	<ul style="list-style-type: none"> <li>• Produce information</li> <li>• Communicate messages</li> </ul>
Local/national academic sector	<ul style="list-style-type: none"> <li>• Undertake research, produce data</li> <li>• Train highly skilled persons</li> <li>• Provide and maintain expertise</li> <li>• Liaise and partner with other academic institutions</li> </ul>
Citizen groups and associations (most often local, with national and international federations) – including diaspora groups	<ul style="list-style-type: none"> <li>• Come together around specific interests</li> <li>• Advocate for specific causes and act as spokespersons</li> <li>• Network with similar groups nationally and internationally</li> <li>• Liaise with local/national authorities</li> </ul>
Private sector - including migrant entrepreneurs	<ul style="list-style-type: none"> <li>• Provide goods and services</li> <li>• Employ people</li> <li>• Partner with other actors (private sector, academia, authorities)</li> <li>• Sponsor initiatives</li> </ul>
Migrant individuals	<ul style="list-style-type: none"> <li>• Create migrant groups</li> <li>• Establish/enhance transnational networks</li> <li>• Transfer transnational capitals (social, cultural, financial, human)</li> </ul>
National authorities	<ul style="list-style-type: none"> <li>• Define the national legislative framework</li> <li>• Plan and implement national policies and projects</li> <li>• Establish, manage and coordinate national institutions and services</li> <li>• Endorse initiatives</li> <li>• Liaise with international level</li> <li>• Provide necessary guidance to sub-national actors</li> <li>• Provide platforms for multi-stakeholder networking</li> <li>• Delegate the provision of services</li> <li>• Manage public funds at national level</li> </ul>
International development actors	<ul style="list-style-type: none"> <li>• Provide technical assistance</li> <li>• Provide thematic expertise</li> <li>• Promote partnership</li> <li>• Manage projects</li> <li>• Mobilize international funds</li> <li>• Promote national and international discourse on M&amp;D (cf. Global Forum on Migration and Development, High-level Dialogue on International Migration and Development, Global Migration Group, etc.)</li> </ul>

### 3. MULTI-STAKEHOLDER PARTNERSHIPS ARE KEY TO CONSISTENT INITIATIVES



#### *Parents on the Spot, Hamburg, Germany*<sup>3</sup>

Since the 1990s the proportion of young people in Hamburg with a migrant background leaving school without a graduating has been more than twice that of the majority population. Accordingly it is a policy priority to improve educational attainment, increase the number of placements among youth with a migrant background, and strengthen school structures for intercultural dialogue and cooperation.

The project entitled “Parents on the Spot” aimed to enable parents with a migrant background to play a more active role in the schooling of their children – more specifically, in the transition from school to employment. To do so, it was important to build awareness regarding the German school system and make the parents active and knowledgeable actors in the schooling of their children. Initial contact served to build a trusting relationship between project workers and parents in selected neighbourhoods, potentially leading to formal training on German schooling, educational structures and school–employment transitions. The next stage was crucial to the project. It was one in which trained parents were encouraged to become facilitators – which is to say, to use their own social networks to pass the knowledge on to other parents. From October 2011 to December 2013, 62% of the 45 trained parents became facilitators, and an estimated 2800 parents had been reached.

<sup>3</sup> EU-MIA is a programme funded by the EU and implemented by the ITC-ILO, with FIERI, Oxford University and COMPAS (from the EU-MIA program - source: modifications from the page [http://www.eu-mia.eu/cases/ham\\_infosheet](http://www.eu-mia.eu/cases/ham_infosheet)).

The project was designed and managed by the Coordination Office for Further Training and Employment and implemented by its staff. Additional stakeholders included the educational and district authorities and the Department for Urban Regeneration and Development. Preselected neighbourhood schools were obvious stakeholders. In addition, the neighbourhood offices were highly important for project implementation. Staffed by employees with a precise knowledge of the local area, these community hubs served to facilitate relations with local associations and key resource persons, and have provided familiar local spaces for the staging of events and training activities. In the end, parents were both beneficiaries of and actors in the project.

The above table and example demonstrate how local M&D initiatives/projects/programmes cannot be successfully undertaken by a single category of actors, but also how these categories are **complementary** in their abilities, and therefore in the roles they can assume. Complementarity is the key component of successful partnerships, as it maximizes the resources available to achieve a shared objective.



### The different types of complementarities

Contextual complementarity	Technical complementarity
Exploits the connections of each partner; Fundamental in local M&D projects	Exploits the professional expertise of each partner to achieve a common goal

There are basically two kinds of complementarities:

- **contextual complementarity:** exploits the (formal, informal, personal, institutional and geographical) connections of each partner. Contextual complementarity is fundamental in local M&D

projects, as it typically characterizes the relationship between partners in territories of origin and destination. In this sense we can talk about transnational complementarity;

- **technical complementarity:** exploits the professional expertise of each partner in order to achieve a common goal. For instance, a project that requires the production of data and the use of these data to establish relevant policies will involve partners able to produce such data (for example, universities) and partners able to establish policies (for example, local authorities), as well as partners involved in the pertinent sectors covered by the policy.



## Components of successful partnerships

Legitimacy of partners	Shared visions	Building trust
Mutual recognition of each partner's legitimacy	Partners share the same vision	Partners are committed to the objectives they want to achieve

If complementarity is the foundation on which partnership is built, there are there other major components that determine successful partnerships:

- **legitimacy of the partners:** In order to establish a successful and relevant partnership, it is key that there be mutual recognition of each partner's legitimacy in its own field of expertise. Similarly, in a local M&D project it is of equal importance that the target (i.e. migrant communities, migrant associations, etc.) be considered a partner, and therefore that it also recognize the legitimacy of all of the partners

involved in a partnership. To give an example: if migrant communities do not trust local authorities – and therefore do not fully recognize their legitimacy – this may in turn hamper the success of the project;

- **shared vision:** A successful partnership is characterized by the fact that all the partners share the same vision with regards to its objectives. This is ultimately reflected in the goals of a project/policy/initiative. This does not mean that the rationale for partnership needs to be exactly the same for all partners. If local authorities and the private sector partner to promote job creation, their aim will be slightly different (employment for the authorities versus profit for the private sector). However in the final analysis their general objective – job creation and its promotion – are shared. This also implies that, as much as possible, partners should be aware of and agree upon each other’s visions;
- **building trust:** Partnerships around M&D are based on trust between partners. Trust is defined not only by legitimacy and a shared vision, but also by the assumption that the partners are committed to the objectives they want to achieve, and that the motivations of each partner are quite clear and transparent.



## Different types of cooperation

Stakeholder engagement	Partnerships	Strategic alliances
Temporary collaborations between project partners and other actors	Established between small-scale actors and larger public and private actors	Established with actors with decision-making power



That being said, cooperation between actors – referred to as partnership – can take different forms according to the way the actors are actually linked to each other:

- **stakeholder engagement** refers to collaborations between project partners and other actors, who contribute in a one-off way to specific project components and are involved only at certain stages of a project. They do not necessarily participate in management and decision-making;
- **partnerships** are established between small-scale actors and larger public and private actors, in order to jointly implement an action. Partners are present at all stages of a project, and their formal cooperation ensures that all actors have official and direct ownership, influence and responsibility over decision-making;
- **strategic alliances** are established with actors that have decision-making power (national authorities, development cooperation agencies and donor organizations – but also local authorities, depending on the level of decentralization). Through the responsibility they have for establishing policies and programmes or in mobilizing resources, these strategic allies play a very important role in influencing the conditions in which small-scale actions take place. Regardless of the size of a project, it is therefore very important to involve strategic allies. This ensures legitimacy and visibility, but also provides opportunities for scaling up and for making effective links with other pertinent initiatives. Involving strategic allies also provides a real chance to inform their policies with local-level data and knowledge.

## 4. THE POTENTIAL FOR COOPERATION AND PARTNERSHIP ON MIGRATION AND LOCAL DEVELOPMENT

Even if as a concept migration and local development imply local action, they involve actors at a much larger scale. This is due to two key factors:

- **migration implies at least two distinct territories** (a territory of origin and a territory of destination). This is the main strength in which the potential of migration for development is embedded, and on the basis of this strength are built local strategies for maximizing the positive impact of migration. This implies that the involvement of actors from different territories is not only possible but also desired, in order to achieve the greatest impact. Decentralized cooperation builds on this feature;
- **local M&D actions, policies and initiatives are embedded within wider realities.** Local policies and initiatives should at a minimum be compatible with the national framework, and the national framework also determines the consistency between local initiatives in different territories. Moreover, the M&D discourse is embedded within priorities and strategic/theoretical frameworks that are discussed at international level. The international and bilateral levels are key in mobilizing the resources for local M&D initiatives.

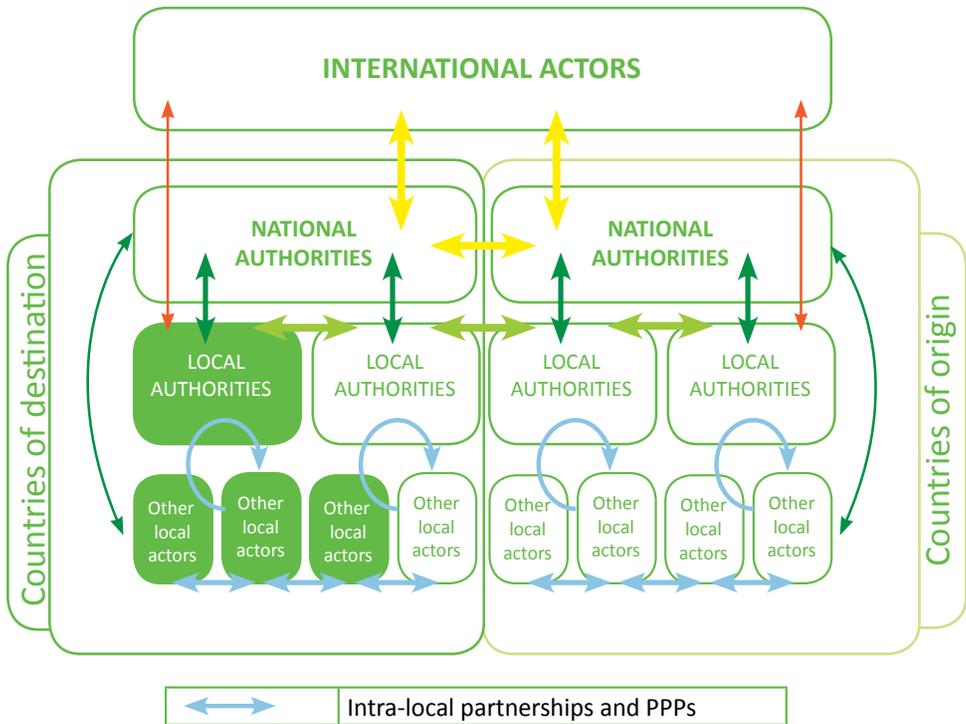
These factors open up a wide range of possibilities for partnership, alliances and cooperation on M&D. These can be looked at according to the scale considered.



Do you want to know more about how resources can be mobilized at international level for local M&D initiatives? Go to Module 1.



## Intra-local partnerships

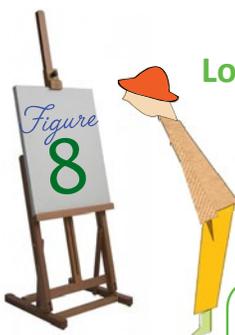




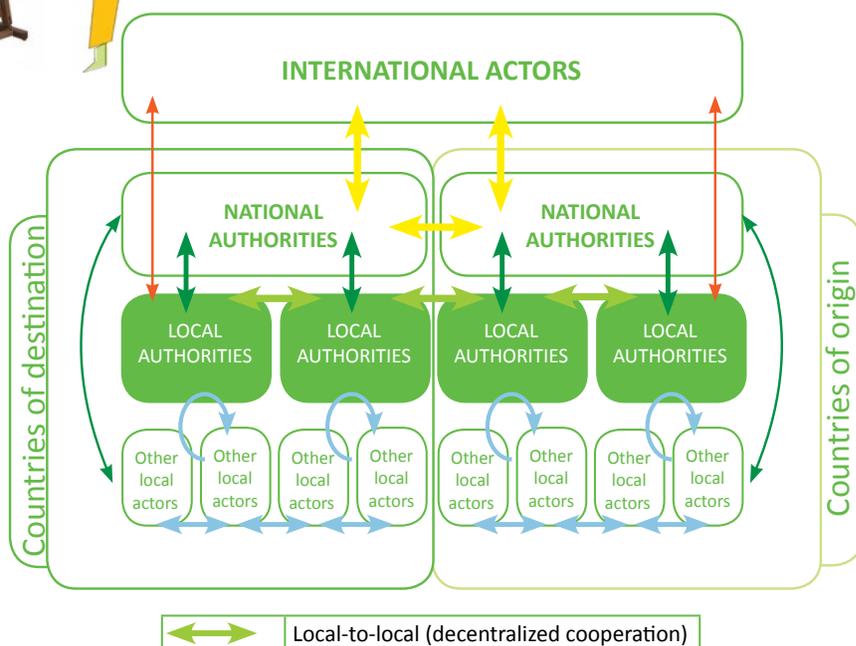
Intra-local partnership can be seen as the smallest unit of partnership, undertaken between actors from the same territory. It involves only local actors, without any partnership with actors at any other level/territory. This has the advantage of providing local answers to local challenges, but on the other hand it does not allow the harnessing of the transnational potential of migration, nor building based on similar initiatives mounted in other territories. Similarly, without being linked to other strategic allies – such as the national authorities or international actors – the impact of such partnerships remains very local.

On the other hand, if they are successful, projects built around intra-local partnership can provide an excellent base for initiating and scaling up partnerships at a broader level.

The role of local authorities can be either active (initiating a project, establishing a consistent partnership between several actors, being one of the partners, etc.) or passive (providing the conditions that facilitate the success of M&D projects, being a strategic ally to a project).



## Local-to-local partnerships/cooperation



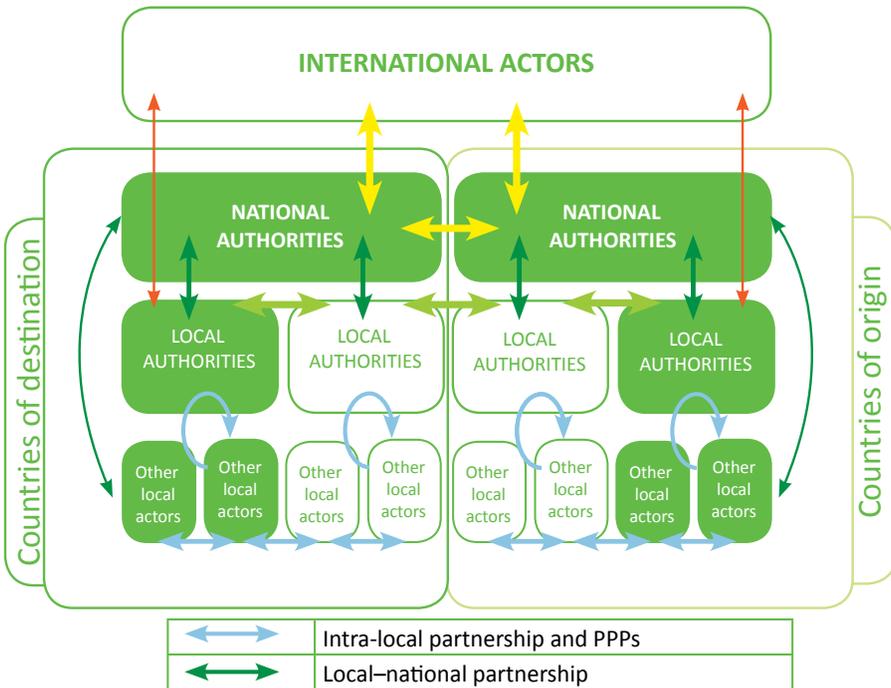
Local-to local cooperation can take place within or across borders. In the latter case we talk about **international decentralized cooperation**. This is the focus of Topic 2; it can take place both within and across borders.

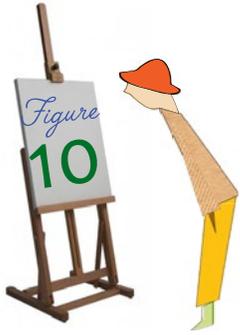


Do you want to know more about local-to-local cooperation? Go to Topic 2 of this module.



## Local–national cooperation framework





## Benefits of partnership and collaboration between local and national levels

Policy	Practical	Cooperation	Financial	Consistency
Local authorities can inform national policymaking on M&D	Local authorities can bring to their locality services that are otherwise available only centrally	Local authorities can build on bilateral relations to promote decentralized cooperation	Local programmes compatible with national priorities benefit from public funds	Local projects benefiting from coordination mechanisms can see their impact multiplied

Depending on the level of decentralization, the relationship between the local and national levels can vary from relative independence in terms of policies, to complete dependence. In any case, local policies and initiatives are embedded within the national framework, and their implementation depends in part on it. In that sense the national level implicitly affects the local level.

However, strategic alliances and partnerships between local-level and national-level actors can be of great interest to both parties:

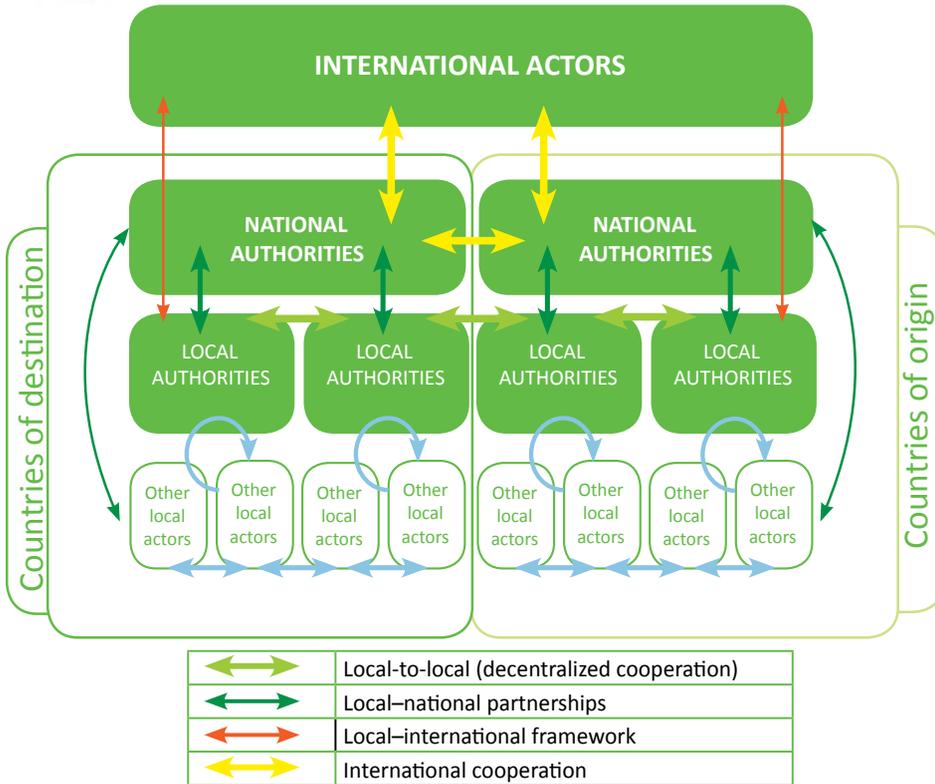
- from a policy point of view, if so enabled local authorities can inform national policymaking through the provision of a local perspective on M&D;
- from a more practical point of view, local authorities can bring services to their locality that are otherwise only available centrally;

- 
- from a cooperation point of view, local authorities can build on bilateral (national to national) relations to promote decentralized cooperation;
  - from a financial point of view, local programmes that are compatible with national priorities can benefit from public funds;
  - from the point of view of consistency, individual local projects that benefit from coordination mechanisms established at a wider scale can see their impact multiplied.

In any event, dialogue between local and national actors is key in identifying the opportunities that cooperation and partnership potentially bring.

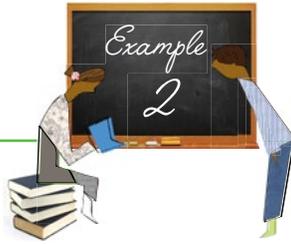


## Local–international framework



If M&D initiatives are implemented at the local level, the discourse that frames them is promoted and negotiated within the international arenas. Multilateral agencies that have M&D as one of their priorities have the capacity to mobilize funds and establish programmes within which local initiatives can be inserted.

In this sense, multilateral actors are strategic allies that are traditionally linked with the States, but that are increasingly active at the local level. The JMDI is an example of this, linking multilateral actors and local authorities and empowering them in their local M&D initiatives.



## Mayoral Forum on M&D

The First Mayoral Forum on Mobility, Migration and Development took place in Barcelona on 20 June 2014,, bringing together mayors and other local authorities from around the world to discuss the central role played by city governments in migration governance. The official outcome of the Mayoral Forum became the “Call of Barcelona”, unanimously endorsed by the participants. It emphasizes equality of rights, duties and opportunities as a basis for moving to a cohesive society, acknowledging the central role played by local governments in the issues of mobility, migration and development.



The Call of Barcelona and the Mayoral Forum have therefore paved the way for an **emerging political dialogue among mayors and local and regional authorities on migration and development**. The JMDI is supporting this dialogue as part of the programme’s objectives in connecting local authorities internationally to facilitate partnerships and knowledge sharing. The second Mayoral Forum on Mobility, Migration and Development will take place in the second half of 2015.

A practical exercise is proposed below in this module (see Activity 8) to reflect further on this example of the Call of Barcelona.

## Public-private partnerships

The private sector is increasingly involved in partnerships with the public sector and civil society. Indeed, as the primary actor in the labour market or as developer of innovative solutions to problems, the private sector can have a large role to play in local development.



Do you want to know more about public–private partnerships? Go to Topic 3 of this Module.

# KEY LEARNING POINTS

- Working on M&D implies the need to engage with a large spectrum of different actors with an interest in it, that have different views, roles, responsibilities and capabilities.
- In general it is key that **partnerships** aiming at **consistent initiatives** are **multi-stakeholder**.
- Not only is it the case that a local M&D initiative/project/programme cannot be successfully undertaken by a single category of actors, but also that these categories are **complementary in their abilities**, and therefore in the roles they can take on.
- **Complementarity can be:**
  - contextual;
  - technical.
- While complementarity is the foundation on which partnership is built, there are **three other major components** that determine successful partnerships:
  - legitimacy;
  - shared vision;
  - trust.
- **Cooperation between actors** can take different forms:
  - engagement of stakeholders;
  - partnerships;
  - strategic alliances.
- **At the international and multilateral level**, cooperation takes place in different settings:
  - multilateral dialogue mechanisms;
  - processes regulating regional economic integration and the free movement of people;
  - non-binding Regional Consultative Processes (RCPs).
- **When the sub-national level is involved**, there are several types of cooperation:
  - intra-local partnerships;
  - local-to-local (horizontal) partnerships/cooperation;
  - local–national cooperation frameworks;
  - local–international frameworks;
  - public–private partnerships.

## TOPIC 2

# DECENTRALIZED COOPERATION, CO-DEVELOPMENT AND TERRITORIAL PARTNERSHIPS

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## Learning objectives

By the end of this topic, participants will be able to:

- define the concept of decentralized cooperation (DC);
- explain the role of local and regional authorities in promoting and fostering DC partnerships in relation to migration and development;
- identify the benefits of and define the necessary elements for coordination with proper multilateral cooperation frameworks;
- explain the potentials and identify the areas of intervention for DC partnerships to enable and engage migrants;
- identify the necessary information to collect before establishing DC partnerships involving M&D issues.



## Introduction

Local and regional authorities (LRAs)<sup>4</sup> have been increasingly recognized as innovative players in the international cooperation and development landscape. In addition to significantly contributing to local development processes through local policies and the subsequent provision of public services for the communities they administer, they increasingly implement projects and participate in international debates, as well as in multilateral frameworks for development.<sup>5</sup>

Throughout the 1990s a new actor surfaced in the international cooperation landscape, and was fully acknowledged in the first decade of the new century: local and regional governments – usually called Decentralized Cooperation (DC) partners. These have grown in their capacity for establishing effective and sustainable territorial partnerships

<sup>4</sup> Here we use the word “authorities” in place of “governments”, as several states do not include any additional layer of government other than the national one.

<sup>5</sup> LRAs have progressively grown in their capacity for association among peers and building supranational organizations of local authorities and regional authorities, the most important of them being the Global Network of Cities, Local and Regional Governments, UCLG (<http://www.uclg.org/>) and the Global Forum of Associations of Regions, FOGAR (<http://www.regionsunies-fogar.org/en/>).



for development, and in fostering multilevel governance by complementing national plans and taking part in global debates – including the process for the definition of the Post-2015 Development Agenda.

Decentralized cooperation has become a pertinent dimension of the international development system, with great potential for addressing migration and human mobility. Because LRAs are directly affected by the effects of migration on their own territories' development, and have started producing their own good practices in this field, M&D is progressively becoming an area of work for DC stakeholders.

This Topic will look into: how decentralized cooperation works; how it has evolved to take different forms, adapting to diverse territorial contexts and players, including global alliances; how it can benefit from human mobility to improve its effectiveness and inclusive outreach; and finally, how the needs and potentials of human mobility can be better addressed when framed within territorial partnerships.

# 1. DEFINITIONS AND ACTORS, PRINCIPLES AND AREAS OF WORK

The concept of decentralized development cooperation became visible during the 1990s and 2000s, thanks in part to a progressive global process of empowerment of local and regional authorities (whether due to decentralization or to deconcentration processes at country level). This facilitated relations between LRAs, leading to more concrete exchanges of skills and expertise in different sectors at sub-national level (region, province, and municipality). Subsequently, the exchanges involved other territorial actors not directly linked to the LRAs, extending the partnership to the territorial dimension and broadening the initial institutional framework.

Although there is no consensus on any single way to define decentralized cooperation, one simple and widely accepted definition is that it is *“an international cooperation activity carried out in partnership between two or more local or regional authorities and their sectoral branches”*.

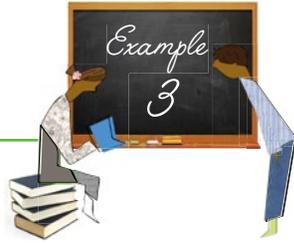
In this case the partnership is based on an institutional agreement and mobilizes knowledge and expertise within the involved LRGs, regardless of the participation of other territorial actors.

When the relationship between partnering local governments is capable of involving and taking advantage of endogenous knowledge and resources by mobilizing other local actors from the public and private sector, as well as academia and civil society, it evolves into a **territorial partnership**.



In this case, as multiple territorial actors are engaged, the institutional agreement becomes a framework for action by diverse actors, coordinated by the LRGs.

In any event, DC initiatives are characterized by a partnership spirit and an innovative approach, when compared to the traditional donor–recipient relationship. Given the nature of its bottom-up approach, the spontaneity of interactions and solidarity among decentralized cooperation actors is one of the advantages of this form, and one of the reasons for its effectiveness. These features help to build solid institutional relations, based on reciprocal and horizontal partnerships between peers.



## Partnerships in the field of Migration and Development

Al Hoceima, a Moroccan city on the Mediterranean coast, has been steadily growing of late, due to rural-to-urban migration. At the same time, many citizens have emigrated from Al Hoceima to Europe, many of them to Belgium. In the framework of a partnership between Al Hoceima and Schaerbeek Municipality (Belgium), diaspora groups living in Belgium help to mobilize technical assistance in urban planning from their community of destination, and have created a management office for the town city centre in Morocco, benefiting from the expertise of Belgian LAs.



The main innovative features of DC are:6

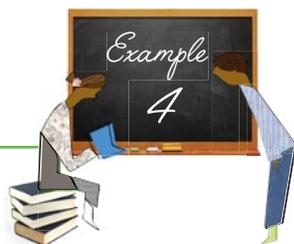
- the proximity of LRAs to the citizens and territories;
- the potential for complementing national frameworks and plans;
- the horizontal partnership, distinct from the vertical one traditionally linked to the donor–recipient approach. It is an enabling partnership, overcoming or at least reducing asymmetrical relations between the different actors involved;
- the concept of co-development, as the proximity relationship each LRA builds with its territorial actors within the DC initiative also implies a strengthening of cohesion in the territory itself;

<sup>6</sup> Prof. V. Ianni, University of Naples, l'Orientale, International Forum on aid effectiveness at the local level, Foligno 2011.

- the potential for South–South and triangular cooperation at the local level, with a great variety of fast-developing practices;
- effective complementarity with multilateral frameworks to reduce fragmentation and increase overall effectiveness.

Decentralized Cooperation Partners **should not be seen as one more donor in a sea of many donors**, but as an innovative player with its own specific capacities in terms of resource mobilization through partnering with third parties (i.e. traditional donors and innovative fund-raising mechanisms) in support of common development goals.





## South–South<sup>7</sup> and triangular cooperation (SSTC) at local level

A key feature of the evolving development landscape is the increasing importance of South–South Cooperation (SSC), which underscores the leading role of the South in its own development. SSC is a process whereby two or more developing countries pursue their individual and/or shared development objectives through the exchange of knowledge, skills, resources and technical know-how.

Another growing trend is triangular cooperation, which involves Southern-driven partnerships between two or more developing countries, supported by a developed country or countries or multilateral organization(s), to implement development cooperation programmes and projects.

These dynamics are particularly pertinent for local actors, since LRGs and other territorial actors face similar compelling challenges and develop solutions and innovations that are highly relevant to their counterparts in areas such as migration, local capacity, basic service delivery, urban governance and local economic development.

The wealth of knowledge, experience and innovations embedded within local institutions and actors represents a great potential that can be mobilized through SSTC at territorial level, developing capacity building and knowledge-sharing across a range of local actors. The rich exchange of experiences and innovation generated by SSTC represents a vital resource, as important as financial resources.<sup>8</sup>

<sup>7</sup> United Nations Development Programme, Regional Bureau for Latin America and the Caribbean. 2011. *Mapping multilateral support to South-South cooperation in Latin America and the Caribbean: Towards collaborative approaches*. (Panama City, UNDP).  
[http://issuu.com/artpublications/docs/mapping\\_multilateral\\_support\\_to\\_ssc](http://issuu.com/artpublications/docs/mapping_multilateral_support_to_ssc).

<sup>8</sup> Extract from UNDP ART Initiative, 2013, p. 25.



SSC represents a new panorama of cooperation (bilateral South–South and decentralized South–South), in which the economies of some developing countries (BRICS, CIVETs) have been growing at a much faster pace than those of developed countries in recent years. However, SSC not only has an economic value, but also values territorial knowledge and practices. This is a specific value that facilitates the exchange and consolidation of partnerships, the generation of innovation from different experiences of local actors and the enhanced impact of international cooperation, reducing costs in favour of greater quality and impact and an enhanced vitality of cooperation actions.<sup>9</sup>

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<sup>9</sup> Mapping Multilateral support to South-South Cooperation in Latin America and the Caribbean: Towards collaborative approaches, UNDP, 2011

## 2. CO-DEVELOPMENT AND DECENTRALIZED COOPERATION

“Co-development” is a concept that since the 1960s has varied over time and geographical location, and according to the actors involved. Co-development within the framework of migrants as development actors only emerged in France in the 1970s, with France’s first efforts in providing official development assistance, aimed essentially at facilitating the return of migrants to their countries of origin, through established agreements between France and the migrants’ countries of origin. Based on this experience, the government reflected further on the relationships between migration and development, so as to build on the potential savoir-faire of the increasing number of migrants reaching France.<sup>10</sup> Along these lines, the 1990s was a time of experimentation and dialogue with the various actors concerned, and led to a renewed approach to co-development in 1997 with Professor Sami Nair’s report entitled *Rapport de bilan et d’orientation sur la politique de codéveloppement liée aux flux migratoires*.

This report proposed a refurbished theoretical framework and methodology at the national level for managing migration flows to benefit migrants’ countries of origin. This was in the 1990s, in the context of a country with stagnating economic growth and a faltering capacity to absorb migrants. Co-development therefore became linked to the idea of promoting migrants as vectors for development, to facilitate the integration of existing migrants and to create the socio-economic conditions in the countries of origin to provide alternatives to further migration.<sup>11</sup> With a more multifaceted outlook, while one that still focused on controlling migration flows, Nair’s report recognized the importance of not only the national actors, but also of decentralized and local administrations and civil society, in supporting migrants’ initiatives and associations to foster development.

<sup>10</sup> Lacroix, T., Migration, Développement, Codéveloppement : quels acteurs pour quels discours ? : Rapport de synthèse européen Informer sur les migrations et le développement (IDEM), Institut Panos, Paris, 2009 <http://www.imi.ox.ac.uk/pdfs/reports/idem.pdf>.

<sup>11</sup> Nair, S. 1997. *Rapport de bilan et d’orientation sur la politique de codéveloppement liée aux flux migratoires* (Paris, Mission interministérielle Migrations/codéveloppement, Ministry of Foreign and European Affairs): <http://www.ladocumentationfrancaise.fr/var/storage/rapports-publics/984000139.pdf>.



While efforts at the national level continued, a set of various decentralized cooperation initiatives took root involving migrants between the territories, with migration routes such as between Nord-Pas-de-Calais and Saint-Louis in Senegal, and between Seine-Saint Denis and Figuig in Morocco.<sup>12</sup>

In the early 2000s this practice of co-development was then adopted across Southern Europe. Countries such as Spain and Italy, which had recently become immigration-receiving countries, adopted co-development as a dimension of their decentralized cooperation initiatives. Given the high degree of decentralization of these two countries, this link between co-development and decentralized cooperation came naturally. Decentralized cooperation initiatives went from joint efforts between local authorities and migrants' associations, in fostering integration and social cohesion and supporting migrants' associations, to fostering development in territories of origin, through the provision of funding or technical assistance to tap into migrants' knowledge and networks to enhance development cooperation efforts.<sup>13</sup>

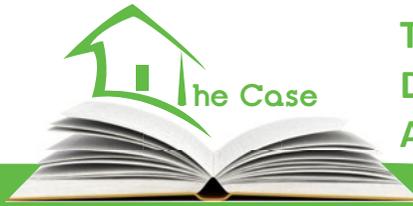
The concept of co-development has also been taken on by migrants' associations, some of which have been working in migration and development since before France coined the term. One example is the Migration and Development Association based in Marseille, France and run by Moroccans, the approach of which is to carry out "co-development projects" to reinforce rural civil society in southern Morocco, based on mobilizing the Moroccan diaspora as well as fostering sustainable socio-economic development in marginalized mountainous areas.<sup>14</sup>

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<sup>12</sup> Lacroix, T., Migration, Développement, Codéveloppement : quels acteurs pour quels discours ? : Rapport de synthèse européen Informer sur les migrations et le développement (IDEM), Institut Panos Paris, 2009+

<sup>13</sup> *ibid.*

<sup>14</sup> Migrations & Développement, Notre Approche:  
<http://www.migdev.org/qui-sommes-nous/nos-objectifs-notre-approche/>



## THE MIGRATION AND DEVELOPMENT (M&D) ASSOCIATION

It all started with **informal fundraising** by Moroccan immigrants living France, with the funds then invested in local infrastructures in the south of Morocco. **Partnerships** were built up with **local associations**.

One of the strengths of the M&D is its **openness** to everyone who wanted support this development project carried out by migrants. French engineers volunteered – and not only did they bring their abilities, but they also helped to strengthen the links between the association and French civil society and public institutions. Indeed, this gave huge credibility to the association and its projects.



Over the first 15 years of its existence the M&D has mostly invested in **building local infrastructures and providing basic services** such as electricity and drinking water supply. This required building up **strong partnerships** with local actors to maintain both the infrastructures and the services. A local association was in charge of managing the project over the long term, but local authorities were included in the activities as well. As the M&D do not intend to substitute itself for the state, it has been linking local associations' and citizens' actions to the local authorities. In many cases, basic services such as electricity and water are now provided by public institutions and managed by local governments.

Since the 2000s the M&D has been **supporting local economic development activities** for improving people's standards of living. These income-generating activities include rural tourism and high-added-value agricultural crops (saffron, argan oil). The local authorities' role is thus to provide a favourable environment for migrants' investments



and local economic development, which can be done through the Local Development Plans (LDPs).

LDPs have been inserted within the 2002 Local Charter that reflects the decentralization process under way in Morocco. Designed for a six-year period, it looks to open the city up to new local development and local governance opportunities. This planning tool is intended to facilitate partnership with and the involvement of migrant associations in territorial development, as it promotes a participatory and sustainable approach.

### 3. ACTORS AND AREAS OF WORK

A decentralized cooperation initiative is set up on the basis of a goal identified in common between two or more involved partners. It usually implies the definition of a framework agreement committing partners to mobilize capacities and resources through socio-economic actors in and from the territories concerned, such as local companies, universities and associations, migrants and migrants' associations, as well as other public bodies with pertinent abilities.

Each of these actors possesses specific expertise and knowledge, rooted in its respective economic and cultural surroundings. As a function of its own historic or geographical context, each territory/administration has developed specific knowledge in relation to a given development priority/challenge. The management solution applied is offered to a peer for knowledge transfer and capacity development, based on the latter's locally identified demand. In what could be defined as DC 2.0, partners in the North have started to associate on a territorial basis as well, to enhance their capacity to make an impact and their critical mass. This is the case of the Municipal Funds for Cooperation and the Regional Agencies for Development Cooperation in Spain.<sup>15</sup>

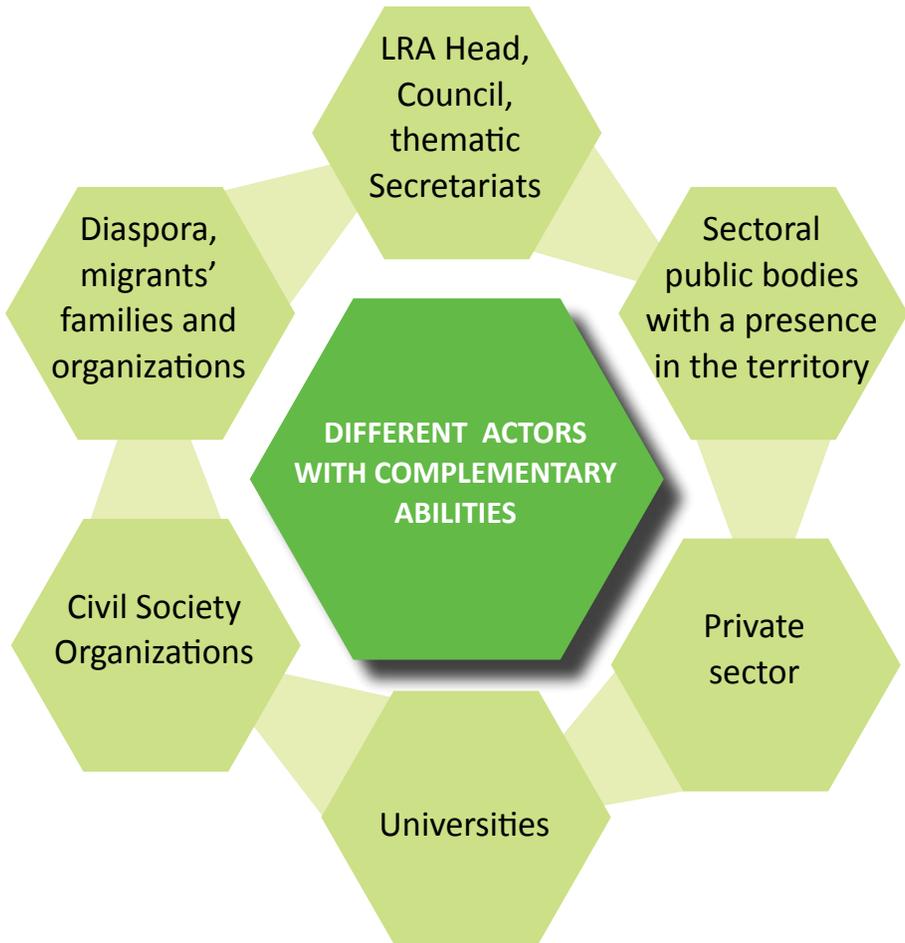
The following table summarizes the core abilities normally embodied by each category of DC actor, by area of work. What comes clear from the table, is how often areas of ability are present within different categories of actors. This responds to the principle of complementarity and subsidiarity.

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<sup>15</sup> Fondo Andaluz de Municipios para la Solidaridad Internacional, FAMSI: <http://www.andaluciasolidaria.org/>; confederación de Fondos de Cooperación y Solidaridad: <http://www.confederacionfondos.org/es/la-confederacion>.



**DC actors possess complementary abilities**



## Abilities/areas of work in DC partnership

LRA Head, Council, thematic Secretariats	Political framework and coordination; institutional capacity building; citizen participation; democratic governance; strategic planning, particularly in urban planning and LED.
Sectoral public bodies with a presence in the territory	Capacity building according to respective ability/expertise vs. demand from partner territory; support in design and implementation of local public policies; sectoral interventions based on local planning in recipient location (health, education, environment, LED).
Private sector	Technical assistance and training; trade relations; mobilizing investments as well for projects related to locally identified priorities for local economic development. Assigning of value to endogenous resources.
Universities	Scientific collaboration as well in support of other sectoral interventions; fellowship programmes; M&E of development interventions; taking advantage of good practices, knowledge circulation.
Civil Society Organizations	Wide variety of abilities in any one sector and, more specifically, depending on the context: citizen participation; identity and cultural heritage; vulnerable groups, minorities.
Diasporas, migrants' families and organizations <sup>16</sup>	A still underdeveloped set of strategic bridge-building abilities, useful to all the above categories: understanding of languages and cultural specificities on both sides of the partnership; enriched vision of local development potentials through the migratory experience; knowledge of the territory of origin, with related potential, both for identification of priorities and for investment.

<sup>16</sup> When duly engaged with and included in DC partnerships.

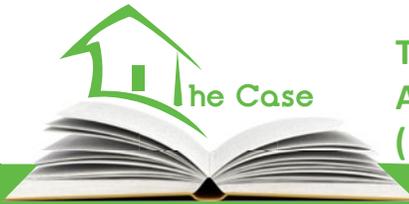
## 4. PRINCIPLES

In some contexts decentralized cooperation is considered to be part of local governments' external action, and is coordinated with the Ministry of Foreign Affairs at central level, whether it be a territorial, trans-border or proximity partnership. In any event, where they exist, coordination with central-level strategies is needed in both the developing and the industrialized countries, and can be achieved through dedicated agreements ensuring that DC interventions complement national strategies and plans, and/or locally formulated and centrally endorsed development plans.<sup>17</sup> Among other measures, this will pre-empt fragmentation and overlapping, which are two of the most common limitations faced by dispersed (decentralized) cooperation initiatives.

The central role of LRAs in local development partnerships cannot overshadow the need for alignment and harmonization with the other levels of development cooperation, so as to make interventions more effective and to the extent possible replicable. In the context of migration, LRAs are in the best position to work – within national and local frameworks – on co-designing and implementing policies aiming to strengthen migrants' agency as development actors, in both territories of origin and destination.

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<sup>17</sup> Examples from the Municipality of Chefchaouen in Morocco:  
[http://issuu.com/artpublications/docs/pcd\\_chefchaouen](http://issuu.com/artpublications/docs/pcd_chefchaouen)



## THE MIGRATION AND DEVELOPMENT (M&D) ASSOCIATION

### Methodologies and principles – from an informal setting to a structured and credible association

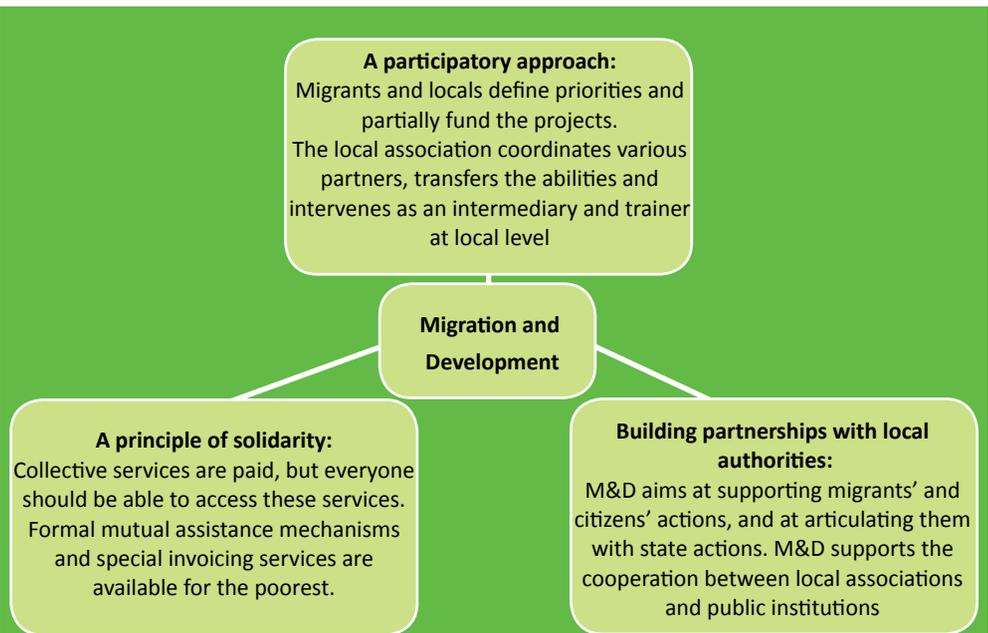
The Migration and Development (M&D) Association initially started from **informal fund-raising** by Moroccan immigrants living in France. Resources were then invested in local infrastructures in Southern Morocco and **partnerships with local associations** were developed.



One of the strengths of M&D has been its **openness** to any actor willing to support this initiative. For example, French engineers shared their technical abilities and also helped strengthen the links between the association, French civil society and public institutions. These links contributed towards the credibility to the association and its projects.

In turn, credibility – together with the originality of the approach – led to **attracting official sponsors and partners** at international level (FAO, UNICEF), European level (European funds), French level (Ministry of Foreign Affairs and French Development Agency) and Moroccan level (Ministries for Social Development, Agriculture, the Regions, Rural Municipalities, etc.).

Coming out of this empirical approach, the M&D Association gradually developed **three core action principles** that constitute the framework for its methodology:



M&D is also promoting a **cross-cutting gender-based approach**. Women are involved in all stages of the development projects and their initiatives are strongly supported. Their inclusion in local governance is also highly praised by M&D, which tries to make use of their social and economic autonomy. Finally, migrant women have a crucial role to play, not only through remittances but also thanks to their transfer of knowledge and behaviours on health, education and other issues.

## 5. MULTILATERAL FRAMEWORKS ADDING VALUE TO DECENTRALIZED COOPERATION

Acknowledging the interdependence between the local, regional, national and global levels, since the early 1990s several multilateral organizations and agencies have designed and put in place programmes to support multilevel interventions and/or specifically the interaction between cities, territories and decentralized partners. Some of these programmes focus on the interaction between cities and territories as a specific goal,<sup>18</sup> other than strengthening LRAs, institutional and operational capacities and funding opportunities.<sup>19</sup> Others aim at supporting the articulation between different levels of government and a variety of actors to articulate and work together based on commonly identified goals (organized development demand from recipient countries/territories). These programmes have been particularly conducive to providing a programmatic and operational framework in which all the potential partners in development cooperation could work and articulate their abilities and levels of action.<sup>20</sup> When duly implemented,<sup>21</sup> this modality enhances the impact of each partner via articulation with the others. Generally aimed at reinforcing institutional capacities and supporting the design and implementation of comprehensive development plans, these framework programmes offer new financing opportunities to local authorities and at the same time widen the scope of decentralized cooperation action.<sup>22</sup>

International organizations and other multilateral actors have set up several platforms to foster DC and territorial partnerships actions within comprehensive frameworks, agreed upon and endorsed as well by national governments, both donor and recipient.<sup>23</sup>

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<sup>18</sup> <http://www.citiesalliance.org> (World Bank).

<sup>19</sup> European Commission: [http://ec.europa.eu/europeaid/sectors/thematic-programme-non-state-actors-and-local-authorities-development\\_en](http://ec.europa.eu/europeaid/sectors/thematic-programme-non-state-actors-and-local-authorities-development_en); UN Habitat: <http://www.unhabitat.org>.

<sup>20</sup> This approach has also been assigned the evocative definition of “new multilateralism”: [http://eu-un.europa.eu/articles/en/article\\_9126\\_en.htm](http://eu-un.europa.eu/articles/en/article_9126_en.htm).

<sup>21</sup> This is the case of the Local Human Development Programme in Cuba: [http://hdrnet.org/243/1/rpr\\_4\\_7.pdf](http://hdrnet.org/243/1/rpr_4_7.pdf).

<sup>22</sup> Statements by the Union of Cities and Local Governments (UCLG) in this regard: <http://www.commed-cglu.org/multilateral-2/>.

<sup>23</sup> See more on the UNDP ART Initiative:

[http://www.undp.org/content/brussels/en/home/ourwork/democraticgovernance/in\\_depth/UNDP-ART-local-authorities.html](http://www.undp.org/content/brussels/en/home/ourwork/democraticgovernance/in_depth/UNDP-ART-local-authorities.html) and

[http://www.ideassonline.org/pdf/info\\_11\\_30.pdf](http://www.ideassonline.org/pdf/info_11_30.pdf).



## Added value of multilateral frameworks

### An integrated and comprehensive cooperation system facilitates:

Complementarity between international development cooperation actors	Decreasing fragmentation	Multi-level programming and implementation	Alignment, harmonization and mutual accountability	Demand-based development cooperation	Increased SD impact
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The following are worth mentioning among the added value from this form of work:

- Establishment of an integrated and comprehensive cooperation system, connecting the local to the national and international dimension, facilitating:
  - complementarity between different international development cooperation actors;
  - decreased fragmentation;
  - multi-level programming and implementation;
  - alignment, harmonization and mutual accountability are favoured in a common operational framework;
  - demand-based development cooperation;
  - increased SD impact.<sup>24</sup>

<sup>24</sup> Development priorities document from Carchi Province in Ecuador: <http://carchi.gob.ec/index.php/agenda-prioridades>; Development priorities document from L'Oriental, Morocco: [http://issuu.com/artpublications/docs/oriental\\_francais\\_1](http://issuu.com/artpublications/docs/oriental_francais_1) ; [http://issuu.com/artpublications/docs/oriental\\_arabe\\_1](http://issuu.com/artpublications/docs/oriental_arabe_1)

## KEY LEARNING POINTS

- **Decentralized cooperation (DC)** has become a relevant dimension of the international development system, with a huge potential for dealing with migration and human mobility. Because LRAs are directly affected by the effects of migration on their own territories' development, and have started producing their own good practices in this field, M&D is progressively becoming an area of work for DC stakeholders.
- Decentralized cooperation is an international cooperation activity carried on in **partnership between two or more local** or regional authorities and their sectoral branches.
- When the relationship between partnering local governments is capable of involving and taking advantage of endogenous knowledge and resources by mobilizing other local actors from the public and private sector as well as academia and civil society, it evolves into a **territorial partnership**.
- Among the **main innovative features** of DC are the following:
  - the proximity of LRAs to the citizens and territories;
  - the potential to complement national frameworks and plans;
  - the horizontal partnership, distinct from the vertical one that is traditionally linked to the donor–recipient approach. It is an enabling partnership, overcoming or at least reducing asymmetrical relations between the different actors involved;
  - the concept of co-development, as the proximity relationship each LRA builds with its territorial actors within the DC initiative also implies a strengthening of cohesion within the territory itself;
  - the potential for South–South and triangular cooperation at the local level, with a great variety of fast-developing practices;
  - effective complementarity with multilateral frameworks, to reduce fragmentation and increase overall effectiveness.
- Over time, decentralized cooperation initiatives went from joint efforts between local authorities and migrants' associations in fostering integration and social cohesion

– and supporting migrants’ associations – **to fostering development in the territories of origin** through the provision of funding or technical assistance and tapping into migrants’ knowledge and networks to enhance development cooperation efforts. This links DC and co-development.

- **A decentralized cooperation initiative is set up** on the basis of a goal identified in common between two or more engaged partners.
- Each of these actors possesses **specific expertise and knowledge**, rooted in its respective economic and cultural surroundings. Actors may be:
  - the LRA Head, Council, thematic Secretariats;
  - sectoral public bodies with a presence in the territory;
  - the private sector;
  - universities;
  - civil society organizations;
  - diasporas, migrants’ families and organizations.





## TOPIC 3

# PUBLIC–PRIVATE PARTNERSHIPS

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## Learning objectives

By the end of this topic, participants will be able to:

- adopt a broad approach to PPP;
- recognize the potential challenges raised by PPPs;
- include the private sector in the design of local policies related to migration.



## Introduction

The role played by the private sector within public life is increasingly widely recognized and the subject of many discussions. Among these discussions, a central issue is the way that public–private partnerships (PPPs) may be designed and put in practice.

In the field of migration, PPPs can cover a wide range of issues – building on the opportunities raised by migration, or the challenges faced by migrants in both territories of origin and destination.

This topic aims to provide a broad vision of the possibilities local authorities have to partner with the private sector and with other public entities in order to enhance the impact of migration on development.

# 1. WHAT ARE PUBLIC–PRIVATE PARTNERSHIPS?

There are no universally recognized definitions of public–private partnership (PPP). Similarly the term “private” is used differently according to who uses it. However, most of the literature mentions PPP as traditionally pursued for service delivery and infrastructure. In this view, the dominant approach defines PPPs as *“a form of structured cooperation between public and private partners in the planning/construction and/or exploitation of infrastructural facilities in which they share or reallocate risks, costs, benefits, resources and responsibilities”*.<sup>25</sup>

*“Philanthropic or donor-recipient relationships – such as a one-time donation – or collaborations that fail to draw on the core abilities of each party are not, in our view, true public-private partnerships. Likewise, short-term projects led by one party with participation from others – such as sponsoring an event – do not qualify. Nor do all relationships that involve cross-sector collaboration, especially those where one party is the subcontractor of another.”*<sup>26</sup>

Other approaches are broader, and describe PPPs as *“working arrangements based on a mutual commitment (over and above that implied in any contract) between a public sector organization with any organization outside of the public sector”*.<sup>27</sup> This latter definition has the advantage of not only highlighting the cross-sectoral aspect of PPPs, but also of stressing the importance of a shared commitment to achieve joint outcomes, and the fact that PPPs are not limited to contractual relationships (which does not imply that they are not ruled by signed documents).

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<sup>25</sup> Koppenjan J. 2005. “The formation of public-private partnerships: lessons from nine transport infrastructure projects in the Netherlands”. *Public Administration* 83(1): 135–157.

<sup>26</sup> United Nations Foundation, 2003: *Understanding Public-Private Partnership*, United Nations Foundation, 16 pp.

<sup>27</sup> Bovaird T. 2004. “Public-private partnerships: from contested concepts to prevalent practice”. *International Review of Administrative Sciences*, 70(2): 199–215.

## 2. WHY PUBLIC-PRIVATE PARTNERSHIPS?

There are several reasons why public and private entities join into partnership. Most often, one or more of the following reasons are behind PPPs:<sup>28</sup>

- enhancement of efficiency and effectiveness through taking advantage of comparative advantages, with a rational division of labour and resource mobilization;
- to provide the multi-actor, integrated resources and solutions required by the scope and nature of the problems being addressed;
- to move from a no-win situation among multiple actors, to a compromise and potential win-win situation;
- to open up decision-making processes to promote a broader operationalization of the public good.

Along the same lines, according to the United Nations Foundation,<sup>29</sup> public-private partnerships:

- are voluntary and build on the respective strengths of each partner;
- optimize the allocation of resources;
- achieve mutually beneficial results over a sustained period;
- involve written agreements that specify the purpose and duration of the partnership, its governance, as well as exit arrangements.

In general, these points can be summarized by the fact that ideally the public and the private sector partners combine their respective strengths in order to reach common goals, which in turn allows each party to reap some benefit.

<sup>28</sup> Adapted from: Brinkerhoff, D.W and Brinkerhoff, J.M 2011: "Public-private partnerships: perspectives on purposes, publicness and good governance", *Public administration and development*, 31, pp. 2-14.

<sup>29</sup> United Nations Foundation, *ibid*.

### 3. CHALLENGES RELATED TO PUBLIC-PRIVATE PARTNERSHIPS

Although PPPs are of great interest in the field of migration and development, it is important to highlight some of the issues that may potentially raise obstacles to their success.

The first issue is that of **objectives**. Indeed, when partnering to reach a defined outcome, public and private actors do not pursue the same objectives. While public actors aim for the public good, private actors aim for private benefit. This may be an obstacle if the forms of the partnership are not carefully reviewed, together with the contractual arrangements.

The second issue is more conceptual, while still very important. Indeed, the notion of PPP is subjectively related to the idea that the private sector is more efficient than public administration, with efficiency being one of the conditions for a successful business model. As is observed in many cases: *“While presented as an effort to improve efficiency and effectiveness, such an objective is also based on a normative belief that the private sector is inherently ‘better’ at management than the public sector. Such normative orientations have led to a dramatic under-appreciation of the unique role governments must play in public service provision. Contracting out and purportedly more mutual arrangements under the rhetoric of PPPs have significantly reduced many governments’ capacity to effectively participate in and oversee these arrangements and to ensure they are responsive to citizen demands and contribute to a broader, more strategic vision of the public good.”*<sup>30</sup>

This is why in this topic we particularly focus on PPPs directly aiming to build on the challenges and opportunities inherent in migration, and which recognize private partners not only for their relative advantages, but also for the responsibilities they bear.

<sup>30</sup> Brinkerhoff, D.W and Brinkerhoff, J.M 2011: “Public-private partnerships: perspectives on purposes, publicness and good governance”, *Public administration and development*, 31, pp. 2-14.

## 4. PUBLIC-PRIVATE PARTNERSHIPS AND MIGRATION

The issues related to PPP are very broad, and would deserve to be covered in an entire manual of their own – highlighting successes and failures, opportunities as well as particular challenges. It would evaluate different models (roles of the public and private sector, areas for partnership, length of partnership, etc.) and conceptions (who is private? what do we mean by partnership? etc.).

In the field of migration, the application of PPP (especially when the private sector is taken to mean for-profit actors) is more limited than when it comes to more general service provision, and therefore difficult to assess. We could argue that PPPs related to migration can bring added value in two distinct circumstances:

- transnationalism provides a valuable asset in such partnership, building on **opportunities** brought by migration;
- partnership can effectively respond to **challenges** faced by migrants/return migrants/migrant families. These partnerships can build on the opportunities brought by migration, for instance in cooperating with migrant actors.



Do you want to know more about service provision? Go to Module 4, Topic 2.



## Challenges and opportunities during the pre-decision phase of the migration cycle

### CHALLENGES

- Lack of information on the realities of migration
- Conditions of the labour market push people to migration



### OPPORTUNITIES

- Return migrants possess information on migration



## Challenges and opportunities during the pre-departure phase of the migration cycle

### CHALLENGES

- Unfair recruitment
- Lack of information on migration and on destination
- Lack of certified skills



### OPPORTUNITIES

- Return migrants possess information on factual aspects relevant to new departures





## Challenges and opportunities during the migration phase of the migration cycle

### CHALLENGES

- Lack of rights, increased vulnerability, access to social services
- Families left behind
- Xenophobic perception and integration issues
- Challenges of city life



### OPPORTUNITIES

- Presence of diaspora groups
- Transnational networks
- Migrants contribute to economy of territory of destination
- Remittances
- Acquisition of experience and skills



## Challenges and opportunities during the return phase of the migration cycle

### CHALLENGES

- Reintegration
- Use of skills acquired when migrating



### OPPORTUNITIES

- Returnees have experience and networks
- Returnees know migration
- Returnee networks can be an asset for decentralized cooperation, trade, etc.



Of course this list is not exhaustive, and other challenges and opportunities could be added. Similarly, challenges may differ and be specific to the targeted beneficiaries (labour migrants, asylum seekers, refugees, migrant families left behind, spouses and children following migrants) as well as according to local context.



Do you want to know more about challenges and opportunities during the migration cycle? Go to the Core Module, Topic 1, and to Module 1, Topic 2.



Do you want to know more about the way these challenges and opportunities may be addressed in the field of service provision? Go to Module 3.

## PPPs addressing challenges

PPPs can vary in nature, therefore permitting the addressing of particular challenges in creative ways.

Some fields of application are mentioned below, related to the challenges listed above.

The above are only some examples of what can be done, but many more could be added, building on the principle that matching the specificities of private actors with the challenges and opportunities brought by migration may lead to win–win situations. It is important to note that PPPs sometimes gain value if other partners participate, such as migrant organizations or other CSOs.

**Table 1: Various modalities of PPP in relation to challenges**

Challenges	Private sector actors	Type of partnership	Comments, examples
Lack of information on migration (pre-decision)	Media (origin)	Partnership aimed at developing an information campaign led by the public sector and disseminated by the media	Participation of return migrants adds value to the campaign
Conditions in the labour market	Diaspora entrepreneurs (origin and destination)	Set up a platform linking the business sector in origin and destination territories	See the section above
Lack of certified skills	Employers in relevant sectors (origin and destination)	Apprenticeship schemes	Skills development and certification can be achieved through subsidized apprenticeship schemes responding to national skill standards
Xenophobia in destination territories	Media and communication sectors	Campaigns	Participation of diaspora associations and other civil society organizations adds value
Unequal integration in the labour market/ difficulties in reintegration	Employers	Awards for migrant integration Codes of conduct Mentoring programmes	Local authorities can issue awards or codes of conduct that provide some publicity for employers successfully integrating migrants  Build on the responsibilities of the private sector



## Toronto Region Immigrant Employment Council (TRIEC)<sup>31</sup>

“TRIEC is a multi-stakeholder council that works to improve access to employment for immigrants in the City of Toronto and surrounding regions so that they are better able to use the skills, education and experience they bring with them to Canada.



More than 100,000 new immigrants arrive each year to the greater Toronto area. Over 40,000 have at least one university degree. In 2002, the Toronto City Summit Alliance (TCSA) identified the inclusion of migrants into the labour market as a key priority for the city. As a result, the Maytree Foundation, along with TCSA, formed the Toronto Region Immigrant Employment Council (TRIEC) in 2003. TRIEC is comprised of different stakeholders, including employers, post-secondary institutions, service providers, community organizations, regulatory bodies, and all three orders of government (federal, provincial, and municipal). It is governed by a board, council and a secretariat. It has an Intergovernmental Relations Committee, which brings together representatives from the three orders of government – federal, provincial, and municipal – to share information and enhance coordination on the issue of immigrant employment. TRIEC has developed a number of programmes to promote migrants’ integration into the Toronto region’s labour market. TRIEC became a non-profit organization in 2007.

- **The Mentoring Partnership:** Launched in November 2004, the Mentoring Partnership (TMP) is a collaboration of community organizations and corporate partners that bring together skilled immigrants and established professionals in occupation-specific mentoring relationships. Experienced professionals are recruited as mentors and community-based organizations match them with

<sup>31</sup> [http://www.ilo.org/dyn/migpractice/migmain.showPractice?p\\_lang=en&p\\_practice\\_id=49](http://www.ilo.org/dyn/migpractice/migmain.showPractice?p_lang=en&p_practice_id=49)

internationally educated professionals. Mentors give 24 hours of their time over a four-month period. They share their knowledge, experience, and professional networks.

- **Career Bridge Program:** The Career Edge Organization, a private, non-profit organization, has operated the Career Bridge internship programme since 2003. It was developed in response to Canada's labour market demand for internationally-qualified professionals to acquire relevant Canadian work experience. The programme creates paid internship opportunities that last for four, six, nine, or twelve months for job-ready immigrants at a wide range of employers. To be accepted for an internship, applicants must: be legally entitled to work in Canada; have been in Canada no longer than three years, have a minimum of three years international work experience in their field, attend a screening interview; possess at least a bachelors degree from a Canadian or foreign university; possess a recent Canadian assessment of educational qualifications; seek work experience in unregulated occupations such as business, technology, and general management; lack paid Canadian work experience in their profession; be fluent in English. Employers make the final decisions in accepting applicants for an internship at their worksite and pay a stipend for selected interns.
- **hireimmigrants.ca:** The [hireimmigrants.ca](http://hireimmigrants.ca) programme provides employers with the tools and resources to accelerate the integration of skilled immigrants into their organizations. The website provides a number of resources.

## PPPs building on opportunities

The case mentioned above reflects situations in particular in which the presence of diaspora entrepreneurs in a territory of destination can be beneficial for trade and other synergies between territories of origin and destination. Indeed, local authorities can greatly facilitate these dynamics by creating links between the business communities in territories of origin and destination.

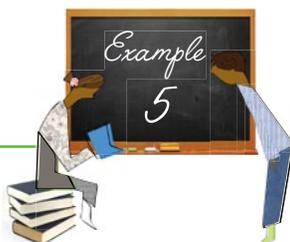
The advantage is that by assisting businesses in expanding their links, local

authorities create a positive momentum that may create **spillover effects**, such as facilitating the initiation of further partnerships linking territories of origin and destination, and even decentralized cooperation.



Do you want to know more about PPPs? Go to Topic 1 of this module.

To initiate local-to-local PPPs, local authorities can for instance create **online platforms** (or other networking tools, such as events, fairs, etc.) linking their diasporas with local businesses (for origin territories), or linking the diasporas present in their territories with other private actors (territories of destination). In many cases, territories are both of origin and of destination, and therefore such platforms have the potential to create large-scale partnerships, as illustrated by the case of Santa Maria da Feira (below).



### Santa Maria da Feira: Diversity and migration as a door to new markets<sup>32</sup>

“Santa Maria da Feira, a municipality on the outskirts of Oporto, in northern Portugal, is adapting to the reality of cultural diversity in a surprising way. Spurred by the municipality, the local business community is exploring new opportunities presented by migration: The presence of people from different origins in its territory, and the presence of Feirenses in a number of foreign countries.



<sup>32</sup> [http://www.coe.int/t/dg4/cultureheritage/culture/cities/newsletter/newsletter31/maria\\_en.asp](http://www.coe.int/t/dg4/cultureheritage/culture/cities/newsletter/newsletter31/maria_en.asp)



The municipality is planning the launch of an online platform that will link local business owners of all backgrounds with the Portuguese diaspora and with the countries of origin of local immigrants. The launch of this platform is the culmination of a number of initiatives that reach out through business partnerships.

The municipality has regular business exchanges with Kenitra, in Morocco. The partnership, made possible thanks to the presence of Moroccan nationals in Santa Maria da Feira, started with a visit by a Kenitra delegation in 2012. Since then, a number of protocols between the two municipalities have been signed, in addition to the private sector business relations established.

Similar partnerships have been previously established in other countries, such as Venezuela, Mozambique and France. The municipality takes an active role in helping local businesses expand internationally. The diversity of Santa Maria da Feira's population is a precious resource which the council has sought to make the most of.

Besides the local migrants, Santa Maria da Feira has also reached out to the Portuguese diaspora. Many successful Feirenses abroad have responded positively, allowing the municipality to continue its mission of providing business opportunities abroad for locally based companies.

José Fonseca, who owns of a construction company based in Payerne, Switzerland, has been invited to Santa Maria da Feira by the council. The idea is to help open up the Swiss market to local construction and building materials companies. Santa Maria da Feira's location, close to Oporto's transport infrastructure, makes it a key location for doing business in the rest of Europe and further afield.

The strategy underlying these initiatives involves finding partners for development, both immigrants from around the world living in Santa Maria da Feira and Feirense emigrants living abroad, building exchanges based on cultural diversity.”

## 5. MODALITIES OF PUBLIC-PRIVATE PARTNERSHIPS

In general terms, successful PPPs build on the same principles as any other partnership:

- they respond to a well-defined set of challenges/opportunities;
- they build on the relative strengths of both private and public sectors to achieve a common goal;
- they imply trust between the partners.



Ultimate objective of private and public actors



Moreover, PPPs involving for-profit actors only work if they involve some sort of gain. This aspect is central to the definition of the modalities under which any PPPs take place, as the ultimate objective is by definition not the same for private and public actors:

- the public sector aims at enhancing and managing public well-being;
- the for-profit private sector aims at enhancing private profit.

Therefore, for PPPs to be sustainable their outcomes should respond to the needs of the public sector, while their forms need to be designed so that they respond to the needs of the private sector.

The simplest way to do this is to partner for **services and infrastructure**, where a private actor provides services according to public actors’ needs and regulations, while making a profit from the provision of such services (from the public sector or from the user). This is one of the most common forms of partnership currently, but it will not be discussed here as it is poorly applicable in the field of M&D.

Building on Table 1, “Various modalities of PPPs in relation to challenges”, presented in the preceding section, other modalities of PPPs can be listed:

**Table 2: Subsidies**

<p><b>Example</b></p>	<p>Apprenticeship subsidized by the public administration: certified employers host and train apprentices, who gain certifiable skills. Public administrations participate in the training expenses (paying part of the trainee’s salary, providing subsidies to the employer, or other kinds of compensation for the employer).</p>
<p><b>Outcomes</b></p>	<p>Trained professionals with certified skills.</p>
<p><b>Gain for the private actor</b></p>	<p>Increasingly skilled labour at low cost.</p>

### Table 3: Services beneficial to the private sector

<p><b>Examples</b></p>	<p>Online platforms linking diaspora entrepreneurs together or with their territories of origin. Networking events allowing public–private discussions, etc. Mentoring programmes: public authorities match mentors (established professionals) and skilled migrants, who, through mentoring, acquire networks and know-how, increasing their employability.</p>
<p><b>Outcomes</b></p>	<p>Trade relations between territories are increased; diaspora entrepreneurs may create jobs in territories of origin. Potentially, enhanced cooperation between territories (decentralized cooperation); increased matching between skills and the labour market.</p>
<p><b>Gain for the private actor</b></p>	<p>Increased business opportunities, increased networks.</p>

### Table 4: Awards

<p><b>Example</b></p>	<p>Public authorities grant awards to private actors who successfully integrate migrant workers into the labour market. Public authorities issue standards of conduct and certify private actors who follow them.</p>
<p><b>Outcomes</b></p>	<p>Private sector actors are encouraged to adopt practices that benefit the public.</p>
<p><b>Gain for the private actor</b></p>	<p>Awards and certifications are marketing tools and contribute to corporate social responsibility policies.</p>

## POINT FOR REFLECTION

### REMITTANCE COMPARISON WEBSITES

Remittance comparison websites are usually created by international organizations (for example the World Bank) and civil society organizations. Although they are very useful, they tend to be underused by migrants, who may not be aware of their existence, and are not convinced of the accuracy of the available data.

Start-ups have developed services providing detailed and real-time information on transfer costs for any amount of money.

These start-ups are private sector actors providing services free for migrants. Their financial resources are limited and they lack institutional recognition.

In your experience, what kind of partnership would be relevant to support their activities?



## KEY LEARNING POINTS

- **PPPs can be defined** as “working arrangements based on a mutual commitment (over and above that implied in any contract) between a public sector organization with any other organization outside the public sector”.
- **There are several reasons why** public and private entities join in partnership. Most often one or more of the following reasons are behind PPPs:
  - enhancement of efficiency and effectiveness through making use of comparative advantages, a rational division of labour and resource mobilization;
  - to provide the multi-actor, integrated resources and solutions required by the scope and nature of the problems being addressed;
  - to move from a no-win situation among multiple actors to a compromise and potential win-win situation;
  - to open up decision-making processes to promote a broader operationalization of the public good.
- Among the main **challenges of PPPs** are those related to objectives: while public actors aim for the public good, private actors aim for private benefit. This may be an obstacle if the forms of the partnership are not carefully reviewed, together with the contractual arrangements.
- In the field of migration, the application of PPP (especially when the private sector is taken to mean for-profit actors) is more limited than when it comes to service provision in general. **There is added value when:**
  - transnationalism provides a valuable asset in such partnerships, building on opportunities brought by migration;
  - partnership can effectively respond to the challenges faced by migrants/return migrants/migrant families. These partnerships can build on the opportunities brought by migration, for instance in cooperating with migrant actors.
- **Outside of classic service provision**, the forms of PPP can be varied:
  - subsidies;
  - services beneficial to the private sector;
  - awards.



## TOPIC 4

# WORKING WITH DIASPORAS/ MIGRANT ASSOCIATIONS IN TERRITORIES OF ORIGIN AND DESTINATION

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## Learning objectives

By the end of this topic, participants will be able to:

- explain the relevance and added value of partnering with diaspora organization;
- illustrate how such partnerships can be achieved;
- generate ideas for successful partnerships.



## Introduction

Partnering with diaspora organization means building on their comparative advantages (rooted in transnationalism) and on their complementarity with respect to local institutions, in order to achieve policy objectives.

Diaspora organizations must be considered civil society organizations with a transnational specificity. Although their engagement can be achieved within mechanisms applied to engage other civil society organizations, their added value allows the targeting of specific objectives directly related to migration or to local development.

# 1. DIASPORA/MIGRANT ASSOCIATIONS: A DIVERSITY OF ROLES AND MODALITIES

Module 3, Topic 3 focuses on the mechanisms to engage diaspora organizations, and on the role they may play in both territories of origin and destination.



Do you want to know more about mechanisms to engage diaspora organizations? Go to Module 3, Topic 3.

It should be mentioned that although we focus here on migrant/diaspora organizations, this does not imply that all migrants in a territory belong to an organization, nor that it is only organizations that act in favour of development, nor that diaspora organizations always differ from other civil society organizations. Moreover, individual migrants may mount initiatives that are very effective for local development, or set up associations that are not really diaspora organizations, but rather initiatives in thematic areas.

On the other hand, if it cannot be said that individual migrants are always actors in M&D (some of them are simply not interested or willing to be engaged), migrant associations are potentially key actors, for a variety of reasons and offering various opportunities:

- the fact that organizations get created implies the involvement of their members and the sharing of common views/objectives;
- associations promote discussions among members, which may lead to joint initiatives;
- associations seek visibility and partnership. They are therefore easily identifiable, and are prime dialogue partners for other entities (including local/national authorities) that would like to engage with them.



In Module 3, Topic 3, the typology of diaspora associations is defined as follows:

- **associations:** are active at the local level (city, province, etc.);
- **umbrella associations:** group associations according to common criteria, such as country/territory of origin. These can be active at the local, supralocal or national levels. They are smaller in number than associations as such, but their membership is much larger;
- **national federations:** group associations and umbrella associations, and are active at the national level.

However, for the reasons mentioned above, in this topic we will also focus on associations set up by individual migrants in order to achieve goals related to local development. In summary, in this topic we focus on all kinds of civil society organizations mobilizing diaspora members.



## 2. THE PATH TOWARDS ENGAGEMENT

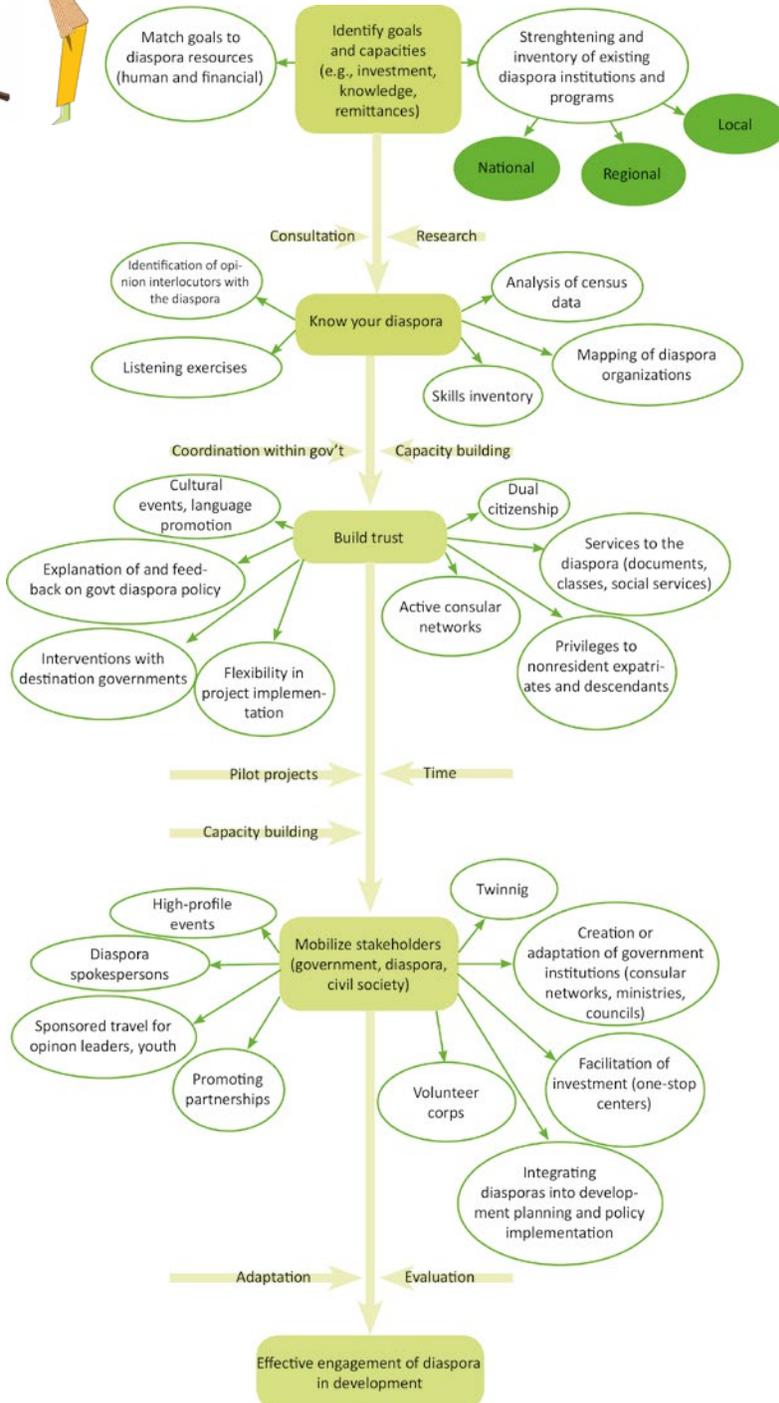
Building on the content of the IOM/MPI handbook on engaging diasporas in development,<sup>33</sup> in Module 3, Topic 3 we discuss the steps allowing diaspora engagement, as summarized in the figure below.

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<sup>33</sup> Agunias, D. R., Newland, K.: *Developing a road map for engaging diasporas in development: a handbook for policymakers and practitioners in home and host countries*; International Organization for Migration (IOM)/Migration Policy Institute (MPI), 2012, 256 pp.



## Road map for engaging diasporas in development<sup>34</sup>



<sup>34</sup> Adapted from: Agunias, D. R., Newland, K.: *Developing a road map for engaging diasporas in development: a handbook for policymakers and practitioners in home and host countries*; International Organization for Migration (IOM)/Migration Policy Institute (MPI), 2012, 256 pp.

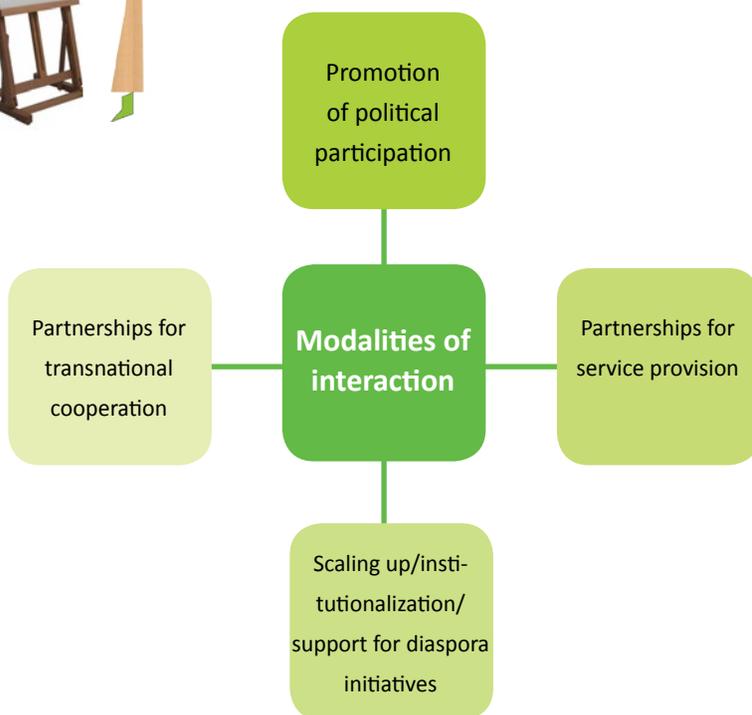
This model focuses on the forms of interaction between local authorities and diaspora associations, in both territories of origin and destination. Of course this engagement implies prior knowledge of diaspora associations and their initiatives, as no engagement can be developed without a prior mapping of what exists.



Do you want to know more about this topic? Go to Module 1, Topic 3.



## Modalities of interaction



### 3. SCALING UP/ INSTITUTIONALIZATION/ SUPPORT FOR DIASPORA INITIATIVES

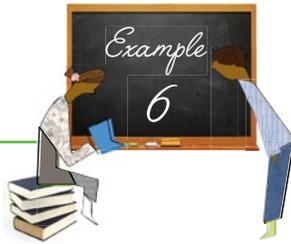
#### In territories of origin

Diaspora organization may set up a variety of initiatives in home territories, which are not necessarily coordinated or linked with local policies/institutions.

This brings with it the risk of reducing the impact of initiatives (see the example of the hospital in Beguedo, Burkina Faso, in the point for reflection below), as there may be an overlap with other similar initiatives, or the link may be lacking with local structures that would ensure their success.

Alternatively, diaspora associations may lack the capacity (including the funds) to correctly implement their initiatives.

Once the initiatives have been mapped, local authorities can partner with them, through proposing better placement within the local reality and the local policy objectives, and linking similar initiatives together, or proposing ways to scale up initiatives. As funds may be lacking to do so, a good coordination of existing initiatives – and a good grounding within local policy objectives – may increase the possibility of attracting funds from donors, including external donors. This is the focus of the JMDI programme.



## M&D policy work in El Salvador

Support/institutionalization involving both territories of origin and destination

In El Salvador the national government has identified the need to adopt a new, comprehensive public policy on M&D, encompassing the dimensions of protection, transnationalism and (local) development. The process has the technical support of UNDP El Salvador and the JMDI.



The focus of this new policy builds on the innovative territorial/transnational aspect as of the design phase:

1. territorial approach to policy formulation, as the impact of any public policy gets reflected primarily at the local level;
2. transnational approach, able to make use of the M&D vision of the diasporas from the design phase.

In relation to the first point, existing M&D initiatives and concerned parties in El Salvador will be involved in territorial consultations and will become M&D constituencies for informing the central level regarding M&D priorities as they are seen from the territories.

Local consultations will take place in all regions of El Salvador, and similar gatherings will be organized in the main countries and regions of destination (USA, Canada, Central America, Spain, Italy), with the support of the consular networks and diaspora organizations. The systematized results of this six-month-long consultation phase will inform the design of the national policy, which will be formally approved by the legislature and symbolically endorsed by the National Council for the Protection and Development of Migrants and their Families (CONMIGRANTES).



## In territories of destination

Through initiatives they set up, diaspora organizations are often active players for integration, but also more generally for social cohesion at territorial level. Although these initiatives are often small in scale and subject to funding constraints, their territorial grounding and their proximity to the issues faced by migrants makes them very relevant.

It is therefore valuable to take these initiatives on board in order to have them contribute to specific local policy objectives, such as integration, social cohesion, education, etc. In this case, partnership builds on complementarity and brings consistency between policy orientations and the actions undertaken on the ground.

In order to build on the potential of these initiatives – once they have been identified through prior mapping – local authorities may take steps to enhance their sustainability and/or extend their scope, so that initiatives are better linked with policy priorities defined by local policymakers. It is important to mention that the aim is not to target diaspora initiatives exclusively, but rather to create frameworks in which diaspora initiatives can be linked to local institutions.

Here are some possibilities:

- **Creating networks/institutional settings linking several similar initiatives:** This implies reviewing different initiatives with similar or comparable objectives, and creating mechanisms to link them together. For instance, if several diaspora associations organize cultural events, these may be given visibility and legitimacy by the creation of a local government-led series of events within which diaspora events take place. Similarly, if several diaspora organizations have projects such as language courses, local authorities may want to create an online platform where migrants find information about language courses.
- **Creating funds dedicated to supporting integration initiatives:** This is carried out by identifying policy priorities that can be partially implemented by civil society, including diaspora organizations, and to create grants for which organizations can apply. In the example from Visby below, the Gotland Region Culture and Leisure Board provides

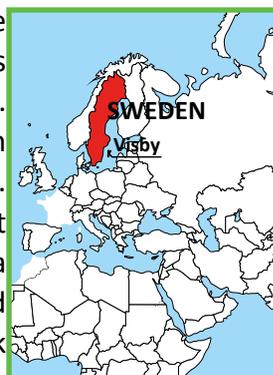
funds to the DBF (Democracy for the Children’s Future) summer camps .

- **Provide in-kind contributions to diaspora initiatives:** This is a very broad field of action, and may take different forms. In-kind contribution can be provided in terms of visibility – for instance, by having officials making opening speeches at events organized by migrant organizations. This can also be done through online tools, such as providing a space on official websites to highlight diaspora events/ initiatives/associations. In-kind contribution can also be provided through the provision of venues for events or activities organized within diaspora initiatives, as shown by the example of Visby below .



### Democracy for the Children’s Future (*Demokrati for Barns Framtid – DBF*) – Visby, Sweden<sup>35</sup>

*Demokrati for Barns Framtid* (DBF) is an initiative set up by a migrant, Claudien Tuyisabe, following his arrival in Visby as a refugee from Burundi in 2006. DBF helps to promote the integration of children aged five and up into local Swedish community. This is done by creating meeting points for different groups through periodic activities (happening on a yearly or more frequent basis), mixing social and pedagogical activities, and using these as a hook to engage migrant youth, thus facilitating their learning, personal development and social inclusion. These promote togetherness, as well as an understanding of human rights, democracy, (racial and gender) equality, leadership and social responsibilities, and an understanding of Swedish society. They bring migrant and non-migrant youth together, and involve parents in activities, facilitating their integration and developing their skills. DBF provides activities throughout



<sup>35</sup> Source: EU-MIA Project – EU funded, Implemented by ITC-ILO, Compass, Fieri and Oxford University. Extracts modified from [http://www.eu-mia.eu/cases/vis\\_infosheet](http://www.eu-mia.eu/cases/vis_infosheet)



the year, such as swimming lessons, homework assistance, international gatherings, seminars and sporting events.

A highlight of the year is the annual summer camp. Any child may attend – whether a DBF member or not, and immigrant or non-immigrant. Forty children took part in 2013. Of these, 27 were foreign-born and 13 were Swedish. The activities at the camp included artistic workshops, meetings with eminent opinion leaders, swimming in the sea, visiting local landmarks, sports and musical activities, cooking, human rights education, and other social activities.

**Beneficiaries are:**

- **migrant and non-migrant children and young people:** The primary beneficiaries are migrant children, or children with a migrant background, in Gotland. DBF works increasingly with non-migrant youth, creating opportunities for intercultural contact;
- **families:** Through the young members DBF works with migrant families, involving parents as volunteers and in supporting their children's learning;
- **non-Visby residents:** The annual summer camp organized by the DBF now recruits children and young people with migrant backgrounds from the mainland – in particular, from Sweden's main cities – who rarely get opportunities to spend time in rural environments;
- **transnational beneficiaries:** Unusually, the practice also has a transnational dimension, engaging in development work in Vugizo, Burundi, in collaboration with the Burundi-based organization Development for the Future of the Youth in Burundi (DAJBU).

**Partnerships:**

The DBF is a grassroots initiative, driven by its founding member and functioning on a volunteer basis. It has a board of eleven people who help set strategies, goals and activities. The DBF has a close partnership with



*Träffpunkt Gråbo*, where it is based, and the network of organizations based there. Support is provided by individual regional politicians, municipal authorities and civil society groups.

- **Municipal partners:**

- the Gotland Region Board of Culture and Leisure provides funding for the association and several of its activities;
- the Gotland Folk High School provides the summer camp facilities free of charge.

- **Civil society partners:**

- Save the Children Gotland has been involved with the DBF since its inception. Their support ranges from the provision of office space, to collaborative activities.

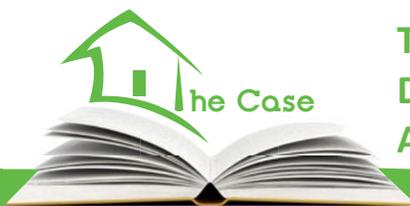
## 4. PARTNERSHIPS FOR SERVICE PROVISION (M&D)

### In territories of origin

Since diaspora associations are potentially powerful actors for development, their contribution can complement the work of the states or municipalities on policies and infrastructures. Service provision can range from capacity building to the provision of infrastructures, and include temporary return schemes for highly skilled professionals or setting up web platforms for communicating with diasporas.



Do you want to know more about this topic? Go to Module 3, Topic 2.



### THE MIGRATION AND DEVELOPMENT (M&D) ASSOCIATION

#### Including migration within local development policies and plans: the experience of M&D

Over the first 15 years of its existence, the M&D Association has invested mostly in **building local infrastructures and providing basic services** such as electricity and a drinking water supply. This required building up **strong partnerships** with local actors to maintain both the infrastructures and the services. A local association was in charge of managing the project over the long term, and local





authorities were also included in the activities. As the M&D Association doesn't intend to replace the state, it has been linking local associations' and citizens' actions to the local authorities. In many cases, basic services such as electricity and water are now provided by public institutions and managed by local governments.

Since the 2000s, M&D has been **supporting local economic development activities** to improve living standards. These income-generating activities include rural tourism and high added-value agricultural crops (saffron and argan oil). The role of the local authorities is thus to provide a favourable environment for migrants' investments and local economic development. This is done through the Local Development Plans (LDPs).

LDPs have been included in the 2002 Local Charter, reflecting the decentralization process under way in Morocco. Designed for a period of six years, it intends to open the city up to new local development and local governance opportunities. This planning tool is expected to facilitate partnership with and involvement by migrant associations in territorial development, as it promotes a participatory and sustainable approach.

Since another key aspect of the activities of the M&D association lies in its **consultancy and advisory role**, especially in rural development issues, it has been supporting local authorities from Talouine and Tinzert to plan and implement their Local Development Plan. It is worthwhile going into detail on this experience, as it takes advantage of the link between migration and local development policies. In regions such as Talouine and Tinzert where migration is a key issue, it is of great importance to highlight this challenge and include ways to harness its positive development impacts within the LDP. M&D has provided the two municipalities with its expertise on local development and its capacities in use of the appropriate tools and methodologies to draw up the LDP (participatory research, structured interviews, focus groups, log frame, etc.).

Despite M&D's assets, and the fact that migrants have been asked about their needs and expectations in relation to local governance and development, the issue of migration has been only partly included in the development plan, thus leaving room for improvement in linking migration to local development policies. This can be explained partly by the fact that the Local Charter does not explicitly plan to integrate the issue of migration and development, unlike in the cases of gender and environment. Although the LDP hasn't yet been fully successful,

local authorities are still focused on the legal and administrative aspects rather than on the innovative opportunities it provides. Consequently the experience has to be repeated, and relationships with local authorities have to be further strengthened.

Local authorities should be trained further and encouraged to exchange best practices. Within this perspective, M&D has facilitated **exchanges and meetings** between local elected officials from the regions of Taliouine and Tiznit in Morocco, and Alpes de Haute-Provence in France. M&D is also putting **emphasis on training** with the objective of strengthening the capacities of actors involved in the M&D nexus.

A project has been set up in Morocco to strengthen the capacities of a specific group of actors that has been targeted due to its involvement in local development and international cooperation from the perspective of migration. Each of them has been trained in the field that he/she could best perform in. Elected officials and civil servants were one of the three targeted groups, and were trained on how to plan and implement local development plans. This training represents a good path forward towards overcoming the obstacles observed in the M&D's consultancy activities, and toward meeting the local authorities' needs to become more familiar with the LDP.

Last but not least, M&D is carrying out **advocacy actions**. It has joined the **"Euro-Moroccan Platform for Migration, Development, Citizenship and Democracy"**.<sup>36</sup> This initiative seeks to create improved cooperation between NGOs from the Moroccan diaspora, to come up with a common advocacy strategy and strengthen and enlarge North–South partnerships. M&D's advocacy activities are part of the dialogue established with local authorities, and must not be neglected at any point throughout the whole process around "migration and local development policies".

However, it is important that this not be seen as replacing the state, but rather as complementing its capacities through well-established partnership. It is therefore key to agree on the respective roles and responsibilities of each party, in order to harness all of the potential of such a partnership, and to insert the initiatives within predetermined strategies.

<sup>36</sup> <http://www.migration4development.org/content/rencontre-internationale-plateforme-mdcd>

## POINT FOR REFLECTION

Isolated diaspora initiatives have limited success if they are not coordinated with local policies and local realities. Watch a video on the history of Beguedo in Burkina Faso, at <http://surprisingeurope.com/tv-series/episode/under-pressure>.

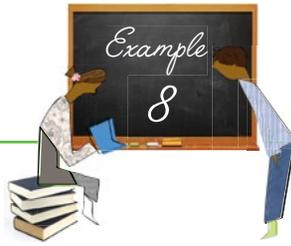
What do you think the shortcomings of diaspora initiatives may be when they are not coordinated with local authorities?

Can you think of other ineffective initiatives set up by migrant diasporas within your own context?



## In territories of destination

Local authorities in charge of specific policies that require the implementation of several activities (integration, culture, etc.), and that possess the necessary financial resources, may choose to delegate implementation to civil society or the private sector. Issuing tenders, and assisting in project formulation, can help identify relevant activities and build on the creativity of the bidders, while influencing the kind of activities that are to take place to achieve the expected results.



## The policy of the Swiss Canton of Vaud on integration

Module 3 discusses the case of the integration policy of the Swiss Canton of Vaud, where the authorities in charge of integration launch yearly tenders for application by civil society actors (including diaspora organizations). In order to be eligible, the proposals have to be in line with Vaud's policy priorities, namely:



- post-arrival information;
- protection against discrimination;
- language and training;
- encouragement at a young age (young children);
- social integration.

The same authorities actively map the existing associations and initiatives, and assist in project formulation.

In addition, community interpretation services have been delegated to the association called Appartenances (<http://www.appartenances.ch/>), which while not a diaspora association, brings together diaspora interpreters from various languages and assigns them interpreting tasks.



Do you want to know more about this topic? Go to Module 3.

## 5. PROMOTION OF POLITICAL PARTICIPATION

The political inclusion of migrants is the subject of Module 3. In this section we discuss only those main features of political participation that may be considered a form of partnership, in the societal sense of the term. Indeed, providing a voice to migrants implies creating a framework of mutual responsibilities in relation to the entire society.



Do you want to know more about the political inclusion of migrants? Go to Module 3, Topic 4.

### In territories of origin

The political inclusion of migrants is less widespread in territories of origin than in territories of destination. This does not mean that it does not exist – and in some territories the election of members of the diaspora is now accepted. Political inclusion also means out-of-country voting, which however depends on national legislation.



## In territories of destination

In territories of destination it is much easier to include migrants in political life, even when no formal voting right is granted by law. In Module 3, Topic 4 we identified:

- consultative processes: mechanisms aimed at bringing together the voices of migrants – who cannot be represented in other ways – and to include them in policymaking;
- inclusion of migrants in trade unions, and the provision of a right that allows better protection of migrants' rights, while empowering them politically;
- migrants elected at local level: this depends on the legislative framework, but when allowed, the election of migrants can be seen as an indicator of successful integration.

## 6. PARTNERSHIPS FOR TRANSNATIONAL COOPERATION

Local authorities can build on the existence of diaspora associations to strengthen their role in development cooperation. This is done mainly through structures created within donor countries that cooperate with developing territories. In order to involve diaspora associations, donor countries must of course also be territories of destination.

There may be several ways to do so, from decentralized cooperation, to co-development initiatives (see Topic 2 of the present Module 1). The aim is to take advantage of the presence in a particular “donor” territory of associations (including diaspora associations) that are willing to contribute to development – and of the links they possess with local actors in their territory of origin– to identify promising projects and support their development and implementation.

The modalities may be multiple. Here we can cite the example of the Vaud Cooperation Federation (FEDEVACO) in Lausanne, Switzerland.



## FEDEVACO, Lausanne, Switzerland<sup>37</sup>

The Vaud Cooperation Federation (FEDEVACO) was created in 1998. It is an umbrella organization comprised of around 40 civil society associations.

FEDEVACO allows authorities at several levels (national, cantonal/regional and municipal) to contribute to international solidarity, through co-financing a great diversity of development projects in countries of the global South and Eastern Europe. Any project proposed by a member association has to be evaluated according to the criteria established by a technical commission (TC), composed of volunteer experts possessing deep experience in the field. FEDEVACO's expertise provides:



- a guarantee as to the quality and sustainability of projects and of the partner in beneficiary territories;
- monitoring and evaluation of the projects;
- informing and raising the awareness of the authorities and the general public with regard of the projects supported;
- oversight of the final reports.

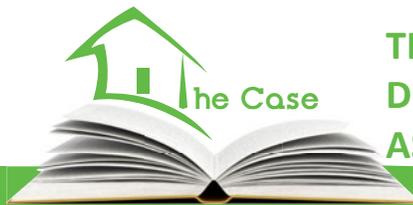
This service provided by public authorities not only allows the authorities to be relieved of part of their work, but also ensures that the public money used to support development projects is well used. Moreover, it avoids uncoordinated duplication of funding requests.

The principle applied is that projects presented by the members need to be implemented with partner organizations/institutions in the beneficiary territory. Members assist in project development and the respective implementation, monitoring and evaluation.

<sup>37</sup> <http://www.fedevaco.ch>

FEDEVACO is one of several similar structures in Switzerland, with every French- or Italian-speaking canton possessing one.

Although the members are not necessarily diaspora organizations, such a structure has great potential for engaging them if they become members.



## THE MIGRATION AND DEVELOPMENT (M&D) ASSOCIATION

### Lessons learned from the M&D's approach

The table below summarizes M&D's initiatives and their corresponding impacts.

These initiatives are classified according to four different approaches, which might be cross-cutting, highlighting the four key elements driving M&D's actions

Approach	Multi-stakeholder	Bottom-up approach	Integrated territorial approach	Pragmatic approach
M&D initiative	M&D involves actors in countries both of origin and destination, from the very beginning	M&D was initiated by migrants	M&D has strongly grounded its activities in specific territories and societies. M&D focuses its action on supporting territorial development by building partnerships with LAs and other relevant actors, based on endogenous potentials	M&D has developed its activities progressively, taking into consideration local needs and demands

Approach	Multi-stakeholder	Bottom-up approach	Integrated territorial approach	Pragmatic approach
Impacts	<p>Transnational cooperation</p> <p>Positive image for migration</p> <p>Credibility at the international level</p>	<p>Migration and local development synergies are better addressed (remittances, return, social transformation, cohesion of communities...)</p> <p>Enhancing trust in the community of origin regarding LD projects (suspicion towards top-down or North-South approach)</p> <p>Easier to map data on migration from the inside</p>	<p>Sustainable activities</p> <p>Long-term effects</p> <p>Local economic development impacts are felt more strongly</p>	<p>Growing abilities and skills</p> <p>Strong and recognized expertise</p>
M&D initiative	<p>M&amp;D insists on participation by local Moroccan actors at all stages of the development projects, and emphasizes the role of each actor:</p> <ul style="list-style-type: none"> <li>• inhabitants: defining priorities according to their needs;</li> <li>• local associations: implementing and coordinating the projects;</li> <li>• local authorities: supporting the projects and implementing broader local development plans (LD policies).</li> </ul>			<p>M&amp;D's activities in supporting the capacities of local authorities are implemented prior to the promotion of decentralized cooperation in their activities, since they felt that Moroccan local governments were not yet ready</p>

Approach	Multi-stakeholder	Bottom-up approach	Integrated territorial approach	Pragmatic approach
Impacts	<p>Ownership of the project by all actors</p> <p>Solidarity and social cohesion among the communities and between the communities and migrants</p> <p>Migration and LD coordination are optimized</p> <p>LDPs are more efficient</p> <p>Data collection is more effective</p> <p>Synergies and convergence between migration and LD policies</p>			<p>Avoid failures</p> <p>Strengthen M&amp;D relevance</p>
M&D initiative	M&D does not intend to replace the public authorities, and is seeking to integrate migration into local development policies			
Impacts	<p>Infrastructures and services are maintained</p> <p>M&amp;D participates in the design of the Local Development Plans and seeks to integrate migration into them</p> <p>M&amp;D is part of the debate on migration for local development, which is essential in order to contribute to the development of the political agenda and local policies</p>			

## KEY LEARNING POINTS

- **Partnering with diaspora organizations** means building on their comparative advantages (rooted in transnationalism) and on their complementarity with respect to local institutions, in order to achieve policy objectives.
- **The modalities of interaction with diaspora associations** are:
  - scaling up/ institutionalization/support for diaspora initiatives;
  - partnerships for service provision (M&D);
  - promotion of political participation;
  - partnerships for transnational cooperation.





## TRAINING ACTIVITIES

<p><b>Activity 1:</b> Introduction to Module 2</p>	<p><b>Overall Module 2</b></p>
<p><b>Activity 2:</b> The different types of cooperation among actors involved in local M&amp;D</p> <p><b>Activity 3:</b> National–local cooperation frameworks</p>	<p><b>Topic 1</b></p>
<p><b>Activity 4:</b> What is decentralized cooperation?</p> <p><b>Activity 5:</b> Information to collect before establishing DC partnerships involving M&amp;D issues</p>	<p><b>Topic 2</b></p>
<p><b>Activity 6:</b> Opportunities and challenges of PPP through the four phases of the migration cycle</p>	<p><b>Topic 3</b></p>
<p><b>Activity 7:</b> Initiatives involving diaspora organizations</p>	<p><b>Topic 4</b></p>

**Activity 8:  
The Call of Barcelona**

**Activity 9:  
Wrap-up**

**Review and  
Conclusion of  
Module 2**



If you are starting your training course with Module 2, make sure that the first Activity you propose to your participants is Activity 0, available in the Core Module. Activity 0 will enable the creation of a conducive learning environment.

## Activity 1: Introduction to Module 2

### World Café



*The metaphor of the “world as café” points out the importance of the often invisible webs of dialogue and personal relationships that enable us to learn.*



### Objectives:

- appreciate how migration and LD initiatives can influence (or be influenced by) actors and mechanisms;
- recognize the different scales at which partnerships occur within the framework of M&D, and the interrelationships between these scales;
- raise awareness about the forms and strategies for working with key stakeholders at local, national and international levels;
- list some of the pertinent partners to engage in local M&D processes.

Organize four tables completely covered with paper (for example, with flipchart paper).

Chairs will be placed around the tables, and markers or Post-its will be laid out on all tables.

A different topic will be discussed at each table. The corresponding question should be written on the table (one question per table):

- Table 1: How can migration and LD initiatives influence (or be influenced by) actors and mechanisms?
- Table 2: What are the different scales at which partnerships occur within the framework of M&D, and what are the interrelationships between these scales?
- Table 3: What are the most appropriate modalities and strategies to work with key stakeholders at local, national and international levels?
- Table 4: Which partners should be engaged in local M&D processes?

Divide participants up into four heterogeneous groups, ensuring that different functions, territories, or expertise are represented in each group. Each group elects a “facilitator” who will act as the host. The instructions regarding the role of the host are available in Annex 1 below.

Each group sits at a different table and discusses the question printed on their table. Answers are written and/or drawn directly on the paper covering the table.

There are four rounds. The first one should last about 15 minutes, while the others will last from ten to 12 minutes.

Once the time for a given round is over, participants move to another table and discuss the next topic, developing their conversations coming out of the information left by the previous group(s).



Groups do not migrate all together. Participants are asked to make new groups.

**Hosts are assigned to their tables and remain there during the entire duration of the activity.**

When participants have visited all the tables and discussed the four questions, they convey the results in plenary session.

Hosts bring their “tablecloths”, hang them on the wall, and summarize the discussions that took place at their tables.

### Tips



- This activity should be organized at the very beginning of Module 2, as it will allow participants to investigate the main concepts discussed in this module and to connect with each other
- Play music at the end of each round, to signal that the time for the round is over and that participants should migrate to other tables
- Place a variety of markers and crayons of many different colours on each table, to encourage participants to draw (all participants are invited to write and draw, not just the host)
- To simulate an informal, relaxed café atmosphere, you can place drinks, snacks or candies on the table

### Materials



- Flipchart paper or large pieces of paper to cover the four tables
- Markers and crayons of different colours
- Pins or magnets to hang the tablecloths on the wall for the report-back
- Instructions on the role of the host, available on each table

### Time



- 10 minutes to present the activity and each of the four questions to be discussed
- 50 to 60 minutes to organize the four rounds: 15 minutes for the first round and 12 minutes for each subsequent discussion
- 20 to 30 minutes for the report-back

## Annex 1

### I'm a table host – what do I do?

- Invite people to introduce themselves
- Remind people at your table to jot down key connections, ideas, discoveries, and deeper questions, as they emerge
- Remain at the table when others leave, and welcome travellers coming from other tables
- Briefly share key insights from the previous conversation, so others can link and build using ideas from their respective tables
- Summarize discussions that took place at your table during the plenary session

## Activity 2: The different types of cooperation among actors involved in local M&D

### Mindmapping



*A concept map provides learners with a visual image of what a topic is about. It will enhance comprehension and long-term retention of information.*



### Objectives:

- explore the complementarities of the different actors involved in local M&D processes, and the potential cooperation they can establish.

Divide participants up into groups of four or five participants.

Each group has 45 minutes to draw a **concept map** (see Appendix 3 for examples), charting the different types of cooperation that can be established among actors involved in local M&D.

Participants can base their discussion on the list of actors potentially involved in local M&D, as proposed in Appendix 2 below. This list is not exhaustive, and can be added to by participants.

When the time has elapsed, each group has eight minutes to present and explain their concept map in the plenary.

### Tips



- This activity should be organized at the end of the section on “A variety of actors and roles involved in local M&D processes”
- Avoid creating groups larger than five participants, as personal participation decreases when groups get too large
- During all stages of the activity, walk around between the groups to make sure they have understood the instructions, and facilitate the discussions as needed
- To present the concept maps in plenary, ask participants to congregate around each concept map while the group who has designed the map presents it. One presentation at a time, so that all participants can be present during the presentation. This way there is no risk of damaging the concept maps while moving them. Moreover, participants remain standing and moving, and hence the class remains more dynamic

### Materials



- Flipcharts and coloured pens, pencils, markers, coloured paper, coloured stickers, dots, etc. for each group
- A greater variety of material may enhance the participants’ creativity
- Copies of Annexes 2 and 3 for each group

### Time

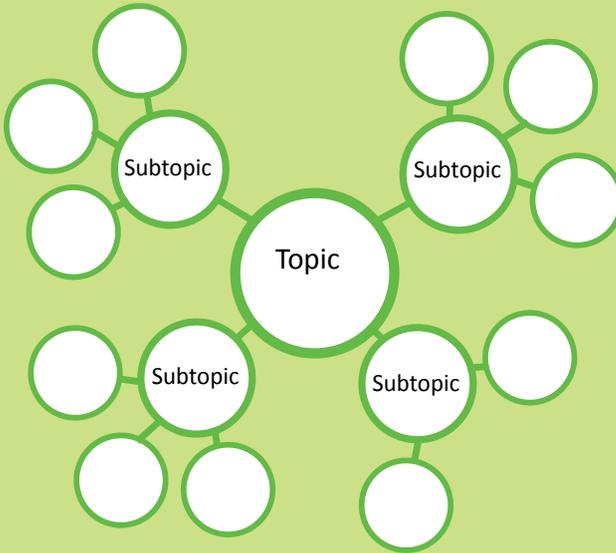


- 45 minutes for group work to prepare the concept map
- 8 minutes per group to present the concept map
- 15 minutes for Q&A

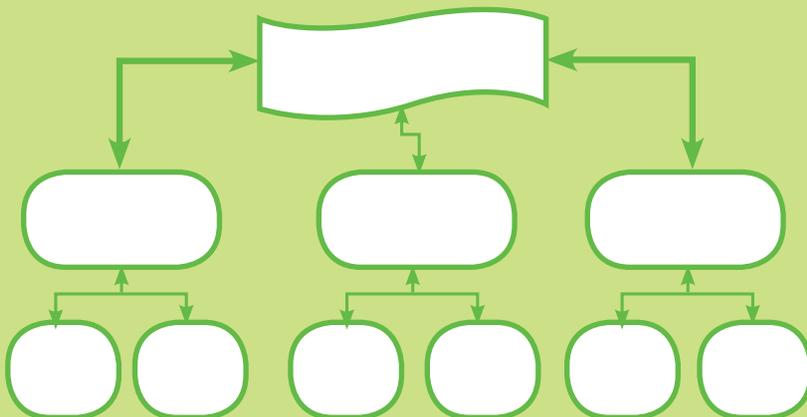
## Annex 2: Actors involved in local M&D processes

- Local and regional authorities
- The population
- Local- and national-level non-governmental institutions and organizations (including diaspora NGOs)
- Local and national media
- Local/national academic sector
- Citizen groups and associations (most often local, with national and international federations) – including diaspora groups
- Private sector – including migrant entrepreneurs
- Migrant individuals
- National authorities
- International development actors

### Annex 3: Examples of concept maps<sup>38</sup>

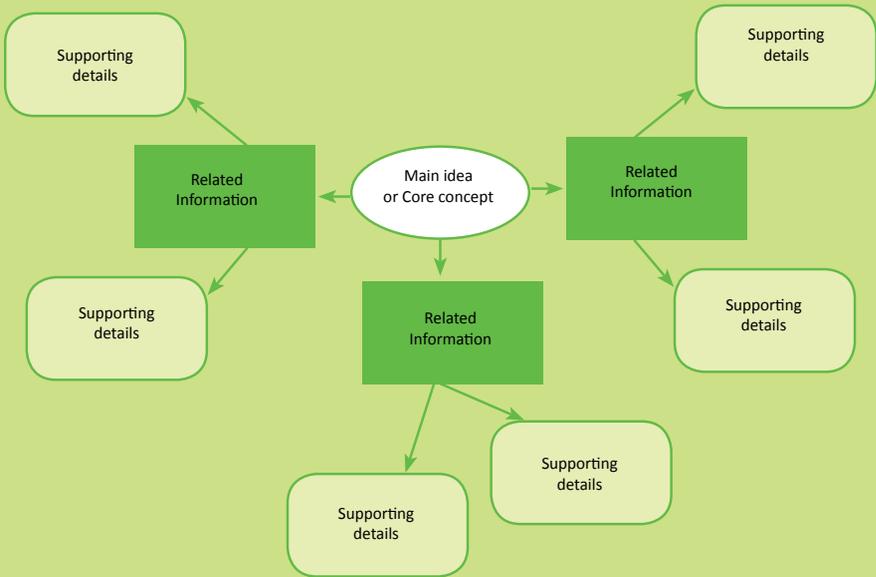


Cluster map

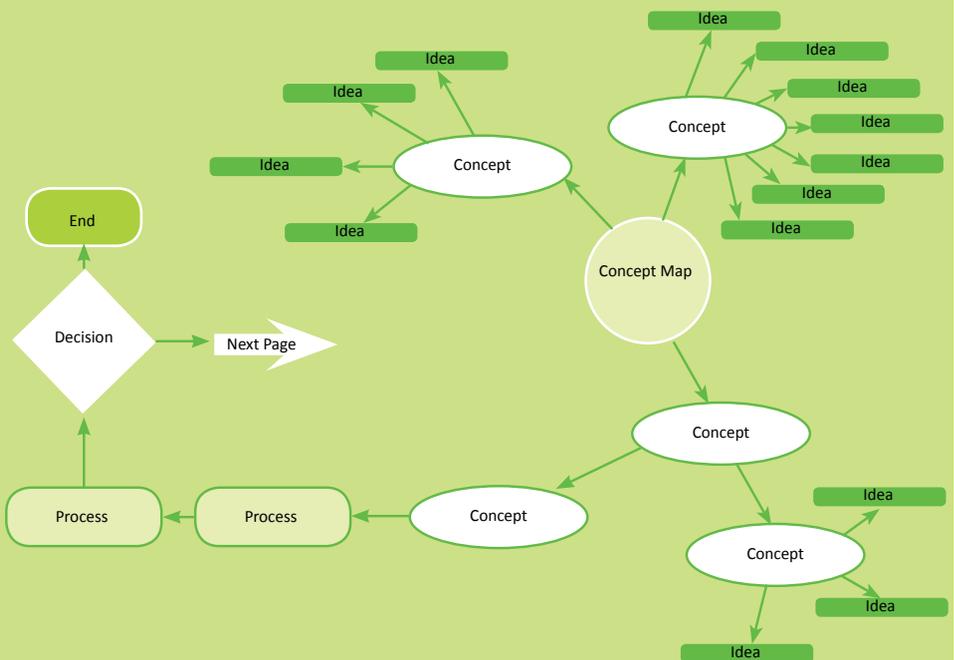


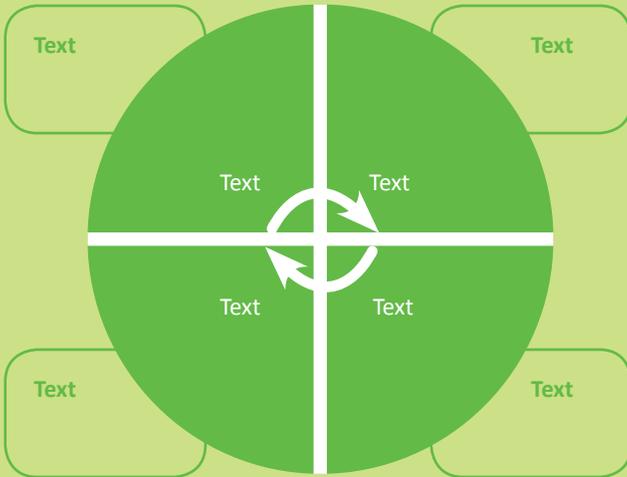
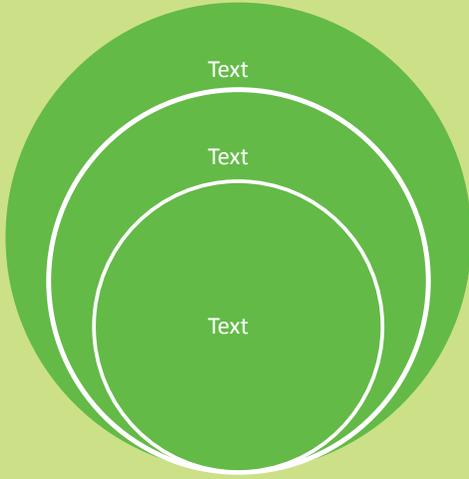
Flow chart map

<sup>38</sup> <http://imgarcade.com/1/graphic-organizers/> and <http://www.edrawsoft.com/concept-mapping-software.php> and Microsoft Word SmartArt graphics



### Cluster map





## Activity 3: National/local cooperation frameworks

### Brainwriting



*Brainwriting is a non-verbal idea-generating methodology. Like brainstorming, brainwriting allows a group to collectively build ideas.<sup>39</sup>*

### Objectives:

- articulate national/local cooperation frameworks.

Ask participants to sit in a circle.

Explain that the objective of this activity is to reflect on the different frameworks supporting national/local cooperation.

Establish the three rules of this activity:

1. There are no bad ideas. Now is the best time to think outside the box
2. Judging is not acceptable at this stage of the activity
3. This exercise is intentionally silent, and must remain so

Write the topic of: “the different frameworks for supporting national/local cooperation” on a whiteboard/flipchart.

Distribute cards and pencils to the participants.

Working individually, participants have three to five minutes to write their ideas concerning the above-mentioned topic.

When the time is up, participants are asked to pass their card to the person sitting to their left.

Participants read the card they received and add to it with their own ideas.

Repeat the process at least two times, with each participant writing on 4 cards in total.

Collect the cards and stick them on the whiteboard/flipchart.

Ask participants to come to the whiteboard and place stars/dots next to the ideas they find the most persuasive.

Summarize the main ideas and answer any questions participants may have.

<sup>39</sup> Source: ITC-ILO Compass. <http://compass.itcilo.org/methodology/brainwriting/>, accessed March 2015.

<p><b>Tips</b></p> 	<ul style="list-style-type: none"><li>• This activity should be organized at the end of the session on “local–national cooperation frameworks”</li><li>• If stickers are not available, just ask participants to tick the most pertinent ideas</li></ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"><li>• One paper/card and pencil per participant</li><li>• Stickers such as dots or stars</li></ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"><li>• 5 minutes to explain the activity and set up the room (preferably in a circle)</li><li>• 15 to 20 minutes to generate ideas</li><li>• 20 minutes for a debriefing</li></ul>

## Activity 4: What is decentralized cooperation?

### Take a stand



### Objectives:

- discuss the concept of decentralized cooperation.

### Before the activity

Create some space in the classroom (if needed) and divide that space into four areas.

Identify the first area with “strongly agree”, the second one with “agree”, the third one with “disagree” and the fourth one with “strongly disagree”.



### During the activity

Explain that you are going to read four statements aloud, one after the other.

After each statement, participants should move to the section representing their opinion about the statement that was just read.

Read statement 1: *“Decentralized cooperation is an international cooperation activity carried on in partnership by two or more local or regional authorities and their sectoral branches”*, and ask participants to stand on the section of the room representing their opinion in relation to this first statement.

Ask participants from each section to justify their position.

Offer a final answer (when there is one).

Repeat the steps for the other three statements.

- Statement 2: *“Decentralized cooperation initiatives are characterized by a traditional donor–recipient relationship”*.
- Statement 3: *“Decentralized cooperation partners are just other donors in the sea of many donors”*.
- Statement 4: *“Decentralized cooperation provides many opportunities for South–South and triangular cooperation at local level”*.

### Tips



- This activity should be organized at the beginning of Topic 2, before the section on “Definitions and actors, principles and areas of work”
- When dividing the space, make sure there is enough room for several or all participants to congregate in each of the four spaces
- The different areas can be identified by placing flipcharts or large Post-its in each space (with corresponding text)
- Statements should be changed or updated as may be needed to respond to the participants’ working contexts.

### Space



- Space in or outside the classroom

### Materials



- Flipchart or large Post-its

### Time



- 30 to 45 minutes, depending on the complexity of the questions and the intensity of the discussions

## Activity 5: Information to collect before establishing DC partnerships involving M&D issues

<p><b>Group work</b></p> 	<p><b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• review the decentralized cooperation partnerships that exist in participants' territories;</li> <li>• identify information to be collected before establishing DC partnerships involving M&amp;D issues.</li> </ul> <p>Divide participants on the basis of their countries/ territories.</p> <p>Each group has 30 minutes to list and map the different decentralized cooperation partnerships that exist in their territories.</p> <p>Ask each group to focus on one or two of these partnership initiatives and to identify the information that should be collected before establishing DC partnerships involving M&amp;D issues.</p> <p>Ask each group to present their work in the plenary.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• This activity should be organized at the end of the section on "Multilateral frameworks adding value to decentralized cooperation"</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Flipcharts and markers</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 45 minutes for preparation</li> <li>• 8 minutes per group to present the results of the group work</li> <li>• 15 minutes for Q&amp;A</li> </ul>

## Activity 6: Opportunities and challenges of PPP throughout the four phases of the migration cycle

### Speed Dating



*Speed Dating is a method for getting participants to think very rapidly about a topic or a question.*

*In pairs, participants are able to confront and enrich each other's ideas. The setting is very informal, and allows for thinking and discussion in a safe environment.*



### Objectives:

- recognize the opportunities and challenges presented by public-private partnerships during the four phases of the migration cycle:
  - o pre-decision phase;
  - o pre-departure phase;
  - o migration phase;
  - o return phase.

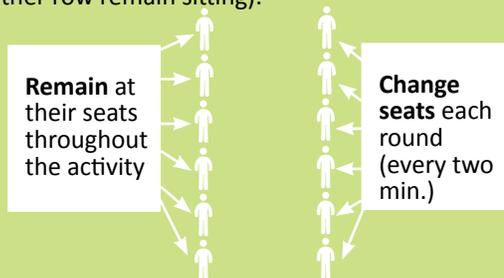
Set up two rows of chairs, making sure there are as many chairs as there are participants.

Invite participants to sit down, facing each other. During the entire duration of the activity the discussions will take place in pairs; participants will discuss with the person facing them (that person will change with every round of discussion).

### First topic

In pairs, participants have two minutes to discuss the first question: "What are the opportunities and challenges presented by public-private partnerships during the pre-decision phase of the migration cycle?"

After two minutes, announce that the time is up, and ask the participants sitting in **one of the rows, to move one chair to the right** (participants in the other row remain sitting).



Discussion continues on the same topic, but the pairs discussing the topic are different.

Repeat a third time. This means that the participants will have explored the first question with three different participants, having continued to enrich their vision of that first topic.

	<p><b>Second topic:</b> Participants are now asked to discuss the second question: “What are the opportunities and challenges presented by public–private partnerships during the pre-departure phase of the migration cycle?” Repeat the same process as with Question 1.</p> <p><b>Third topic</b> Participants are now asked to discuss the third question: “What are the opportunities and challenges presented by public–private partnerships during the migration phase of the migration cycle?” Repeat the same process as with Question 1.</p> <p><b>Fourth topic</b> Participants are now asked to discuss the fourth question: “What are the opportunities and challenges presented by public–private partnerships during the return phase of the migration cycle?” Repeat the same process as with Question 1.</p> <p>At the end of the activity, tell the participants to organize the classroom again.</p> <p>Organize a brief plenary session to summarize the four questions that have been discussed.</p>
<p style="text-align: center;"><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• This activity should be organized before the session on “public–private partnerships and migration”</li> <li>• This activity also acts as a great energizer: with the rounds being very brief, the pressure to start discussion as soon as participants are sitting is very high</li> <li>• This activity gives participants a great opportunity to explore and discuss the different topics before they are presented during the class, which leads to better understanding and retention</li> </ul>
<p style="text-align: center;"><b>Space</b></p> 	<ul style="list-style-type: none"> <li>• Chairs organized in two parallel rows</li> </ul>
<p style="text-align: center;"><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Whiteboard or flipchart to write the questions to be discussed</li> <li>• A watch with a timer</li> </ul>
<p style="text-align: center;"><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 2 minutes per round, three rounds per question: 2 min x 3 rounds x 4 questions = <b>24 minutes</b> (excluding preparation of the room)</li> </ul>

## Activity 7: Initiatives involving diaspora organizations

### Expert Panel



*A group of expert speakers presents, analyzes and discusses different initiatives involving diaspora organizations.*



### Objectives:

- review initiatives involving diaspora organizations;
- analyze the successes and shortcomings of the above-mentioned initiatives;
- generate ideas for successful partnerships.

### Before the session:

Identify two or three speakers who can present and discuss initiatives involving diaspora organizations, and invite them for a one-and-a-half to two-hour session.

Explain to the experts that they are invited to present some initiatives involving diaspora organizations, as well as the lessons learned from these initiatives.

Prepare some questions about the topic, to stimulate the discussion; communicate the questions – as well as the format and logistics – in advance to the speakers.

### During the session:

Present the objectives of the session, as well as the experts.

Allow about 30 minutes (depending on the total number of speakers) for the experts to present their initiatives, and then invite participants to pose questions during the follow-up period.

At the end of the session, summarize the main ideas and outcomes.

### Tips



- This activity should be organized at the very beginning of Topic 4
- Once the floor is open for questions, make sure that the questions remain focused on the topic. Clarify questions as needed
- Have a conversation with the speakers before the session, to explain what is expected from them as well as the format of the session

## Space



- If available, use armchairs or a sofa, instead of chairs, to imitate a “TV setting” and to help the experts feel comfortable

## Time



- One-and-a-half to two hours, depending on the number of speakers and participants

## Activity 8: The Call of Barcelona

### Group work



*During this group work, participants will analyze the Call of Barcelona and look at the implications it might have for stakeholders at different levels.*



### Objectives:

- review the different topics in Module 2, through study of the case of the Mayoral Forum on Mobility, Migration and Development (Call of Barcelona).

Divide participants up into heterogeneous groups. Each group should be comprised of four to six participants.

Explain that the objective of this activity is to review the different topics in Module 2 through a study of the Call of Barcelona. During this activity, participants are invited to review the course material.

Each group has one-and-a-half hours to read the case, and discuss and prepare answers to the following questions:

1. Which stakeholders at each of the various levels should be involved in responding to the demands formulated by the representatives of the Call of Barcelona?
2. What types of actions at each of the various levels are required to meet these demands?
3. More specifically, what activities could be organized at local level to implement these demands?

Explain that each group should appoint a rapporteur to present its work in the plenary. The outcome of its work should be captured on a flipchart paper that will be hung in the classroom.

Once the preparation time has elapsed, participants convene back in the plenary.

Each group displays the result of their discussions in the room and participants have ten to 15 minutes to roam around and look at the work of the different groups. The rapporteurs stay by their group flipchart, to present their work and answer questions from other group members.

### Tips



- This activity should be organized at the end of this Module (Module 2).
- To promote the heterogeneity of the groups, ensure that the various functions, territories or expertise are represented in each group.
- Rotate between the groups during the work. Make sure that the instructions are clear, and facilitate participants' discussion as needed.

<p><b>Space</b></p> 	<ul style="list-style-type: none"> <li>• Enough space to organize several working stations; groups should be able to work quietly, without being disturbed by other participants</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Flipcharts, markers and Bostik or Scotch tape to hang the flipcharts on the classroom walls</li> <li>• At least two copies of the Call of Barcelona for each group</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 90 minutes to read the case, discuss and answer the questions</li> <li>• 20 minutes for the plenary session</li> <li>• 15 minutes for Q&amp;A</li> </ul>

## Annex 4: Call of Barcelona – Mayoral forum on Mobility, Migration and Development

You have one-and-a-half hours as a group to read the case, discuss and prepare answers to the following questions:

1. Which stakeholders at each of the various levels should be involved in responding to the demands formulated by the representatives of the Call of Barcelona?
2. What types of actions at each of the various levels are required to meet these demands?
3. More specifically, what activities could be organized at local level to implement these demands?

At the end of your work you should be ready to present to the other participants.

### “Call of Barcelona”

The Mayoral Forum on Mobility, Migration and Development, held in Barcelona on 20 June 2014, brought together mayors and other local authorities from cities around the world, along with representatives

of international organizations. It was organized by the City Council of Barcelona, in collaboration with the International Organization for Migration (IOM), the Global Knowledge Partnership on Migration and Development (KNOMAD) of the World Bank, the United Nations Institute for Training and Research (UNITAR) and the European Commission. It was also supported by the following organizations and institutions: Council of Europe, EU Committee of the Regions, Joint Migration and Development Initiative (JMDI), Metropolis, The Hague Process on Refugees and Migration (THP), United Cities and Local Governments (UCLG) and the United Nations University Institute on Globalization, Culture and Mobility (UNU-GCM).

As announced by the Mayor of Quito at the Mayoral Forum in Barcelona, Quito intends to host the second Mayoral Forum on Mobility, Migration and Development in 2015.

The Mayoral Forum reflects a will to highlight the role of cities at the front line of addressing migration and the need to discuss the value of mobility for development in cities and around the world.

The starting point for the Forum of Mayors is the shared conviction that migration is a primarily positive, urban phenomenon, and that cities are its main pole of attraction and driving force.

The **reflections and thoughts** of the participants included the following ideas:

1. human migration has contributed positively to the development of cities and major metropolitan areas worldwide;
2. human mobility creates diversity, which in turn is an asset making cities richer and more competitive spaces, with greater prosperity;
3. cities are the closest level of government to citizens. Faced with the challenges for governance of migration, mobility and development, cities are charged with achieving integration processes and ensuring social cohesion. These processes begin in the neighbourhood, district and city, in public spaces, in schools and in workplaces;
4. cities also fight against segregation and inequality, and often have to cope on their own with multiple challenges of coexistence,

housing, irregularities and security, among others;

5. cities experience the complexities of human mobility, but have little or no voice in global forums where priorities on the agendas for human mobility are determined;
6. likewise, the bodies responsible for the management of migration flows tend to make decisions without considering their impact at the local level. This may at times result in decisions that generate exclusion and segregation at the local level, and in local leaders encountering difficulties in exercising their responsibility.

### The demands

For all of these reasons, cities and representatives of international organizations participating in the Mayoral Forum on Mobility, Migration and Development:

1. demand dignified treatment and respect for all people, regardless of their origin. Authorities must assure the same rights, duties and opportunities to all persons residing in their territory;
2. ask for a voice and role in deciding on migration policies. They request that the international community pay attention to local integration policies, and take cities into account as key actors in discussions and decision-making processes on the design of migration policies;
3. demand that legislation take a more realistic approach, in order to minimize the generation of exclusion of persons who are in an irregular situation in relation to the regulations;
4. call for the adoption of legal frameworks that facilitate processes of integration of all residents in our cities;
5. ask for strong action against discrimination and the increase in xenophobic and racist discourse in some parts of the world;
6. finally, they demand sources of funding for local integration policies and accommodation of diversity.

## Activity 9: Wrap-up

### Peeling the onion



*This activity is a playful, interactive and efficient way to review the different topics discussed during this module.*

### Objectives:

- review the most important topics in Module 2;
- clarify questions and concerns;
- provide additional information.

Explain that the objective of this activity is to review the different topics discussed during Module 2, and that the winner will receive a small prize. (You might be amazed by the incentive created by the prize!)

Give each participant one or two sheets of (A4) paper.

Working individually, participants have 15 to 20 minutes to review the content of the module and formulate one or two questions that they would like to pose to the group.

Each participant writes his/her questions (a maximum of two) on different sheets of paper (**one question per sheet of paper**).

Once all of the questions have been written, collect all the sheets of paper and **crumple them into an onion** (see the example below).



Ask participants to form a circle.

Pass the onion to the first participant, who unwraps the first layer of the onion, reads the question aloud and tries to answer it.

If that first participant cannot reply, someone else can propose an answer.

Whoever answers the question gets one point. Write points on a flipchart to record which participant has the highest score at the end of the activity.

Repeat the previous steps until the onion has been completely peeled.

The winner is the participant with the highest score. He/she takes the prize!

### Tips



- This activity should be organized at the end of Module 2
- It is best organized with a group of ten to 12 persons maximum. For larger groups, an activity such as the Gallery Walk is preferable, as explained in Module 3
- Make sure to correct or fill out the answers as needed

### Materials



- One or two sheets of (A4) paper for each participant
- One small prize (chocolates, sweets, project T-shirt, etc.)

### Time



- 45 to 60 minutes

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<p>Agunias, D. R. and Newland, K. 2012. <i>Developing a road map for engaging diasporas in development: A handbook for policymakers and practitioners in home and host countries</i>. (Geneva and Washington, DC, International Organization for Migration and Migration Policy Institute).</p> <p>EU-MIA programme. Funded by the EU and implemented by the ITC-ILO, with FIERI, Oxford University and COMPAS: <a href="http://www.eu-mia.eu">http://www.eu-mia.eu</a>.</p> <p>JMDI Website: <a href="http://www.migration4development.org/content/rencontre-internationale-plate">http://www.migration4development.org/content/rencontre-internationale-plate</a>.</p>	<p><b>TOPIC 4</b></p>





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## Empowering migrants at the territorial level

**Module 3**





**Empowering  
migrants at the  
territorial level**

**Intellectual Property:**

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## General objectives



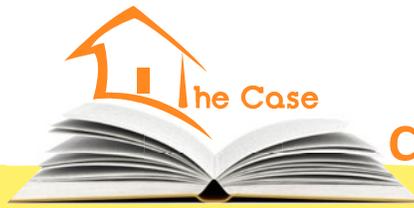
By the end of this module, participants will be able to:

- describe the concept of migrants' agency and how it can be strengthened;
- propose strategies to support migrants' participation in local development (in the territories both of origin and of destination);
- define actions and use practical tools to better reach out to and organize migrants;
- identify the services to be provided to migrants in the territories of origin and destination;
- promote the political participation of migrants.

## Introduction

This module aims to explore the ways to strengthen migrants' agency as protagonists of local development. The stress is put on the means for creating an enabling environment for migrants to express their potentials, as well as to empower migrants and their associations for meaningful participation in local development – in both territories of origin and destination.

The first topic will therefore explore the concept of agency, and broadly set out the ways to both enable and empower migrants for local development. The second topic will focus on the services that can be provided in both territories of origin and destination. to promote the integration/reintegration of migrants, but also their participation in transnational activities. The third topic will discuss in what ways migrant associations can be engaged in local initiatives and the reasons for doing so. Finally, the fourth topic will highlight the importance of promoting migrants' political participation, in both territories of origin and destination., and provide examples on how to do so in contexts where migrants do not have formal representation rights.



## CANTON OF VAUD<sup>1</sup>

### The integration policy of the Canton of Vaud



When the Swiss Confederation decreed a law in 2007 on the integration of foreigners and the prevention of racism, it initiated a negotiation process involving each of the 26 Swiss cantons as to how to implement this new measure. As a result, strategic objectives were determined related to integration that had a binding character for each canton. In summary, the aim was to improve communal services for immigrants under three headings:

- information and counselling;
- education and employment;
- communication and social integration.

Within this framework, each canton was given the maximum possible leeway to adapt the policy to its specific needs. After an Office for the Integration of Foreigners and the Prevention of Racism (BIC) was established in each canton, a four-year canton-level integration program had to be developed, to be ready for implementation starting in 2014.

---

<sup>1</sup>This is the representative case study for Module 3. We will go back to it during our reading, to learn how theory can be translated into practice.

HEADINGS	POLICY AREA	EXAMPLES
<b>Information and counselling</b>	Information	<ul style="list-style-type: none"> <li>• Issuing of an information document translated into 12 languages</li> <li>• Setting up an information website</li> </ul>
	Counselling	<ul style="list-style-type: none"> <li>• Experts for consultation available in each of the BIC regions</li> <li>• Specific offerings for female migrants</li> <li>• Ensuring accessibility of the information on integration projects</li> </ul>
	Protection from discrimination	<ul style="list-style-type: none"> <li>• Financial support for anti-discrimination projects</li> <li>• Intercultural training events</li> <li>• Support services for victims</li> </ul>
<b>Education and employment</b>	Language and training	<ul style="list-style-type: none"> <li>• Improvement of language training programmes and their adaptation to the specific needs of immigrants.</li> </ul>
	Early encouragement	<ul style="list-style-type: none"> <li>• Development of special offerings for families with children</li> <li>• Creation of an exchange platform for schools, welcome centres, etc.</li> </ul>
	Employability	<ul style="list-style-type: none"> <li>• Mentoring and coaching services for job seekers</li> <li>• Support for enterprises to adapt to the needs of immigrant workers</li> </ul>
<b>Communication and social integration</b>	Community interpreting service	<ul style="list-style-type: none"> <li>• Interpreters for all relevant languages available for immigrants</li> <li>• Support for the training of interpreters</li> </ul>
	Social integration	<ul style="list-style-type: none"> <li>• Financial support for local integration projects</li> <li>• Setting up of platforms for exchange between integration professionals</li> </ul>



# TOPIC 1

## STRENGTHENING MIGRANTS' AGENCY AS PROTAGONISTS OF LOCAL DEVELOPMENT

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## Learning objectives

By the end of this topic, participants will be able to:

- explain the concept of “strengthening the agency of migrants”;
- describe the role of local authorities in strengthening migrants’ agency;
- identify the areas of intervention for local authorities to empower and engage migrants;
- identify the information that it is necessary to collect before establishing services and policies.



## Introduction

“Agency” is a sociological term that is widely used in development studies. In that context, migrants’ agency can be broadly defined as migrants’ “capacity, condition or state of acting or of exerting power”<sup>2</sup>.

The fact of exerting power is translated into the ability to influence the (social, economic and political) dynamics that affect migrants’ lives and the life of the societies they are linked with. Strengthening migrants’ agency therefore means creating the conditions (as well as making the corresponding tools available) for migrants to become effective development actors in their territories of origin and in the territories of destination.

Due to their proximity, local authorities are the most relevant actors to coordinate the establishment of such conditions and the provision of such tools. This topic aims to explore the way local authorities – despite the wide diversity of country contexts – can both enable and empower migrants at the territorial level, and therefore promote their engagement.

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<sup>2</sup> [www.merriam-webster.com/dictionary/agency](http://www.merriam-webster.com/dictionary/agency).

# 1. LOCAL AUTHORITIES CAN ENABLE AND EMPOWER MIGRANTS

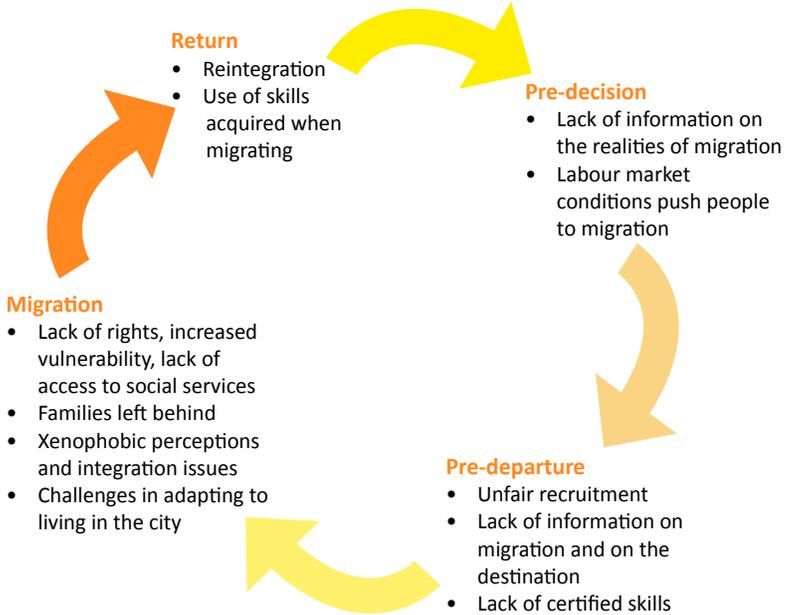
Local authorities are in the best position to work on policies aimed at strengthening migrants' agency as development actors, both at home and in destination territories, within the national and local regulatory frameworks.

This means defining strategies and policies aimed at creating the most suitable environment for migrant engagement, but also the tools to make this engagement effective and strong, and therefore work to address both challenges and opportunities found throughout the migration process.

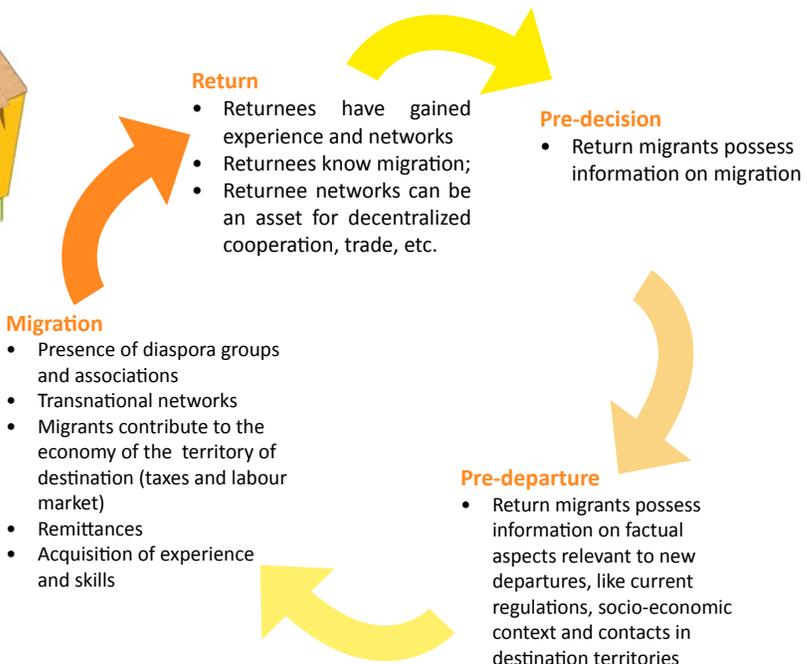
The challenges and opportunities during the migration cycle can be summarized as follows:



## Challenges during the migration cycle



## Opportunities during the migration cycle



Of course this list is not exhaustive: other challenges and opportunities could be added. Similarly, challenges may differ that are specific to the beneficiaries that are targeted (labour migrants, asylum seekers, refugees, migrant families left behind, spouses and children following migrants) as well as according to the local context.



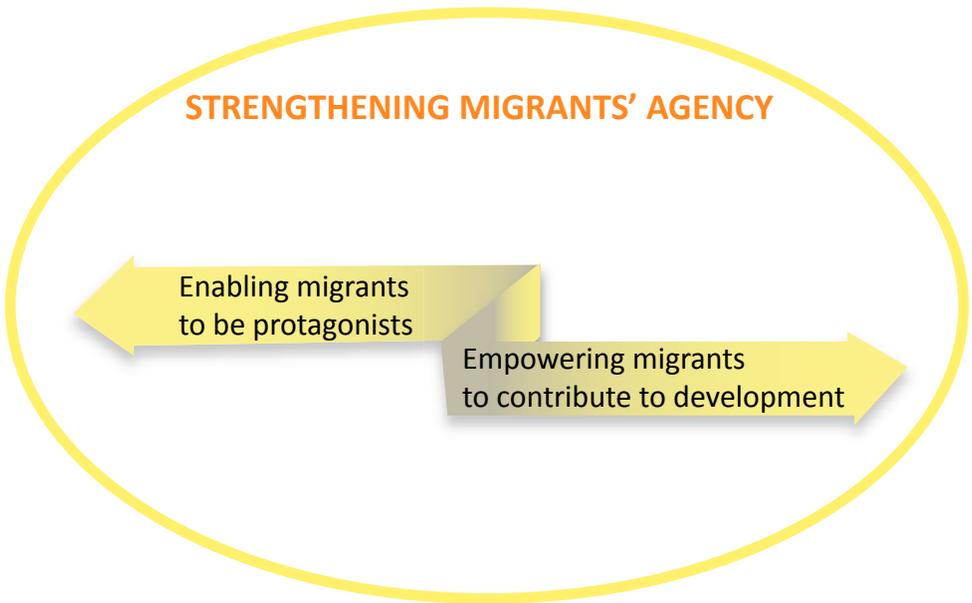
Do you want to know more about challenges and opportunities during the migration cycle? Go to Core Module, Topic 1, as well as Module 1, Topic 2.

What this non-exhaustive list does reveal is the variety of issues, challenges and opportunities directly or indirectly related to migration that may be present in given territories, and that can be addressed through appropriate policies implemented at local level. The way in which these challenges and opportunities are addressed has an immediate impact on local development.

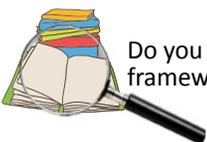
To be more precise, the fact of addressing the challenges means establishing an **enabling** environment, and the fact of drawing on the opportunities means **empowering** migrants towards maximizing their potential. Strengthening migrants' agency relies strongly on actions to both enable and empower migrants. For instance, the presence of well-organized diaspora associations alone is insufficient if they do not have the possibility of exercising their rights, if they have to concentrate their efforts on managing a xenophobic environment, or if they lack access to platforms to dialogue with authorities.



## Strengthening migrants' agency



In other words, local authorities have a role in shaping the framework conditions to allow migrants to exercise their full potential.



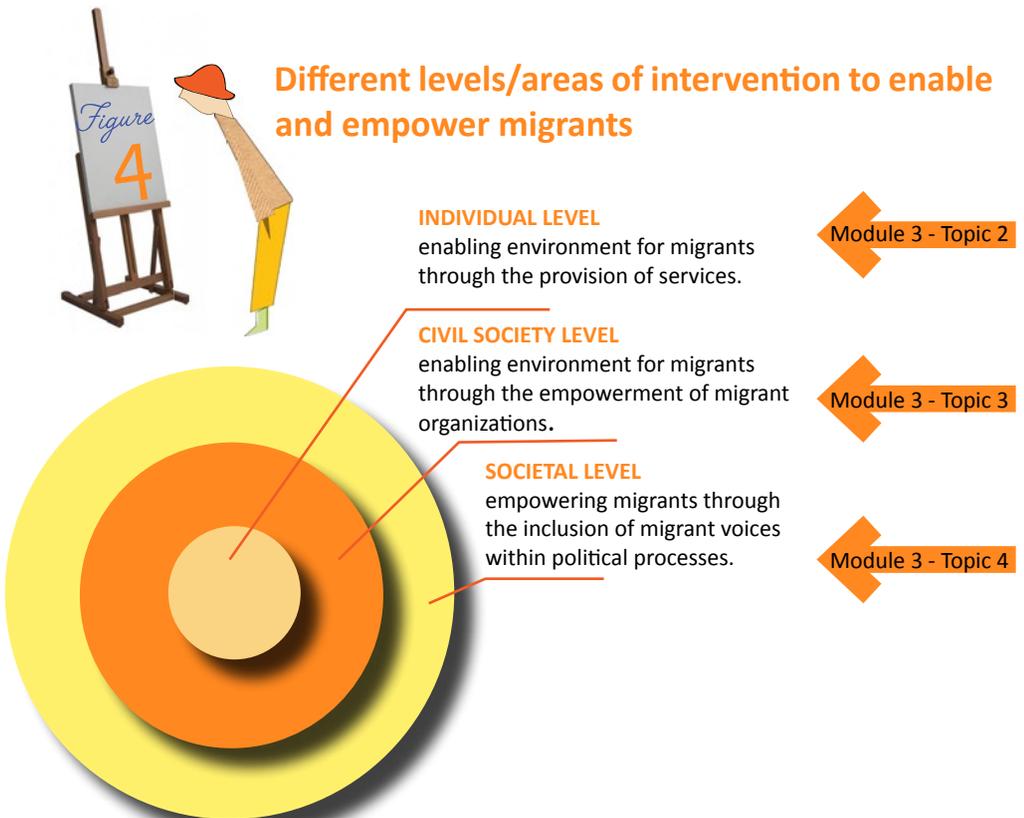
Do you want to know more about the role of local authorities in shaping the framework conditions? Go to Core Module, Topic 1.

## 2. AREAS OF INTERVENTION TO ENABLE AND EMPOWER MIGRANTS

Strengthening migrants' agency means designing inclusive policies to allow migrants to take part in the life of their society of destination, as well as to enable them to be effectively linked with their home society.

In order to do so, it is important to design policies and tools that on the one hand consider migrants to be ordinary citizens, while on the other hand building on their specificities in terms of both challenges and opportunities.

To do so, local authorities can act at three distinct levels, as discussed in the following topics in this module.



It is important to point out that these three levels are totally interlinked, as shown by our case study, where the provision of specific services to migrants is ensured by civil society actors (including migrant organizations) under the coordination of local authorities (the BIC in our case study), which in turn coordinate the design of their policies with an institutional consultative body made up of migrants (the CCCI in our case study).

## POINT FOR REFLECTION

The agency of migrants can be strengthened by designing inclusive policies that will help migrants to take part in the life of their host society, as well enabling them to be effectively linked with their home society.

**In that sense, how do you think that providing protection to migrants can be part of a strategy to enable them?**



### 3. CHARACTERISTICS OF RELEVANT POLICIES AND SERVICES

As territorial settings are highly contextually-specific when it comes to policy-making, both within a given national framework and internationally, effective policies to strengthen the agency of migrants need to be context-related. We can list some of the main characteristics of relevant policies:



#### Characteristics of relevant policies and services

Anchored within the territorial social reality

Consistent with the overall policy framework

Easily accessible

Open to a wide range of users and inclusive of the whole population

Having a broad scope

Avoiding inequalities in treatment

Compatible with national regulations and policies

Established with partners

## Anchored within the territorial social reality

A thorough knowledge of local migration trends and issues is a necessary prerequisite for establishing any policy or service.

In this sense, data are critical to ensuring good decision-making. These can be gathered in several ways, but should usually be collected in advance: policy-making should build on issues identified through data collection.



Do you want to know more about data collection?  
Go to Module 1, Topic 3.

Therefore the establishment of mechanisms allowing data acquisition and update, such as periodic local migration profiles, should be done keeping in mind that the data acquired should enable local authorities to respond to issues that have an impact on integration and/or local development.



Do you want to know more about the establishment of mechanisms allowing data acquisition and update? Go to Module 1, Topic 3.

## POINT FOR REFLECTION

### LOCAL MIGRATION PROFILES

Migration profiles can be produced at the local level, where they constitute a first key step towards mainstreaming migration within development planning.

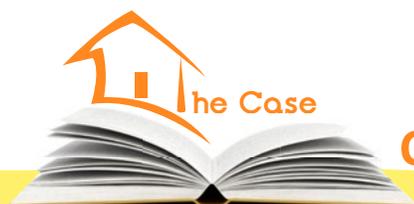
- Why do you think that it is necessary for the design of local migration profiles to liaise with the national authorities to set up a data-sharing mechanism allowing local institutions to compile the migration data acquired nationally?
- In order to design local migration profiles, why can it be useful to design a template common to all the localities within a country?
- According to you, which information should be contained in this template?



## Consistent with the overall policy framework

Contextual knowledge on migration needs to predate policy-making, and should be followed by a careful mapping of national and local policies and institutions. Similarly, mapping of existing services is also very important – be they institutional, or those provided by other local stakeholders.

Indeed, in addition to promoting sustainability and cost-effectiveness, a good vision of existing services allows the avoiding of overlapping. Thus, if similar services already exist but do not cover the whole range, following the principle of subsidiarity, local authorities may decide to partner with existing service providers to complement their offering or to provide specific additional services.



## CANTON OF VAUD

### Bringing society as a whole “to the table” in Vaud

This process of integration of foreigners was particularly relevant to the Canton of Vaud, where approximately one-third of the inhabitants account for the 175 different nationalities currently present in the canton. The strategy adopted in the canton was not so much to create a public body to provide all of the services needed, but rather to build on already existing structures and to include civil society actors. This not only spread the burden, but also made sure that the citizens of Vaud were part of the integration effort as well.

Building on what already exists also meant that the newly initiated integration efforts should not create a parallel structure for immigrants. The regular infrastructure of the municipalities – such as schools, hospitals, kindergartens, etc. – was to serve as a basis for the integration planning.



The new policy was thus designed as a complement to this, so as to specifically refine the canton’s integration strategy. In general there exists a clear distinction between regular infrastructure – in which the



policy ensures the taking into account of migrants' needs – and specific infrastructure, designed for the specific needs of migrants.

The Office for the Integration of Foreigners and the Prevention of Racism (BIC) provided coordination and management. Diaspora organizations, philanthropic foundations, associations, NGOs and many more were asked to take part in the process of developing a Canton-level Integration Programme (PIC) for Vaud. In addition, mini-PICs were started in the largest municipalities in order to gather best practices and experiences. In the end it was decided to support the three-pronged strategy, with a programme consisting of eight areas of engagement – with each of them responding to one of the strategic objectives.

## Easily accessible

If policies and mechanisms exist but are not easily accessible, their usefulness can be seriously impaired.

Visibility is a key component of accessibility to policies related to **promoting the organization and political participation** of migrants, as it ensures an equal opportunity for all categories of migrants.

Visibility is also very important with regards to services. The target groups need to be aware of the existence of the services, and these should therefore be advertised through appropriate media. Here as well, the means used depend on the habits of the target groups: Do they use the Internet? Do they use specific media (particular to migrants in territories of destination)?

Accessibility is also related to the location of physical structures, which should reflect a careful assessment of:

- the main locations of the target groups, so as to ensure proximity;

- 
- the spatial distribution, mobility and access to information technology (IT) on the part of the target groups, so as to determine a strategy for providing the service (one main physical office? several sub-offices? mobile services? a one-stop shop? online services?).

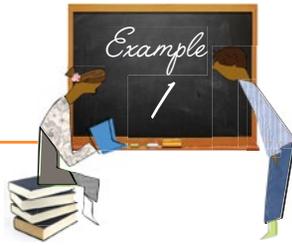
Lastly, accessibility is also determined by the presence of a simplified bureaucracy.

### **Set up services that are as open as possible to a wide range of users, and inclusive of the whole population**

Services should be specific enough to actually respond to the demand, while being broad enough to avoid the costly need to duplicate them. For instance, if a web portal is created to provide information to a diaspora in order to attract its investments/return/networks, while local authorities want to provide similar services to encourage the reintegration of return migrants, the two could easily be combined.

### **Create services with a broad scope**

Services that are specific to migrants may be grouped together in the form of one-stop shops in order to make access to information and other services much easier and more immediate. Migrant resource centres are examples of such one-stop shops.



## The Batangas Province One-Stop Migrant Resource Center (Philippines)

The Batangas Province One-Stop Migration Resource Center was initiated as a result of advocacy by civil society organizations such as Atikha, an NGO working in the province on the issue of migration.

The Province of Batangas has a huge migrant population. In addition to Atikha, the migrants desk of the Archdiocese of Lipa is also lobbying for programmes and services for migrants and families. The local chief executive assigned the Provincial Social Welfare Office to discuss the requirements for establishment of the centre.



Atikha had previous experience in establishing the migrant centre in San Pablo City in Laguna, so it was able to provide guidance on the process, as well as the legal, technical, financial and physical prerequisites for establishing the centre.

The provincial Planning Department was also assigned to assist in planning for the province's migration programmes. Various activities in planning and capacity building were conducted to be able to establish the centre, namely:

- a forum with various migration stakeholders on migration issues and appropriate interventions that need to be implemented;
- a forum of municipal social welfare officers, on the social cost of migration and the establishment of migrant centres/desks at the municipal level;

- 
- strategic planning on establishing programmes and services for migrants and their families, with various migration stakeholders who will assist in social and economic programmes and services.

The following activities were conducted to ensure that the One-Stop Migration Resource Center was mainstreamed and sustainable:

- organizing of a Batangas Migration and Development Council, composed of various agencies and organizations from the national and local government, civil society organizations and the private sector, which lobbied for the establishment of the centre and leveraged their resources to be able to implement comprehensive programmes for migrants and families;
- securing the legal mandate to establish the centre, with an annual budget, through a provincial ordinance;
- preparing the physical centre, which will serve as the hub for information and services for the migrants.

The soft launch of the Batangas Migration Resource Center was in January 2010, while the public launch took place in September 2011.

Batangas is one of the provinces in the Philippines that were able to deploy their social and economic services in a cascade, not only at provincial but also at municipal level. At the present time it has eight migration desks operating at the municipal level. The capacity building training provided by the provincial government in setting up migration programmes and services had already been conducted for the top 20 municipalities for the sending of OFWs.

### **Lessons learned**

- MRCs (Migrant Resource Centres) should be established in those provinces and municipalities with a high concentration of migrants, so to ensure buy-in by the local government and other relevant stakeholders.
- MRCs should provide comprehensive services – not only social

services, but also economic services for migrants and their families – so that the migrants and migration stakeholders would patronize and support the centres.

- MRCs should not wait for clients to visit the centres, but also need to have outreach program in the community and schools where there is a high concentration of overseas Filipinos.
- MRCs at province level should be able to provide capacity building to municipal governments, to be able to cascade their services down to the grassroots level.
- Key elements for ensuring sustainability of the MRCs are as follows:
  - the presence of advocates inside the provincial local government, in the various departments involved in social welfare, planning and legislative affairs, able to mobilize resources and mainstream the intervention of migrants and families within the local government;
  - the presence of a legal mandate with a specified budget. The Batangas Migration Center is currently attached to Provincial Social Welfare, with its own budget and network of service providers that can be tapped;
  - the presence of a multi-stakeholder partnership. The centre has a Batangas Migration and Development Committee, composed of various government agencies, NGOs and the private sector, all engaged in the initiatives and providing various concrete interventions for migrants and families;
  - NGOs like Atikha have concrete social and economic programmes and services, and continue the engagement with LGUs (Local Government Units) and schools even following the JMDI 1 project. It is able to mobilize resources from development agencies, migrant associations, national agencies and private corporations, to support its programmes and services;
  - the private sector, such as the Soro-soro Ibaba Development Cooperative, has concrete investments and business opportunities that it offers to migrants and families.

## Avoid inequalities of treatment

Depending on local sensitivities, the design of policies and the provision of services exclusively for migrants/diaspora/migrant families can be perceived negatively by the non-migrant population, both at home and in territories of destination.

For this reason, it is important to assess whether policies and services can also be useful for the rest of the population. As an example, services looking to assist families left behind may also be useful for widows, and they should be included in this type of services. Eligibility criteria should be established carefully and in a holistic way.

## Be compatible with national regulations and policies

Obviously policies should be designed in compliance with national rules and regulations, in order to guarantee their legality as well as their sustainability. For instance, when a local service or – even more evidently – a local policy is not well connected to and coordinated with the national level, risks arise both of not being able to effectively deliver the expected results, and of making that service unsustainable. On the other hand, if the provision of services responds to requirements formulated within national policies, it may even be possible to obtain funding from the national government to establish them.

## Establishment with partners

Some services – such as those that are purely institutional or administrative – are better designed, owned and run by local authorities, but may benefit from partnership with other institutions or organizations, both from civil society and from the private sector. Along these lines, migrant organizations in territories of destination or return migrants in the territories of origin and destination may be very good partners, for instance in the establishment of language schools, information services for newcomers, business orientation, etc.



Do you want to know more about data gathering? Go to Module 1, Topic 3.

## KEY LEARNING POINTS

- **Migrants’ “agency”** can broadly be defined as their “capacity, condition or state of acting or of exerting power”.
- **Strengthening migrants’ agency** means defining strategies and policies aiming to create the most appropriate environment for migrant engagement, but also the tools to make this engagement effective and strong, and therefore working to address both challenges and opportunities found throughout the migration cycle.
- The above means setting up **enabling** environments to respond to the challenges, and **empowering** migrants to maximize their potential in order to draw upon the opportunities.
- To do so, local authorities can act at three distinct levels, discussed in further detail in the following three topics:
  - **individual level:** through the provision of services that allow individual migrants to exercise their rights, and have the tools to effectively act within the societies they are linked to. The provision of services is therefore an important part of setting up an **enabling** environment for migrants;
  - **civil society level:** through the empowerment of migrant organizations, which in turn may act as real bridges between migrant individuals and their territories of origin and destination;
  - promoting migrants’ organizations lies at the interface between providing an **enabling** environment for migrants, who can identify themselves with the different groups they have access to, and **empowering** migrants, who can express themselves through these organizations and participate in building collective initiatives;
  - **societal level:** through the inclusion of migrant voices in political processes, local authorities can ensure the inclusiveness and representativeness of the society they represent. Promoting migrants’ political inclusion is an important step in their **empowerment**, as this allows them to effectively act within their societies;
- **Pertinent policies and services are:**
  - anchored within the territorial social reality;

- o consistent with the overall policy framework;
- o easily accessible;
- o as open as possible to a wide range of users, and inclusive of the whole population;
- o of a broad scope;
- o ones that avoid inequality of treatment;
- o compatible with national regulations and policies;
- o set up with partners.





## TOPIC 2

# WHAT SERVICES FOR MIGRANTS AND THEIR FAMILIES IN THE TERRITORIES OF ORIGIN AND DESTINATION?

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## Learning objectives

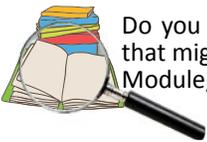
By the end of this topic, participants will be able to:

- mention examples of existing services that can be provided within the framework of migration;
- recognize services that are applicable to their own local context.



## Introduction

Several kinds of services can be provided that benefit migrants and potentially enhance their migration experience. These services respond to challenges and potential opportunities that migrants may encounter throughout the migration process. The nature of the services that can be provided may be very diverse, depending on local context. In this topic we will address some of these, but it is important to keep in mind that the list presented here is not exhaustive. Similarly, the services presented here are artificially subdivided into services provided in territories of origin and destination: it is important to keep in mind that a territory is usually both a destination and an origin for migrants, in the sense that most territories witness not just in- or out-migration, but usually a mix of both.



Do you want to know more about challenges and potential opportunities that migrants may encounter throughout the migration process? Go to Core Module, Topic 1.

The provision of services at the local level can be threefold:

- bringing services to the local level that are available at the central level: this builds on national policies that are in place but lacking concrete expression at the territorial level;

- creating tailor-made services to respond to the local context;
- extending existing services to make them relevant/available for migrants and their families.

Local authorities can therefore liaise with national authorities to decentralize/devolve services, but also to create services or support the creation/extension of services by third parties (civil society, the private sector...), thus entering into relevant partnerships with local and national stakeholders.



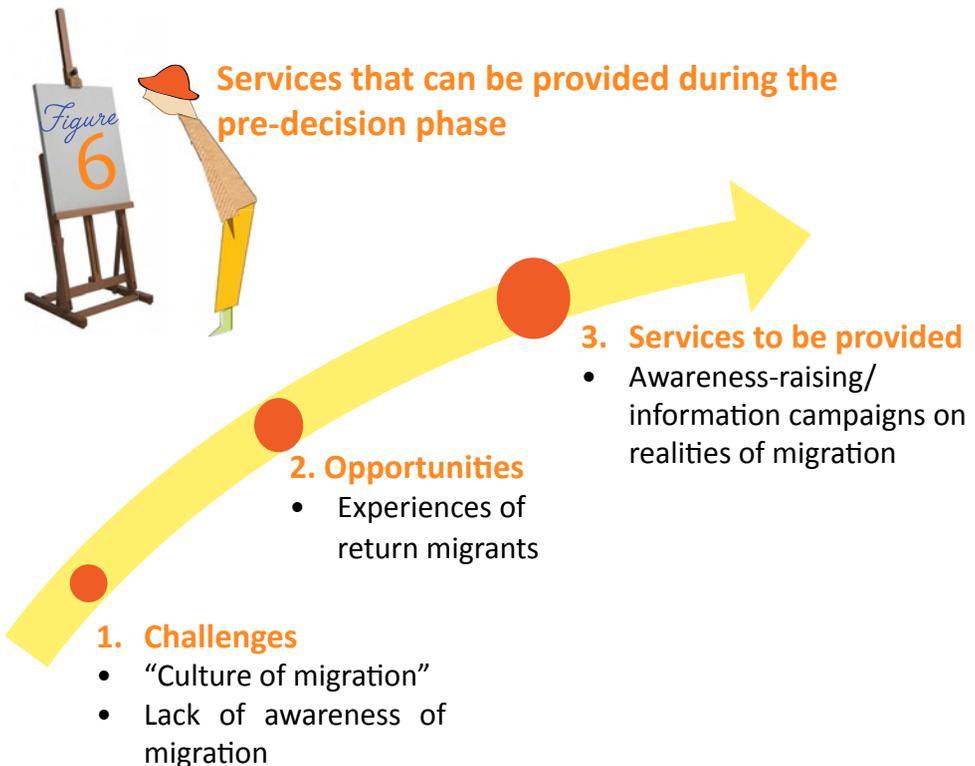
Do you want to know more about entering into relevant partnerships with local and national stakeholders? Go to Module 2.

# 1. SERVICES IN HOME TERRITORIES

Services that can be provided in territories of origin are diverse, and aim mainly to make the migration experience more positive, or the reintegration more effective and successful. Local authorities may also set up internet-based platforms for diaspora members, linking them to their home territory.

Let us analyze the services that can be provided during the various phases of the migration cycle:

## The pre-decision phase





## Challenges

A “culture of migration” appears, wherein a large proportion of the population automatically chooses migration but without being aware of its reality, nor of the existing alternatives.

## Opportunities

Return migrants are well informed as to the realities of migration.

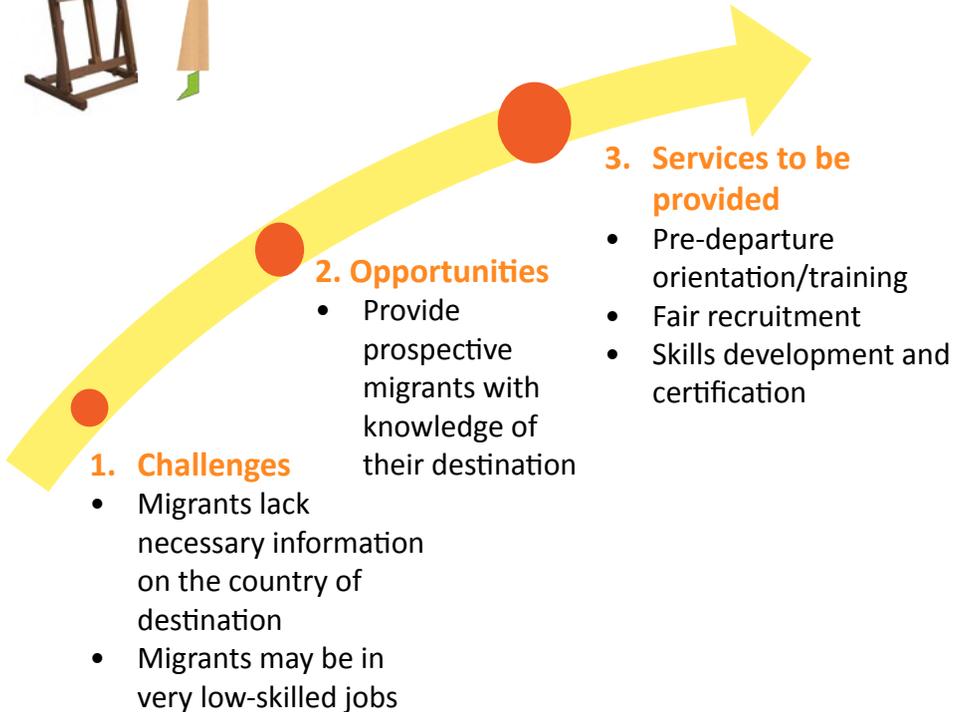
## Services that can be provided

Local authorities can organize information/awareness-raising campaigns on the realities of migration. This implies partnership with a wide range of actors, from return migrants (who can bear witness to the reality of migration), to the local media (who can disseminate the information), together with other local civil society actors. The establishment of such information campaigns requires a prior mapping of migration trends in the locality, which can be undertaken in partnership with universities and other local educational institutions. The participation of a wide range of actors, and their visibility in the campaign, reinforce its credibility and effectiveness. Information campaigns can also inform prospective migrants about additional existing services, available before departure.

## Pre-departure phase



### Services that can be provided during the pre-departure phase



## Challenges

- Prospective migrants need to prepare their departure and employment abroad, but may lack the necessary information on the country of destination, on regular migration and on recruitment practices. They may therefore arrive in their territory of destination unprepared, undergo unfair recruitment practices, or turn to smugglers in order to be able to migrate.
- Migrants may find themselves in very low-skilled jobs, because they lack training or certification. They may likewise be pushed to migrate for the same reason.

## Opportunities

- Services to assist prospective migrants with these challenges may exist at central level, but be unavailable at local level. The lack of availability may be physical, but may also result from a lack of information on the services that exist.
- Raising awareness/providing prospective migrants with knowledge on their targeted destination: migratory situation and existing regulations, formal and informal operation of the labour market and related opportunities/challenges, availability of services targeting migrants, or open to migrants as well as others.

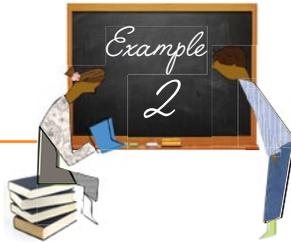
## Services that can be provided

- **Pre-departure orientation/training:** If pre-departure training and orientation are available in the country, local authorities may either organize its implementation within their jurisdiction, in cooperation with civil society organizations (CSOs) and other stakeholders, or outsource them and retain certain aspects (like providing enrolment services to allow participation of prospective migrants at the local level). This implies setting up agreements with organizations/institutions that provide pre-departure training and orientation, in order to organize enrolment and travel/accommodation of prospective migrants. Dissemination of information is key to the effectiveness of such enrolment services: local media may be pertinent partners in this endeavour. It is important to assess the main destination countries, as well as the existence of such services at central level. Pre-departure services can also be provided in one-stop shops, also known as Migrant Resource Centres.



Do you want to know more about pre-departure services that can also be provided in a one-stop shop? Go to Topic 1 of this Module.

- 
- **Fair recruitment:** More and more States set standards and regulations for fair recruitment, license recruiting agencies and provide services for recruitment abroad. This is an issue tackled at the national level, in countries both of origin and destination. However, enforcement of regulations may sometimes lie at subnational level. In any event, information on fair recruitment highly benefits potential migrants.
  - **Skills development and certification:** Most countries possess standards for skills certification and skills development, as well as related curricula and schooling. However, even when vocational training programmes exist at provincial level, they may not always be easily accessible by the population of rural areas or small urban centres, who may not always be in a position to leave the villages for training. However vocational training can be brought to rural areas, for instance through mobile training units, and be delivered in accordance with the constraints of rural life. The establishment of this kind of service requires careful labour market assessments, as well as a great deal of logistics. Partnering with civil society organizations or international organizations for technical assistance can be of great value in this context, and can also allow broad geographical coverage.



## VSDP in Myanmar

In 2014 the Swiss Agency for Development and Cooperation (SDC) initiated the Vocational Skills Development Programme (VSDP) in two states in South-eastern Myanmar. The programme is implemented by the NGO Swisscontact. One of



the components of the programme, implemented in partnership with the IOM, is the provision of mobile vocational training for vulnerable segments of the population, located mainly in rural areas. Both provinces are characterized by massive outflows of migrants to Thailand.

Therefore the Local Vocational Training (LVT) component of the VSDP – in close coordination with local authorities at the local (state) level, as well as with local NGOs – seeks to provide mobile vocational training directly at the village or township level. This looks to equip the beneficiaries with appropriate skills and certifications that aim to both enhance their employability locally, as well as to increase the quality of their periods of employment while abroad. The programme will build on existing institutional structures (schools, etc.) and partner with them to develop the curricula and implement the activities effectively on the ground.

See also:

<http://www.sdcmekong.org/tag/technical-vocational-education-training/>

## POINT FOR REFLECTION

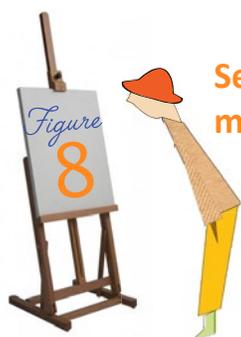
### PRE-DEPARTURE TRAINING SESSIONS

The objectives of these training sessions are to: (a) provide participants with up-to-date factual information about the country of destination; (b) assist participants in developing the skills needed to succeed in their new environment or workplace; and (c) explore the attitudes needed for successful adaptation and integration. Training of migrants empowers participants to adapt more rapidly and successfully to the day-to-day demands of their new environment, and to manifest their competencies not just at an economic level, but also at a social and cultural level.



**What actors and mechanisms are necessary to set up pre-departure training sessions?**

## Migration phase



### Services that can be provided during the migration phase

#### 1. Challenges

- Migrants lack the necessary information to invest at home
- Migrants are unaware of job availability
- Migrants' families struggle due to the absence of the family member

#### 2. Opportunities

- Diaspora members have great potential for local development through contributing to local planning, investment or skill transfers

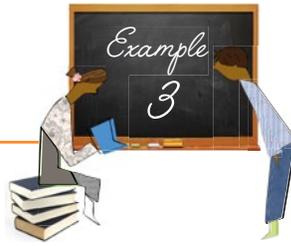
#### 3. Services to be provided

- Electronic portals providing information on business opportunities and the labour market at the territorial level



## Challenges

- Migrants abroad may sometimes be willing to invest in their home territory. However it is not always easy to gather all the necessary information on investment opportunities and forms, incentives that exist, etc.
- Migrants abroad may also wish to go back home to work, but it may be difficult to assess the availability of jobs. Young migrants who went abroad for studies, or long-term migrants facing the consequences of the economic crisis in destination countries – while opportunities increase in their countries of origin – may find themselves in that situation.
- Migrants' families may face huge challenges due to the absence of a family member. In extreme cases, families are left completely alone with no revenue, in addition to the social and emotional cost for family members, especially minors.



## Migrants' families left behind in Moldova: the project for “Strengthening community-based support to multigenerational households left behind by migration in Moldova”

The project – implemented within the framework of JMDI Phase I – aimed at raising awareness among policy-makers and service providers at all levels as to the vulnerability of migrants' families, increasing the capacity of civil society and state authorities to provide them with effective support, and enhancing intergenerational links between older caregivers and children. A new category was addressed in this initiative, in something that was totally different from what existing migration initiatives do: families made up of children and older people left behind by migrant parents, known as multigenerational households. The specific objective of this project was to protect the rights of migrants' families in Moldova by strengthening the capacity of older citizens, NGOs and state authorities to support multigenerational households.



The project contributed towards the achievement of three main results:

- 1. Improved awareness among policy-makers and service providers at all levels as to the vulnerability of migrants' families.**

The action mobilized existing networks of older volunteers to collect data from 600 to 650 vulnerable households in ten communities across Moldova, through regular home support visits. This was accompanied by a study at the national level.

## 2. Increased capacity of civil society networks and state authorities to provide effective community-based support to migrants' families.

Around 215 older volunteers paid regular home visits to those households identified as most vulnerable in their communities, and worked with local authorities to ensure that they had access to information on their rights, and to assistance from service providers in key areas such as health, childcare and education.

## 3. Enhanced intergenerational solidarity between older caregivers and children left behind.

This project used small grants to bring older and younger people together for intergenerational initiatives at community level in each of the ten project areas. A total of 448 demonstration activities were conducted in the project, of a wide variety: discussion clubs; grandparents' school; handicrafts; community theatre; educational study groups; excursions to the theatre, museum and zoo; sporting competitions; planting trees and flowers; exhibitions of vegetables and handicrafts, etc.

The project's sustainability was based on working with existing structures, both governmental and community-based, and seeking to enhance both their understanding of the problems faced by migrants' families, and their ability to address them within existing resources.

## Opportunities

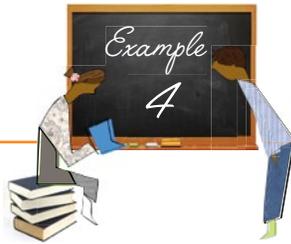
Diaspora members have great potential for local development through contributing to local planning, investment or skills transfers. Diaspora members who have the willingness and are able to do so greatly benefit from services that enable them to make informed decisions.

## Services that can be provided

- Electronic portals offering **information** on business opportunities and the labour market can be developed at the territorial level. Their development requires careful assessment of the current socio-economic situation of the territory, but also an updating mechanism, needed in order to ensure the long-term effectiveness of the service.

In addition, such portals have to be visible to diaspora members, and therefore must build on partnerships with diaspora associations and umbrella groups, as well as with similar services provided at the national level. Indeed, a good visibility strategy is key to ensuring the success and usefulness of such websites.

- Local authorities can also provide social services to families left behind. These can range from the provision of shelters, to labour market integration. However it is important to keep in mind that when these services exist, they should not be open solely to migrant families, but also to single mothers or widows who may face the same challenges as families left behind.



### **BaLinkBayan website, Philippines**

A play on the Filipino word *balikbayan* (a returning overseas Filipino), “*BaLinkBayan*” is a means to connect overseas Filipino individuals and communities back to the Philippines, through the Diaspora to Development (D2D) programme of the Commission on Filipinos Overseas (CFO). This program promotes and supports diaspora-driven initiatives such as investment, philanthropy, and technology and skills transfer.



One of the critical roles of Philippine governments (both national and local) at present is to widen and sustain the enabling environment that will facilitate and maximize migration for development. One example of this is *BaLinkBayan*<sup>3</sup>, a one-stop portal for Filipino diaspora engagement, particularly in: diaspora investment and entrepreneurship with diaspora philanthropy; and skills, expertise and technology transfer and exchange.

<sup>3</sup> <http://www.balinkbayan.gov.ph>



With the advent of technology and the exponentially increasing information overload, a migrant needs reliable, comprehensive and up-to-date information about matters ranging from investing in his/her home town or remitting money, to sharing his/her knowledge and competencies. The website will act as gateway for overseas Filipinos to access valuable business and investment information back in their home towns.

Still an ongoing process, the portal at present contains three sections: “Start a business”, “Donate and volunteer” and “Access government on-line services” – which has two subsections – business permit licensing and real property tax queries.

Under *BaLinkBayan* the Naga City website enables online transactions for OFs who will be able to download their property disclosure statement forms and directly pay their tax due to the city. The provision is in process of a menu of priority city projects that they can choose to support, such as education or scholarships and the ongoing revitalization of Naga River.

In the province of Ilocos Norte, online business permit querying is already available through the portal, with provision of business permit applications in process.

## POINT FOR REFLECTION

### WOMEN LEFT BEHIND AND THE CHALLENGES THEY FACE

When mothers and fathers migrate, they must make arrangements with family at home, often aging grandmothers, to take on care of the children left behind. Migration presents a challenge – reorganization of care responsibilities – but also an opportunity, as remittances are used to improve living conditions and opportunities for children and other family members.

With the support of the feminist organization SISMA Mujer, Colombian migrant women in Valencia, Spain addressed the need for local childcare services by investing collective remittances in the establishment of a multiservice care cooperative in the Department of Risaralda, Colombia. This is an example of how to take women and children’s needs into account, provide a social service, and also generate employment for other women at local level, while promoting the consolidation of migrant women’s role as local development actors in their community of origin<sup>4</sup>.

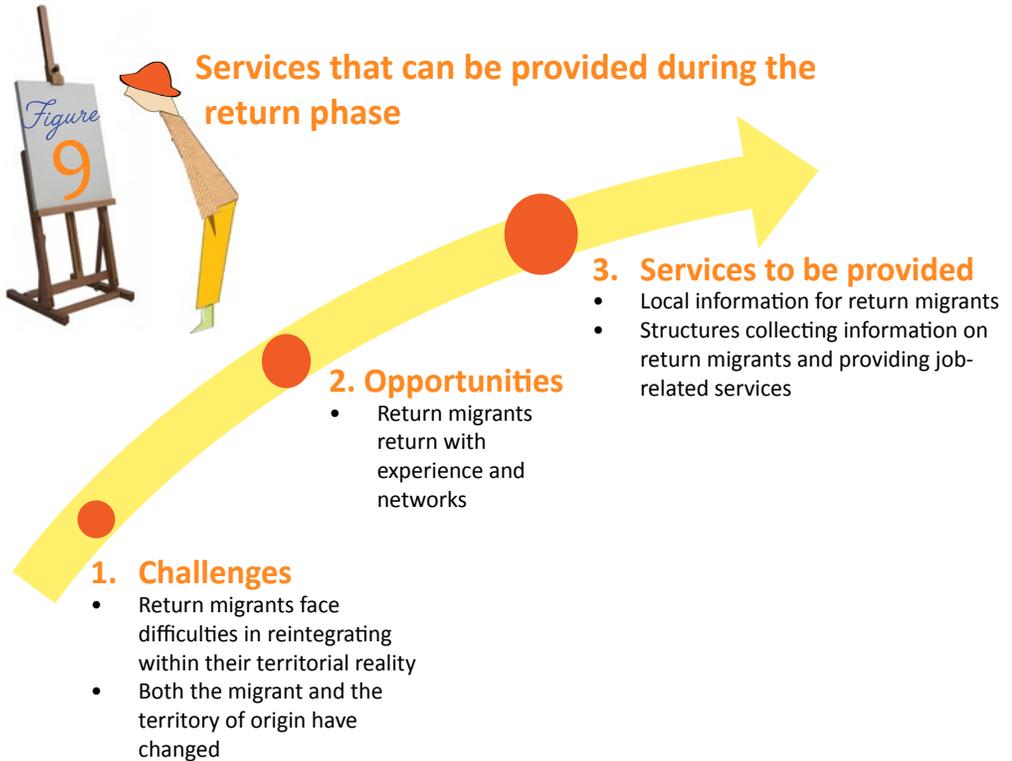


Can you think of a similar initiative in your own context that addresses both the challenges faced by family members staying at home while working parents migrate, as well as the opportunities offered by migration?

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<sup>4</sup>Petrozziello, *Gender on the Move*, 2013, p. 96

## Return phase



## Challenges

- Return migrants may encounter difficulties in reintegrating within their territorial reality, due to long absences or to the loss or weakening of networks. Beyond implications in terms of culture and habits, they often face difficulties in accessing credits, especially when they have no possessions, since they lack collateral to secure the credit.
- The migrant has changed, and the territory of origin has also changed.

## Opportunities

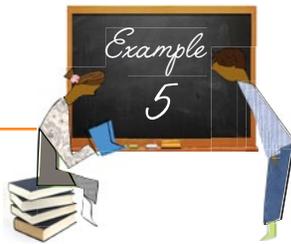
- Return migrants who go back to be part of their home territory's labour market bring with them much more than their ability to work – they also bring experience and networks. These can constitute assets for the local economy. Successful reintegration is a key factor in leveraging their potential and – when given adequate accompaniment – will provide a specific added value to local development dynamics.

## Services that can be provided

- Similarly to the services for diasporas mentioned above, local authorities can produce information for return migrants, including information on the labour market, on business opportunities and on access to credit.
- Structures looking to collect information on the situation of return migrants, and to provide services such as job matching, skills certification, etc., may be very helpful for successful reintegration.
- Services looking to build the capacity of return migrants to increase the chances of their socio-economic reintegration.



Do you want to know more about return and reintegration? Go to Module 5, Topics 1 and 3.



### A variety of examples provided by the OECD<sup>5</sup>

The publication of the Organisation for Economic Co-operation and Development (OECD) entitled *Coping with emigration in Baltic and East European countries* provides several examples of initiatives aimed at enhancing reintegration. Some of these were driven by local authorities.

From among these we can mention the following examples in Poland:

- *Opolskie voivodship – Here I Stay*, is a programme initiated in 2008 by the self-government of the Opolskie voivodship [province] and the Regional Labour Office in Opole. The main goals were to increase work and educational opportunities in the region and encourage the return of people working abroad. Target groups were graduates, unemployed persons and persons residing and working abroad

<sup>5</sup> OCDE, *Coping with Emigration in Baltic and East European Countries*, (2013)

(mostly in the United Kingdom, Germany and the Netherlands).<sup>6</sup>

- “*The 12 cities. To go back, but where to?*” introduced in 2009 by Poland Street (a London-based Polish diaspora organisation), was one of the most ambitious initiatives to encourage return, drawing much media attention. Twelve Polish cities were to be promoted in London through monthly presentations covering different aspects relevant to return migration, such as potential for individual development, educational and labour market opportunities and business opportunities. Meetings were open to the public and aroused much interest in the United Kingdom. Unfortunately, the programme was abandoned shortly after its inception due to the deteriorating economic situation in Poland.<sup>7</sup>

The author mentions that these programmes were not necessarily successful, due to a lack of evidence based on Polish returnees and due to a lack of precise evaluation mechanisms. The second example also shows the importance of external factors – the economic situation in this case – in the success of initiatives.



Do you want to know more about the importance of external factors in the success of initiatives? Go to Module 5.

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<sup>6</sup> P. grat Kaczmarczyk, “Matching the skills of return migrant to labour market needs in Poland”, in ECD, *Coping with Emigration in Baltic and East European Countries*, 2013, p. 122

<sup>7</sup> Ibid.

## 2. SERVICES IN TERRITORIES OF DESTINATION

Services that can be provided in territories of destination essentially target migrants who arrive and stay in the territory, although they can impact the whole migration process, or be conceived of as stimulating/ orienting targeted migrants for “local to local” investments between their territory of origin and the community of destination (cf. the “Point for reflection” below). Most of these services are related to integration and to the empowerment of migrants and their families.



Do you want to know more about how these services are related to integration? Go to Module 5.

The provision of services for migrants and their families is key in establishing a framework of enabling conditions in which migrants’ contribution is enhanced, both in the territories of destination (participation in the labour force, paying taxes, etc.), and in the territories of origin.

In this context, there is a range of possibilities for offering targeted services to migrants. These depend on local conditions and national regulations. Find some of them below, related to specific challenges.

Political settings related to the integration of migrants in destination territories have obvious direct repercussions on how services are organized and on how migrants are targeted by them (for example, a migrants’ council set up as part of the local administration will facilitate the design and setting up of services that more effectively include migrants, in addition to the ones specifically targeting migrants).



Do you want to know more about how political settings have repercussions on how services are offered to migrants? Go to Module 3, Topic 4.

## POINT FOR REFLECTION

### BUILDING ON THE NEED FOR SERVICES FOR MIGRANT WOMEN

Health services that go beyond emergency care are often challenging for migrants to access, even in host countries that offer broad coverage and public access to services. This is particularly true for migrant women's access to sexual and reproductive health services, thus affecting access to family planning, prenatal and childbirth services, and methods for prevention of sexually transmitted infections (STIs). At the local level, efforts can be made to train health service providers in gender sensitivity and their patients' cultural backgrounds, potentially in collaboration with migrant women's organizations, in order to tailor their services, conduct outreach to migrant women and families, and/or make services more accessible and culturally sensitive.

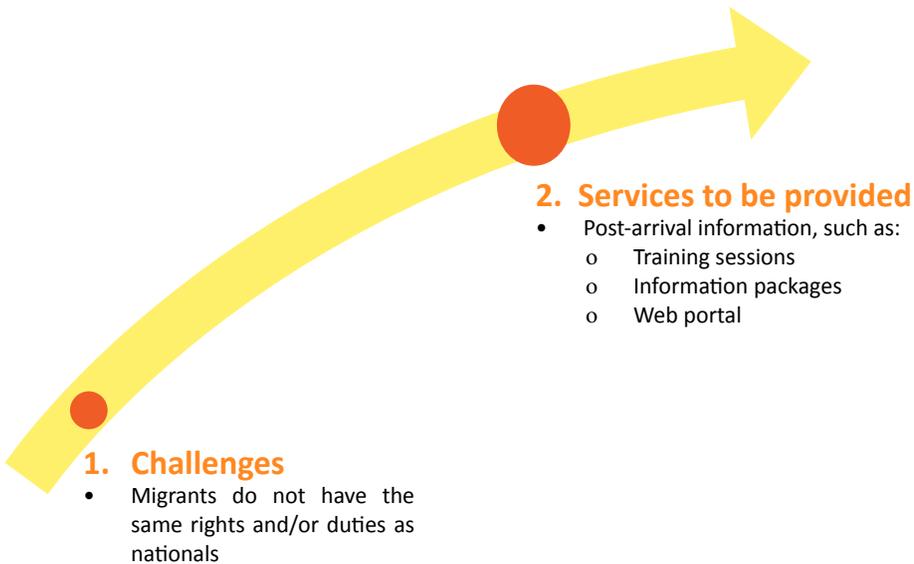
**Can you describe some initiatives that have been developed in your own territories to facilitate women's access to public or private health services?**



## Information on the territory of destination



### Services that can be provided to inform migrants on the territory of destination



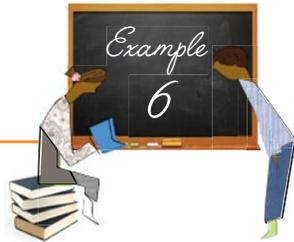
## Challenges

- Most often migrants do not enjoy the same rights and/or do not have the same duties as nationals. Newly arrived migrants may face complex administrative burdens and feel lost in their new locale, due to not being aware of their rights and duties, nor of the services available for them.



## Services that can be provided

- **Post-arrival information:** This can consist in training events organized periodically, as well as information packages containing details on administrative entities, available services, housing, and all the information of relevance to easing the difficulty of arrival. For instance, this can take the form of a dedicated Web portal providing access to all of the necessary information. Associating diaspora associations with the development of such tools can be critical in ensuring their effectiveness, as diaspora members have a more precise vision of the challenges encountered upon arrival. Moreover, this allows direct ownership by migrants, as well as the inclusion of information related to diaspora communities, associations, events, etc.



## Telefono Mondo, Lombardy Region in Italy

The Italian Constitution delegates legislative responsibility to the provinces in the areas of social services, assistance policies and integration.

Within this framework, services have been created to foster integration. For example, Telefono Mondo (*world telephone*) is a free telephone service that provides information to migrants in several languages (Albanian, Romanian, Arabic, French, English, Chinese, Spanish and Urdu).

It offers information on where to go and what to do regarding residence permits, work, social rights, studies, citizenship, family reunification and asylum. The phone line also provides migration-related information for public service operators, social service providers, associations and employers.<sup>8</sup>



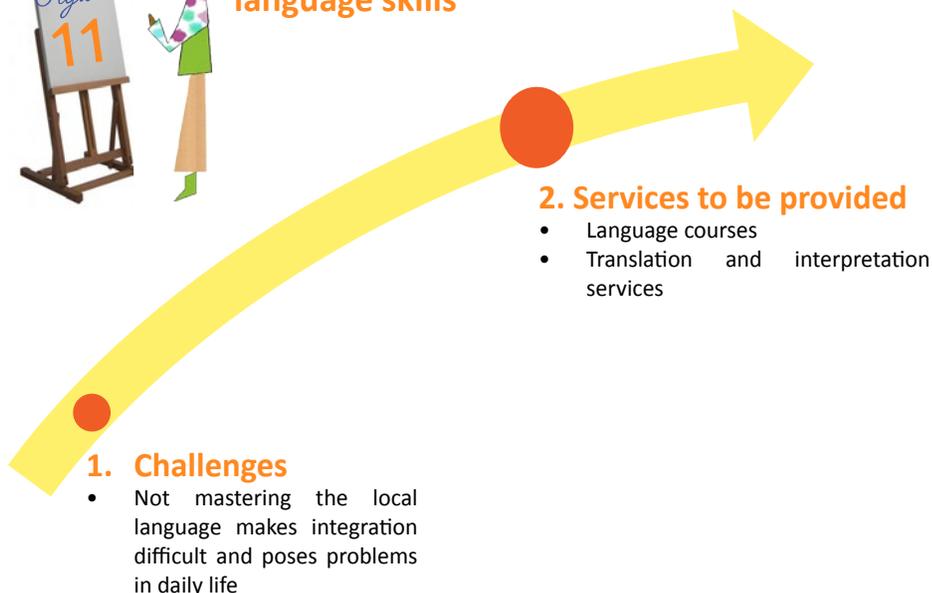
For more information: <http://www.telefonomondo.it/>

<sup>8</sup> Summarized from information at [http://www.famiglia.regione.lombardia.it/cs/Satellite?c=Page&child-pagename=DG\\_Famiglia%2FDGLayout&cid=1213476625648&p=1213476625648&pagename=DG\\_FAMWrapper](http://www.famiglia.regione.lombardia.it/cs/Satellite?c=Page&child-pagename=DG_Famiglia%2FDGLayout&cid=1213476625648&p=1213476625648&pagename=DG_FAMWrapper), accessed 12.2.2014.

## Language skills



### Services that can be provided to improve language skills



## Challenges

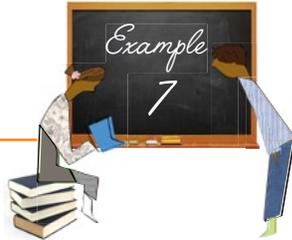
- Language is often an important issue for migrants and their families. Not mastering the local language makes integration difficult, and poses problems in most of daily life: visits to the doctor, shopping, finding information, etc. Migrant spouses, following a partner who obtained a job, do not easily find employment without appropriate and certified language skills.

## Services that can be provided

- **Language courses:** Local authorities can create – or support the creation by civil society organizations – of affordable language schools bringing trainees to a good (certified) level. Several models exist for this, usually co-funded by local authorities and trainees. Some schemes apply a fee proportional to salary earned, while others limit participation to workers with lower income, considering that those earning high incomes can afford private courses. Some language

schools provide spaces to care for the children while parents are learning.

- **Translation/interpretation services:** Local authorities can train certified translators from the diasporas, who can then be hired to assist migrants with administrative or other tasks. Local authorities can also fund multilingual translation services, providing translators on demand. Here as well, close cooperation with diaspora associations is key.



## The website [milano.italianostranieri.org](http://milano.italianostranieri.org), Milan Italy

Since 2012 skills in the Italian language constitute a precondition for renewing a residence permit, once a migrant has stayed five years in Italy. For this reason the Municipality of Milan, Italy decided to create an online multilingual map presenting the opportunities for attending Italian courses.



The website <http://milano.italianostranieri.org> is the result of this initiative. It provides information on the training on offer and the possibility of searching for courses according to cost, schedule or level required. It is presented the following way on the website:

“The site [milano.italianostranieri.org](http://milano.italianostranieri.org) comes from a need to clearly present all the Italian language courses available to foreigners in Milan, so as to allow the foreign resident to find the most suitable course. This initiative has been supported by the City Council of Milan through its



project *Integration access and its management at local level*, financed by the Ministry of Labour and Social Policies – General Directorate for Immigration and Integration Policies.

Recent rule changes (in particular the Integration Agreement) created a very tight link between the level of knowledge of the Italian language and the renewal and issue of stay permits very tight. Hence, the need to create an online map that allows the foreign resident to orientate him/herself within the environment of Italian courses.

The site will be filled directly by Italian schools, who will be able to update their offers, and upload their own materials, videos and photographs of their activities inside their profiles.

[Italianostranieri.org](http://milano.italianostranieri.org) is part of a larger project that aims to build a dedicated service for foreign residents who have just arrived in Milan, in order to help them orientate themselves simply and adequately within the public services, facilitating their process of settlement in Milan.”<sup>9</sup>

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<sup>9</sup> <http://milano.italianostranieri.org/en/pages/about>.

## Promoting diversity



### Services that can be provided to promote diversity



## Challenges

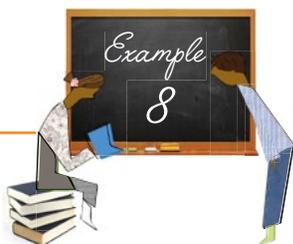
- The native language can be lost by migrant children, especially in its written form. This raises several issues, from the loss of an important component of identity, to difficulties in communicating with relatives in the home country. Moreover, second-generation diaspora members may want to migrate back to their home country, and in this case language skills become a decisive asset. In general migration holds the risk of slowly losing contact with the reality of the home country, which is an undesirable outcome for anyone. Language however is only one facet of diversity. Living together also means leaving spaces to experience diversity, a feature often promoted by diaspora associations.

## Services that can be provided

- **Native language courses:** Similarly to that which was described above, local authorities can support the establishment of native language courses for second- or third-generation migrants. This kind of initiative is usually organized by migrant organizations or by individual migrants. Local authorities can provide premises for those courses, as well as including information on the existence of such courses within their own communications.
- **Multilingual libraries** can be an asset in promoting diversity and smooth integration, by offering books in several languages. They often function as associations, where members pay an annual fee. The provision of books can be ensured by migrants who travel back home and are allocated a budget to buy them. Similarly, books may be donated by members. This kind of library also provides a meeting space where migrants from the same country can meet.
- **Promotion of diaspora associations** is very important in dealing with diversity. Although this is not done through the provision of services as such, it is a cross-cutting dynamic worth exploring. This promotion can be done through involvement of diaspora associations in several local issues, or by organizing events highlighting the diasporas and giving them a voice.



Do you want to know more about promotion of diaspora associations?  
Go to Module 2, Topic 4.



## Lived diversity, Vienna, Austria

The EU-MIA (European Migrant Integration Academy) is a research-based cooperative learning and training initiative. It was funded with support from the European Union and implemented by the ITC-ILO, the Centre on Migration, Policy and Society (COMPAS) at the University of Oxford, and the International and European Forum on Migration Research (FIERI).



It has mapped several integration initiatives in Europe. Among these we can mention the “Lived Diversity” initiative of the City of Vienna in Austria.<sup>10</sup>

It is an initiative created by the city and implemented by Wohnpartner, the social housing provider in Vienna. The initiative aims at addressing the issues resulting from the increase in migrant population within social housing (from 9% in 1995 to 45% in 2008). It is organized around two central strands: initiatives on the housing estates, and the employment policy of Wohnpartner.

On the estates activities are organized around three strands:

- community outreach;
- conflict management;

<sup>10</sup> [http://www.eu-mia.eu/cases/vie\\_infosheet](http://www.eu-mia.eu/cases/vie_infosheet)

- 
- networking and cooperation.

The employment policy focuses on building on the diversity of the employees:

- in 2013, one-third of the 151 employees were from a migrant background, with 19 languages spoken and with 29 different professional backgrounds;
- the employees are organized around nine neighbourhood teams. in order to build on proximity to the estates;
- development and learning are priorities for Wohnpartner; each year employees work around a different theme, ranging from general themes related to integration, to specific issues faced by given communities.

## Promoting initiatives benefiting migrants

This last item does not respond to any particular challenge. Indeed, a whole range of people, organizations, associations or start-ups – not necessarily from a migrant background – may develop initiatives that ultimately benefit migrants. They may ask for support from the local authorities, even if they are not involved in the promotion of these initiatives. Paying attention to the migration components of initiatives for which local authorities' support is asked may be an asset in the establishment of enabling conditions.

These initiatives may range from the organizing of multicultural events, to the creation of start-ups for remittance price comparison: their diversity is virtually unlimited.

## POINT FOR REFLECTION

### ORIENTING “LOCAL-TO-LOCAL” INVESTMENTS THROUGH TERRITORIAL PARTNERSHIPS

We use the term “local-to-local investments” to refer to economic activities often carried out by migrants that leverage the opportunities generated by connecting host and territories of origin, using the demand/supply of locally produced goods or services in a reciprocal manner. Sometimes the demand for such goods and services in territories of destination is boosted at the start by existing diasporas.

#### **Can you think of any initiative in the field of “local-to-local”?**

One acknowledged example of this local-to-local form of cooperation relates to “nostalgia products” that are distributed with good success in many host countries/territories.



The role of LRAs is strategic in this field, since they can promote, set up and/or support this form via the political will and coordination of the involved parties (e.g. Chambers of Commerce and producers’ associations) in order for orientation services to be operational and effective at territorial level.

Moreover, institutional umbrella agreements between LRAs from territories of origin and destination provide a cooperation framework that in itself greatly facilitates this form.

## KEY LEARNING POINTS

- **Services addressing challenges and opportunities** experienced by migrants should be made available throughout the migration process.
- The provision of services at the local level can be threefold:
  - bringing services to the local level that are available at the central level: this builds on national policies that are in place but lack concrete expression at the territorial level;
  - creating tailor-made services to respond to the local context;
  - extending existing services to make them pertinent/ available to migrants and their families.





## TOPIC 3

# PROMOTING AND ENGAGING MIGRANT ORGANIZATIONS

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## Learning objectives

By the end of this topic participants will be able to:

- explain what migrant organizations are;
- recognize the importance of engaging migrant organizations;
- design mechanisms for effective engagement of migrant organizations.



## Introduction

Migrant organizations constitute key interfaces between migrants and other local entities from civil society and the administration. Supporting and engaging them is of great value in local development processes, in both territories of origin and destination, as it permits unlocking the potential of a much wider proportion of the migrant communities.

This topic will highlight the rationale for engaging and empowering migrant organizations, as well as effective ways to do so.

# 1. WHAT ARE MIGRANT/ DIASPORA ORGANIZATIONS?

Migrants from a similar territorial background often organize into associations in their territory of destination. These associations are not only a space for conviviality, but often aim at responding to the specific needs and concerns of their members, and are therefore active in advocacy and/or in facilitating access to information and services. Some organizations also look to participate in the development of their territory of origin.

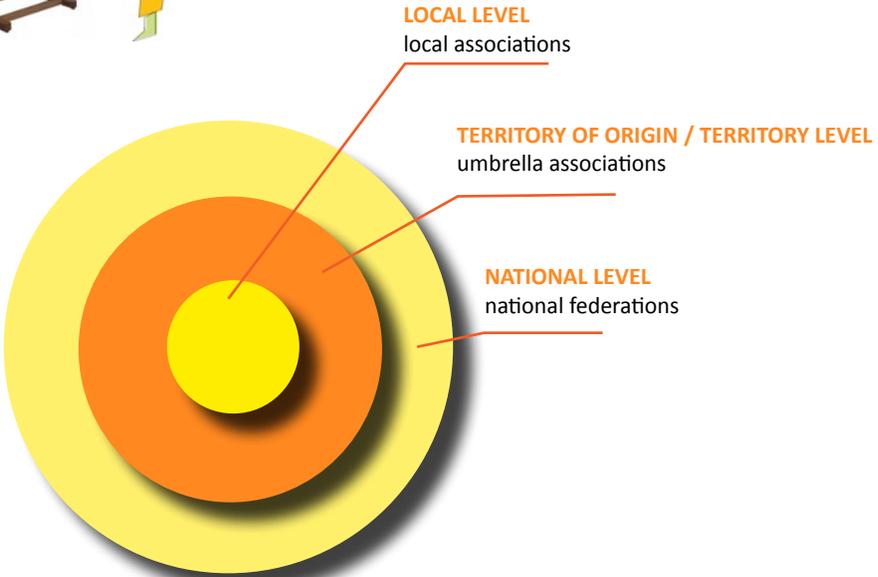
Migrant organizations can take several forms and sizes, grouping persons according to various criteria, from citizenship to local origin, religion, gender, profession, shared interests, or simply the fact of being a foreigner.

As a function of the size and distribution of organizations, we can distinguish between:

- **associations**, which are active at the local level (city, province, etc.);
- **umbrella associations**, which group associations according to common criteria, such as home country/territory. These can be active at the local, supra-local or national levels. They are smaller in number than simple associations, but their memberships are much larger;
- **national federations**, which group associations and umbrella associations, and are active at the national level.



## The different types of migrant/diaspora organizations



If it cannot be said that individual migrants are necessarily actors in M&D (some of them are simply not interested or willing to be engaged), migrant associations constitute potentially key actors, for different reasons and offering different **opportunities**:

- the fact that organizations are created implies involvement by their members and the sharing of common views/objectives;
- associations promote discussions among members, which may lead to joint initiatives;
- associations seek visibility and partnership. They are therefore often easily identifiable, and are prime dialogue partners for other entities (including local/national authorities) that would like to engage with them.

On the other hand, migrant associations may face several **challenges**:

- a lack of funding may limit their activities and involvement;
- this may result in a lack of visibility and recognition;
- associations willing to engage in the development of their territory of origin may lack the capacities to develop projects and raise funds.

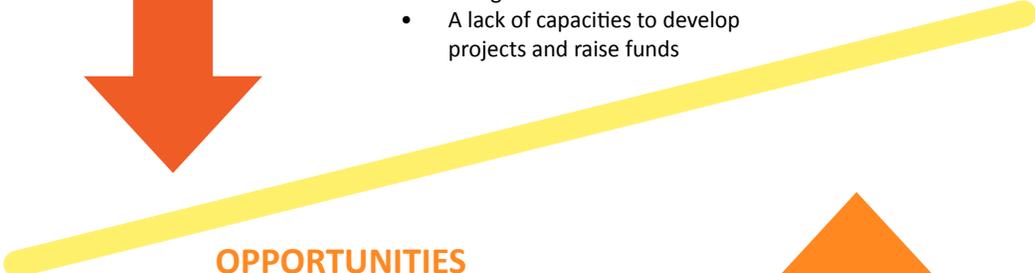


## Challenges and opportunities faced by migrant/diaspora organizations



### CHALLENGES

- A lack of funding limits activities and involvement
- A lack of funding limits visibility and recognition
- A lack of capacities to develop projects and raise funds



### OPPORTUNITIES

- Members usually have common views/objectives
  - Discussions may lead to joint initiatives
  - Associations are easily identifiable dialogue partners for other entities
  - Associations gather migrants from the same background
- 



Local authorities in territories of destination have a large role to play in engaging migrant associations, through assisting them with the challenges they face (enabling) as well as promoting their participation (empowering). They also benefit from the presence of migrant associations in their territory, as the latter greatly facilitate dialogue between local institutions and migrant individuals/communities aimed at social cohesion and integration.

On the other hand, local authorities in the territories of origin greatly benefit from setting up and maintaining dialogue with their diasporas, as well as setting up pertinent services to effectively engage diaspora associations in local development.

## 2. WHY ENGAGE MIGRANT ASSOCIATIONS?

Migrant associations are by definition located in territories of destination, but their contribution spreads well beyond, and can be substantial in territories of origin. Local authorities play an important role in engaging them. This is a growing trend, especially in countries and territories exposed to a flux of return migrants due to the economic crisis in host countries, and/or improving conditions at home. There are several reasons why it is particularly interesting to engage with migrant associations:

- **promotion of integration in territories of destination:** Migrant associations are aware of the particular challenges faced by migrants in territories of destination, and often possess the networks to address these challenges. This makes them important intervening parties for the provision of integration services. Indeed, migrant associations are part of wider associative networks present in territories of destination, and can engage in the provision of specific tailor-made services. Moreover, when they organize events to share information or bring migrants together, they also provide a platform allowing non-migrants to get a better view of their identity and culture;
- **in this sense, migrant associations are actors for building the social fabric.** By enhancing the visibility of the communities they represent, they also contribute to giving them a particular place in their territory of destination. As a consequence, they also promote an enhanced perception on the part of the native-born community around cultural diversity, its challenges and its opportunities;
- when it comes to the **development of their home territory**, migrant associations can create bridges, partner with civil society and/or LRAs or even the central government in the territory of origin, developing projects and initiatives. Bridge-building also relates to knowledge sharing, trade and investments (see the “Point for reflection” in Topic 2 of this module).

### 3. HOW TO ENGAGE DIASPORA ASSOCIATIONS?

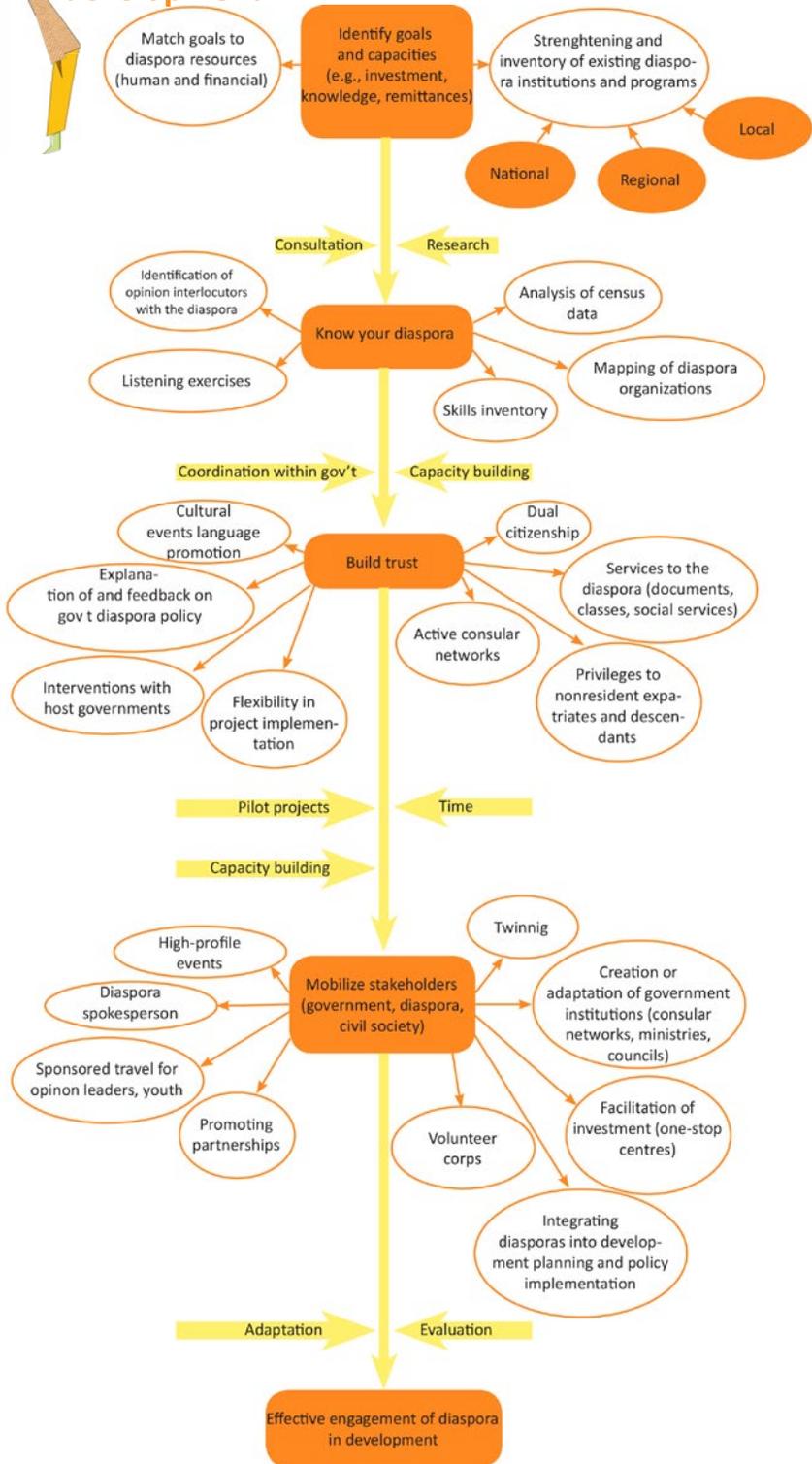
In 2012 the IOM and MPI (Migration Policy Institute) issued a “roadmap for engaging diaspora in development”<sup>11</sup>, targeting mainly the national authorities in the countries both of origin and of destination. The publication identified a series of elements making up pertinent strategies for diaspora engagement, summarized in the figure following.

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<sup>11</sup> IOM/MPI. Agunias, D. R., Newland, K.: Developing a road map for engaging diasporas in development: a handbook for policymakers and practitioners in home and host countries; 2012



## Roadmap for engaging diasporas in development



## POINT FOR REFLECTION

### ADAPTING THE ROADMAP TO YOUR OWN CONTEXT

- How do you think the above roadmap could be adapted to your own context?
- What kinds of activities could be conducted in your own context so as to:
  - build trust;
  - mobilize stakeholders;
  - engage diaspora effectively in development.



The first two steps – “*Identify goals and capacities*” and “*Know your diaspora*” – are fundamental. They imply:

- defining local development priorities and the way in which diasporas can participate to achieve them;
- collecting pertinent data allowing effective engagement of diasporas.

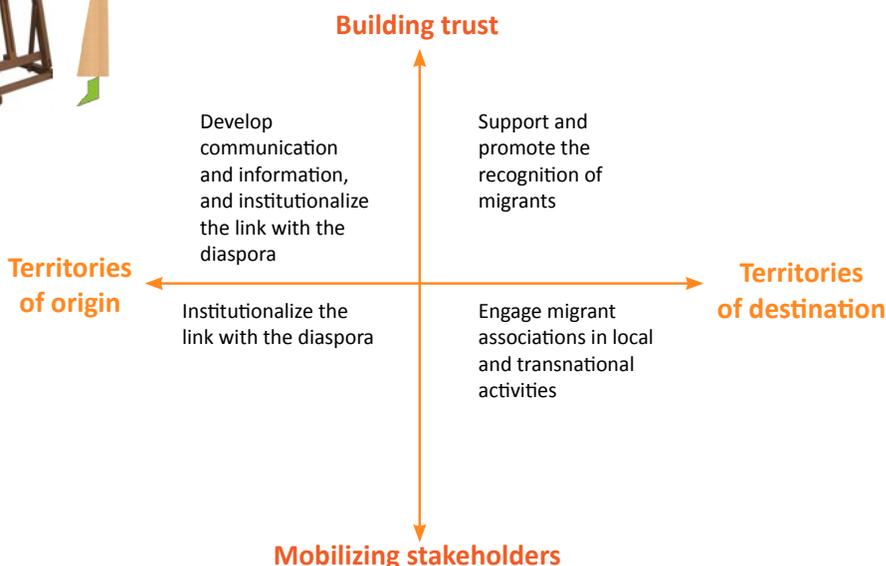
Let’s now take a closer look at the following steps: “**Build trust**” and “**Mobilize stakeholders**”, both of which are key factors in successful promotion and engagement of migrant organizations.



Do you want to know more about these two steps? Go to Module 1, Topics 2 and 3.



## Building trust and mobilizing stakeholders to promote and engage migrant organizations in territories of origin and destination



### Building Trust

Trust is a *sine qua non* condition for any successful partnership. This is also true within the framework of the relationship between local authorities and migrant associations. As mentioned in the IOM/MPI handbook,<sup>12</sup> too often, diasporas have felt that country-of-origin governments see them simply as cash cows, while some country-of-destination governments see diaspora groups demanding support on the basis of weak capabilities to deliver on mutual objectives”. Building trust implies that all parties feel the value that they derive from their relationship.

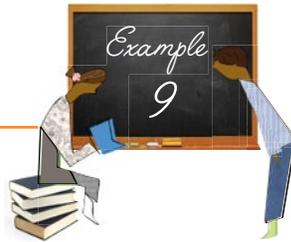
### In territories of origin

In **territories of origin** trust building is essentially rooted in policies and legislation developed at the national level, such as those on dual citizenship, tax incentives, access to social services, etc. However, the local level has a very important role to play, especially through *information and communication, as well as through institutionalizing the link with the diaspora.*

<sup>12</sup> Ibid., p. 29

In the present day, communication and information can be easily achieved through Web services such as:

- websites to inform diasporas about the local needs and opportunities, and the ways diasporas could participate in local development and local development planning;
- websites to allow local civil society organizations to be in touch with diaspora associations abroad.



### **ARD Sedhiou attracts investments from migrants<sup>13</sup>**

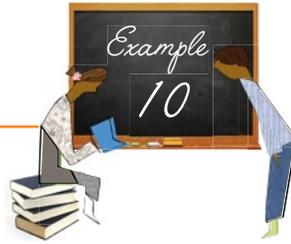
In Senegal's Sedhiou region the Regional Development Agency (ARD) has initiated the drawing up of an integrated (multisectoral) development plan, with emphasis on LED. It highlights specific areas open for investment by individual migrants and diaspora associations, consistent with locally identified development priorities. The specificity of this initiative is that migrants can contribute not only towards direct investment within already-identified priorities, but also to the identification and planning of development initiatives, combining the local perception of priorities with the enhanced vision migrants may have due to their migratory experience.



A web platform was created to achieve this aim: the Help Office for Migrants (HOM) platform. Thanks to this platform, migrants' projects can benefit from the support of the ARD and of its partners to get their ideas into concrete form.

<sup>13</sup> <http://migrantsoffice.ardsedhiou.org/>

The institutionalization of the link with diasporas may also imply the creation of a local institution in charge of them. Ideally this is better done in a decentralized context, but the example of China below shows that this is not an imperative.



### Setting up of local institutions in charge of diaspora affairs<sup>14</sup>

**China** has one of the most extensive networks of local diaspora offices. The SCOCAO (*Overseas Chinese Affairs Office of China*) is present in 30 provinces as well as in some cities and towns across China. Although local diaspora offices get their overall policy direction from the central government office, they function with relative independence, and are allowed to adopt innovative methods to attract diaspora investments.



For example, since 2004 the Economic and Technology Division of the Overseas Chinese Office of the Shanghai government has strengthened alumni associations in the United States for all of its universities. The goal is to inform Chinese graduates living in the United States about business and research opportunities in Shanghai. The central government calls together the local diaspora offices each year to coordinate implementation of national diaspora policies.

Some states in **India** have diaspora offices, with the most active being found in Kerala and Gujarat. The Kerala government created the

<sup>14</sup> OMI/MPI 2012 (ibid), pp. 83-84



Department of Non-Resident Keralites' Affairs (NORKA) in 1996, primarily to protect its migrant workers from abuse and exploitation. NORKA addresses complaints against illegal recruitment agencies, provides assistance to stranded Keralites, and facilitates the repatriation of bodies. It also runs an insurance programme for unemployed returnees, unskilled labourers and domestic workers.

In Gujarat, the (State) government created a Non-Resident Indian (NRI) Division within its administrative structure. A review of its objectives suggests a stronger focus on development. Using a database that identifies migrants' technical and professional skills, the NRI Division seeks to strengthen ties with Gujaratis abroad. For a five-dollar fee, the office also issues a "Gujarat card" to Gujaratis living in other Indian states and outside India. Cardholders receive special treatment at the Gujarat government office, and substantial discounts at local hotels and shops.

Similarly, in **Mexico** 29 of the 32 states, plus the Federal District, have established state-level offices or ministries that address migrant or expatriate affairs. They have a national coordinating secretariat. Local offices aim at strengthening cooperation on migrant protection, both within Mexico and abroad. For instance the coordinating secretariat has issued pronouncements reviewing proposals for Mexico's bilateral agreements that affect migrant welfare, and for the creation of an office in the United States that will strengthen Mexican–American grassroots organizations.

Local-level diaspora institutions are perfectly positioned to design programs in tune with home-country community needs and opportunities. With proper coordination, they can complement the activities of higher-level institutions and even share the cost of engagement. Diaspora members can also more easily monitor their contributions and investments at the local level, and more effectively hold their officials accountable, in turn increasing the likelihood of successful programs.

## *In territories of destination*

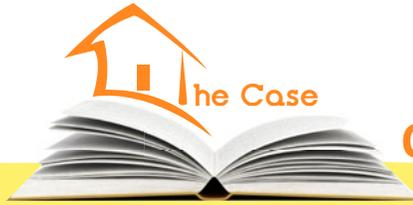
In territories of destination the contact with diaspora associations is direct, as they are physically based within the territory. Trust building in territories of destination rests upon the recognition that migrants are an integral part of society, as well as the promotion of this recognition.

Trust building can be enhanced through various kinds of initiatives:

- creation of institutions or mechanisms aimed at dialogue with diaspora organizations. These can act as bridges between local diaspora organizations and (national) policy-making. See The Case study below as an example;
- provision of specific services, including services aimed at promoting diaspora initiatives;
- involving diaspora organizations in territorial cooperation initiatives, framed within agreements between sending and receiving territories (“territory-to-territory”);
- funding/supporting cultural events to promote cultural diversity and foster integration.



Do you want to know more about the provision of services? Go to Module 3, Topic 2.



## CANTON OF VAUD

### Creating institutions or mechanisms to dialogue with diaspora organizations: the Vaudois path to integration

The way Vaud translated the strategic objectives into its own context not only looked to integrate the migrants within the canton, but also to make the **absolute equality in social, economic and cultural matters of all people in Vaud the overarching goal of the integration effort**. As mentioned previously, the engagement of civil society actors played an important role in this regard.



On the administrative side however, this also involves oversight of the programme by the migrants, who are at the same time its precise target. This function is taken on by a Canton-level Immigrants Consultative Committee (CCCI). The committee is a platform where immigrants are invited to discuss any and all immigration matters with state officials and the Swiss people, and thus influence the immigration agenda of the canton. The CCCI is independent of the BIC, which is only responsible for programme implementation, and is headed by the Canton-level Commissioner for Integration (responsible for all immigration policies and appointed by the canton).

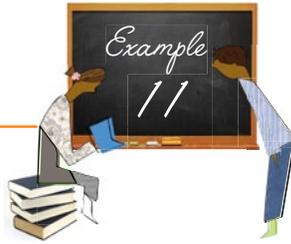
In general the program is designed to cover all aspects of the integration process, starting with arrival in Switzerland. Non-state actors have a part to play in almost all of the integration steps.

- They co-develop the information provided upon arrival, through which they not only contribute to an important overview of Vaud's variety, but also make themselves and their support services visible to immigrants.
- Within the counselling element, they take part in setting out individual integration steps for each immigrant, and follow up on the information upon arrival.

- 
- Within the anti-discrimination scheme, the BIC partners with NGOs that have historically been active in the field of fighting racism, such as the “Anti-Racism Department” (SLR).
  - Associations and diaspora organizations provide valuable support, not only in language training but also in helping immigrants to deal with state services. Interpreters may accompany immigrants to their appointments and assist in the administrative processes.

The initiatives supported by the BIC are mapped by the bureau, which assists in project formulation. They are the object of yearly tenders. In this way civil society actors, including diaspora association, can propose their projects for funding.

All this is designed to create a **bottom-up movement in Vaud for the integration of incoming migrants**. A multi-stakeholder system has been created, through the establishment of a broad alliance in society for the integration effort. It ensures the effectiveness of the measures, sustainable sharing of the burden, and proper use of resources. In addition, the abovementioned mini-PICs give the integration policies a multi-level character that also contributes to the accuracy of the implementation process.



## A decentralized partnership between territories of origin and destination.

From April 2009 to April 2011, the JMDI project entitled *“Maximizing the gains and minimizing the social cost of overseas migration in the Philippines”* was implemented by Atikha Overseas Workers and Communities Initiative Inc. (Atikha Inc.), the Filipino Women’s Council (FWC) and the Comitato Internazionale per lo Sviluppo dei Popoli (CISP).



The project did capacity building for the migrants in Italy and the families left behind in the Philippines. It promoted financial literacy, savings and investment among migrants and families. The project worked on the particular migration corridor linking the Province of Batangas and Italy.

In order to maximize the potential of this migration corridor, Atikha, the FWC and the CISP explored the possibility of a twinning between the provinces of Batangas and Rome.

The FWC and the CISP held an initial discussion with the Governor of Rome, who expressed openness and enthusiasm for the partnership. On the other hand, Atikha also discussed the idea with the Governor of Batangas, who was equally positive about the partnership.

A Memorandum of Understanding was drafted and provided to both parties in January 2011, and areas for cooperation were discussed during events organized around the idea.

The following are the areas of partnership:

- promotion of investments (private, philanthropic and collective remittances);

- 
- promotion of exchanges of experiences and study tours by officials and key staff on issues of common interest;
  - provision of social services for migrants and families in Batangas and Rome.

Unfortunately, due to the unexpected death of one of the stakeholders in the Philippines, and due to leadership transitions in both Rome and Batangas, the MoU could not be signed. This has to be seen as a lesson learned. The initiative could have come to fruition if:

- there had been a Committee on Twinning of the Provinces that engaged other government and private sector offices, not being dependent on individuals;
- the stakeholders had first secured a legal mandate or resolution on the signing of an MoU.

Timing of an agreement is very crucial. The partnership can be forged if the local chief executives still have the time to sign the agreement within their term of office.

## 4. MOBILIZING STAKEHOLDERS

Once information about the diaspora is obtained, and trust built, engagement can be effective. Engagement can take different forms, but generally works in terms of partnership between local authorities and diaspora organizations, or between diaspora organizations and other civil society organizations.



Do you want to know more about partnership in services? Go to Module 2.

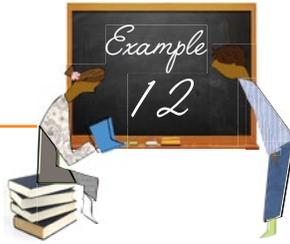
### In territories of origin

While high-level political involvement depends on national governments, local authorities can actively promote the engagement of their diasporas. The institutionalization of the relations with diasporas as described above is certainly a very effective way to engage them. However this depends a great deal on budget considerations, and therefore on the level of priority given to diaspora engagement at the national and/or local level, as a function of the degree of decentralized governance the country enjoys.

Beyond institutionalizing the link with diasporas, the role of local authorities in territories of origin is one of coordination: this is the essence of mainstreaming – or integrating – migration into local policies and planning. Local authorities put together the institutional framework that will best accommodate what migrants and their organizations bring with their initiatives. They assess the situations in terms of needs and potentials, establish synergies between institutions, and define the modes of partnership with diasporas, as well as the way to integrate them into policy-making and planning.



Do you want to know more about integrating migration into local policies and planning? Go to Module 1.



## Agreement between ADEL Morazán, COTSA and the Municipality of Guatajigua<sup>15</sup>

On 20 August 2014 a cooperation agreement was signed between the Morazán Local Economic Development Agency (ADEL Morazán), the local government of Guatajigua (Morazán Department) and the American Transnational Salvadoran Communities (COTSA) of Washington, Maryland and Virginia.

The general objectives of this agreement are:



- inter-institutional collaboration aimed at a better future for youth, through the establishment of alliances and;
- the generation of self-employment opportunities, as well as improvement of the endogenous potential of Guatajigua, through implementation of a youth association as well as an individual entrepreneurial initiative. Both are part of a previous agreement signed at the end of May 2014 by the JMDI and ADEL Morazán, within the framework of the project entitled “Youth undertaking their future in seven municipalities of the Department of Morazán, by means of self-employment to dynamize the local economy”.

The first step toward reaching these objectives is the generation of knowledge on migratory dynamics in Guatajigua. Moreover, the entrepreneurial abilities of Guatajiguan youth should be strengthened in order to implement one cooperative and one individual enterprise through the use of technology. Enterprises should also be strengthened through their management and through the distribution of material, equipment and tools to develop productive initiatives and entrepreneurial services for realizing sustainable and effective business ideas.

<sup>15</sup> From the Spanish text at <http://www.adelmorazan.org/index.php/novedades/noticias/165-firma-de-convenio-entre-adel-morazan-cotsa-y-la-alcaldia-de-guatajigua.html>, accessed 12.2.2014.

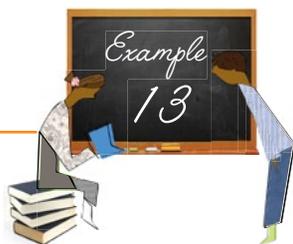


## In territories of destination

Migrant associations are physically located in the territories of destination, and local authorities can engage migrant associations in activities that are both **local** (within their jurisdiction) and **transnational**.

**Within their own jurisdiction**, local authorities can involve migrant associations in integration-related activities, as well as to extend their participation to the wider associative life of the territory. The following possibilities exist:

- engaging migrant organizations in dialogue. This can be done through implementation of platforms for dialogue between local authorities and migrant representatives. Dialogue is an important feature of trust building, and also allows the taking into consideration of the interests, viewpoints, potentials and difficulties of migrants in the design of policies;
- engaging migrant organizations as service providers within the framework of integration programmes. Specific services aimed at integrating migrants into the host societies can be implemented through projects developed by civil society. Migrant organizations are thus important actors within civil society, as illustrated by The Case study. Once the local integration policy is designed and its priorities set, a call for projects can be a good way to implement the policy. Of course dialogue with migrant organization is key in defining both the design of the policy, as well as its priorities;
- supporting/sponsoring events organized by diaspora organizations is a very effective way to build trust, as well as to communicate around migration within the destination society.



## The Switzerland-Africa dialogue event

In 1997, issues related to migration were coming to the fore all over Europe. At this time the head of the local Department of the Interior of the Geneva region in Switzerland, responsible for justice and police, in consultation with his colleagues at the local executive level, nominated 18 migrant representatives to represent the migrant communities during discussions on migration held within an ad hoc foundation gathering state and non-state actors around the topic of management of migration. One of the 18 representatives had the idea of replicating the event and creating the Switzerland–Africa Dialogue Event, which was quickly endorsed by the Geneva authorities as well as by several international organizations.



The tenth edition of the Switzerland–Africa Dialogue was held in Geneva in 2013. On this occasion, the “*Podium for Africa*” programme was launched. It aims at enhancing dialogue and providing opportunities for partnerships involving the diaspora.



Migrant organizations are often engaged in **transnational activities**, for instance in partnerships with civil society organizations and local authorities in their territories of origin for the identification and implementation of development projects. Often funding and capacity constraints are the issues that may hamper the success of such ventures. Local authorities can assist this process by providing a direct link between migrant organizations and funding entities, as well as developing instruments aimed at building the capacities of migrant organizations for project cycle management, to support their engagement with partner organizations in their territories of origin .

Another more innovative form of involvement of LRAs in supporting diaspora organizations in a real partnership is through the abovementioned decentralized partnership between territories of origin and destination. (cf. the example of Italy and the Philippines above).

## KEY LEARNING POINTS

- **Migrant organizations** are key interfaces between migrants and other local entities from civil society, as well as from the administration.
- **Migrant associations** are for various reasons potentially key actors, offering different opportunities:
  - the fact that organizations are created implies the involvement of their members and the sharing of common views/objectives;
  - associations promote discussions among members, which may lead to joint initiatives;
  - associations seek visibility and partnership. They are therefore often easily identifiable, and are prime dialogue partners for other entities (including local/national authorities) that would like to engage with them;
  - associations of migrants gather migrants from the same background.
- On the other hand, migrant association may face several **challenges**:
  - a lack of funding may limit their activities and their involvement;
  - this may result in a lack of visibility and recognition;
  - associations willing to engage in the development of their territory of origin may lack the capacities to develop projects and raise funds.
- There are various reasons why it is of great interest to engage with migrant associations:
  - promotion of integration in territories of destination;
  - building of the social fabric;
  - development of their home territory.
- **Trust building and mobilization of stakeholders** are key steps for diaspora engagement.
- In the territories of origin local authorities have a very important role to play, especially through **information and communication, as well as through institutionalizing the link with diasporas.**
- In territories of destination, trust building can take several forms:
  - creation of institutions or mechanisms looking to dialogue with diaspora organizations;
  - provision of specific services;
  - involvement of diaspora organizations in territorial cooperation initiatives;
  - funding/supporting cultural events.



## TOPIC 4

# PROMOTING POLITICAL PARTICIPATION AND ENGAGEMENT IN POLICY-MAKING

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## Learning objectives

By the end of this topic, participants will be able to:

- take stock of the different mechanisms allowing migrants to be part of the political life of their territories of destination;
- describe the advantages related to the political participation of migrants;
- conceptualize mechanisms to allow the political participation of migrants in territories of origin.



## Introduction

Legislation defining eligibility for political positions is usually set out at national level. Thus the role of local authorities in promoting the political participation of migrants lies more in the creation/promotion of institutions aiming to joint together migrants' voices and insert them into institutional processes. Indeed LRAs can innovate within the existing national regulatory frameworks by proposing intermediate solutions, as we will describe in this topic. Since the territorial level is where society actually interacts, it is the best level at which to create mechanisms to include migrants' voices in policy-making.

In this topic we will explore some of the possibilities for local authorities to promote migrants' participation in the political life of the territories. Migrants' involvement in the political life of a territory contributes to more inclusive societies, taking into account the challenges and opportunities brought about by migration.

# 1. CONSULTATIVE PROCESSES

Consultative processes are mechanisms that local authorities can put in place in order to gather the voices of migrant communities within the framework of policy-making. The rationale for such mechanisms is to provide a platform for dialogue between local policy-making and a section of the population – the migrant communities – that does not necessarily have the right to vote or to be formally represented within local governance structures.

There are several advantages to setting up such consultative bodies:

- **representativeness of voices:** Migrants do not necessarily have the formal right to vote, but can have the possibility of expressing their opinions within consultative institutional bodies that inform decision-makers, and therefore of participating in the democratic processes of their territory of destination. Where the percentage of migrants in the destination society is high, this also means that the voices heard within the institutions become more representative of the actual population;
- **thematic expertise:** When migrant representatives are called on to express themselves on topics related to migration and integration, they do so with specific contextual knowledge, thus adding value to the policy debate;
- **trust building:** Giving voice to migrant communities in local policy-making, albeit in a consultative manner, is an important component of trust building, and therefore of building good relations with migrant communities.

## POINT FOR REFLECTION

### POLITICAL PARTICIPATION OF MIGRANTS PROMOTED BY POLITICAL PARTIES

As non-institutional actors, political parties can also promote the participation of migrants by creating specific units composed of migrants who share their values. By doing so – even when migrants cannot be formally elected within the institutions – migrants get a consultative voice within the parties and are therefore heard during policy debates. As an example, the Valais regional section of the Swiss Socialist Party created a “foreigners section”, where people from a migrant background can be consulted on the party’s agenda, and therefore defend the migrant communities’ viewpoint. This model has the advantage of gathering migrants not only as migrants, but also according to common values and principles defended by political parties.



**Would this dynamic be possible in your own territory?**

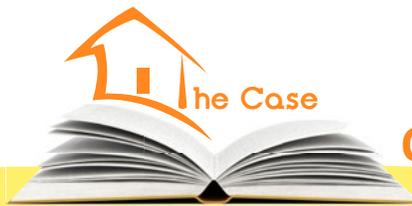
The creation of consultative bodies to effectively represent migrant communities should respond to the following criteria:

- their existence should be placed within a legal framework. In many European countries of destination, national legislation allows local and regional governments to set up thematic or ad hoc consultative bodies;
- their role within local decision-making institutions should be clearly defined;
- the forms through which they are representative of the whole migrant community should be clearly defined (election/nomination of representatives, consultation with migrant organizations);
- their role should encompass participation in policy-making in the field of integration in the widest sense of the word;
- their creation implies well-managed coordination mechanisms linking

migrants, migrant associations, decision-making bodies and civil society.

Lastly, consultative bodies may be of two distinct but not mutually exclusive natures:

- representing the entire migrant community, regardless of origin;
- representing a defined portion of the migrant community (based on origin).



## CANTON OF VAUD

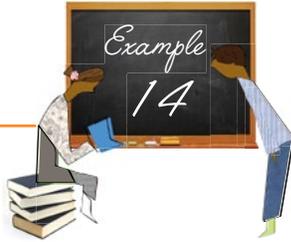
### A consultative body to have an influence on local institutions in Vaud

In Vaud, the **Canton-level Immigrants Consultative Committee (CCCI)** has a role as an extra-parliamentary consultative body that aims to influence local parliamentary decisions related to migration and integration within the canton (province). It is composed of representatives of the largest migrant communities, nominated by the local government to represent the migrant communities present within the territory. The role of the CCCI is regulated by a regional law; its mission is to:



- constitute a place for exchange, dialogue and information between foreigners, authorities and the Swiss population;
- study and document the issue of integration within the territory;
- formulate recommendations related to integration for the local authorities;
- take positions on draft laws looking to modify the legislative framework on migrant integration;

- facilitate the link with and between municipal committees for specific topics.



## Consultative bodies in Italy and France

In Italy several regions and municipalities set up consultative bodies called **consulta immigranti** (councils of immigrants) that aim to give a voice to migrants who do not have official voting rights, but who are nonetheless part of the social fabric of the territory. In Bolzano Autonomous Province all the non-European migrants who have no formal right to vote, but



who are over 18 years old and hold regular status with, no criminal records, have de facto the right to vote within the council. The president of the council, elected by the members, has the right to participate and speak at municipal council meetings. The president therefore has the right to speak on all the issues raised during meetings, and to influence local decision-making. In addition, the council has a role in supporting projects and initiatives related to migrant integration.

In Nantes in **France** ‘the city facilitates engagement from migrant communities in its policy-making processes and removes barriers to participation’. A ‘proactive’ policy was developed to welcome and



integrate migrants coming to Nantes. The Mission for Equality, Integration and Citizenship' is integrated into Nantes' public policy with regards to foreigners. Coprod Migrants CNCE is the centre of the Coprod Migrants project. In 2004 the community of Nantes created an authority for participation by foreigners, called the CNCE (Nantes Council for Foreigners' Citizenship). The main objective of this authority is to lead the city in developing a public policy of welcoming and integration through the active involvement of foreigners themselves.<sup>16</sup>

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<sup>16</sup> <http://www.eu-mia.eu/cases/coprod-migrants-cnce-2013-conseil-nantais-pour-la-citoyennete-des-etrangers-council-for-the-citizenship-of-foreigners>

## 2. ORGANIZING AND REACHING OUT TO MIGRANT WORKERS

The right of workers and employers to form and join organizations of their own choosing is an integral part of a free and open society. In many cases these organizations have played a significant role in their countries' democratic transformation.

As a membership-based organization, trade unions are mandated to represent their members, protect their rights and interests, and provide services in fields ranging from education to social security. Such organization is based on the power of the collective and on solidarity, engaging in spheres ranging from the workplace to industry and society. Trade unions can act as the voice of working people and a facilitator of integration.

One of the most effective ways of empowering and preventing the exploitation of migrant workers is by guaranteeing the right to join trade unions in destination countries. However, often in many countries this right is denied to migrant workers, by the law of the destination country, by their employment contract, or by their immigration status. The ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR) and the Committee on Freedom of Association (CFA) have repeatedly reaffirmed the fundamental rights of workers – including migrants and those with irregular status – to form and join trade unions and be protected against any act of discrimination, including on the grounds of trade union activities.<sup>17</sup> Overly restrictive nationality provisions related to trade union rights risk depriving migrant workers of the right to elect their representatives in full freedom, especially in sectors where they account for a significant proportion of the workforce. However migrant workers often work in sectors that are traditionally outside of the trade union movement (such as agriculture, health care, construction, domestic service and the hotel and restaurant trade), which can make organizing them challenging.

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<sup>17</sup> As an example: Case No. 2121, complaint of 23 March 2001 by The General Union of Workers of Spain (UGT); ILO, Committee on Freedom of Association, Report No. 327, Vol. LXXXV, 2002, Series B, No. 1, paras. 561-562. <http://webfusion.ilo.org/public/db/standards/normes/libsynd/index.cfm?hdroff=1>

At local level trade unions should work with civil society – in particular with migrants’ associations – to reach out to migrant workers and organize them.

## POINT FOR REFLECTION

### FOUR PILLARS OF TRADE UNION STRATEGY<sup>18</sup>

Four pillars of trade union action are possible:

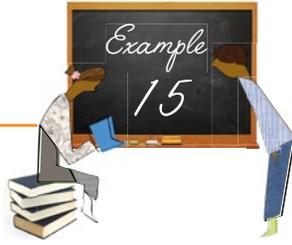
- promoting a rights-based migration policy;
- creating alliances with trade unions in other countries;
- educating and informing union members, especially shop stewards and officers;
- reaching out to and organizing migrant workers.

**The two last pillars mentioned above are actions that are carried out at local level in particular.**

**Can you think of any examples related to these four pillars within your own working context?**



<sup>18</sup> ILO, *In search of Decent Work - Migrant workers’ rights: A manual for trade unionists*, (2008)



## The “trade union passport” in India

IT workers in several Indian cities, including Bangalore and Hyderabad, have set up forums of IT professionals and have applied for affiliation to the Union Network International (UNI),<sup>19</sup> a Global Union Federation.



In response, the UNI has produced a “UNI passport” to help mobile workers maintain their union rights and obtain support as they move from country to country. The UNI passport also provides service workers with:

- access to a worldwide network of more than 900 affiliated unions;
- a welcome from a local affiliated union in the destination country;
- help to familiarize themselves with their new local community – with mailing lists for information and invitations to cultural and political events;
- the opportunity to get involved in local activities – working groups dealing for example with professional issues or training courses;
- information on working conditions, banking, taxes, housing, schools, health care and pensions.
- advice on employment issues, contracts or local labour laws, and collective agreements;
- legal support if things go wrong with employers.

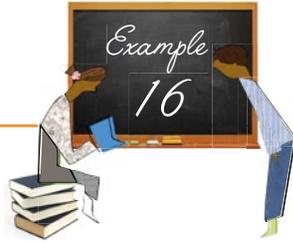
<sup>19</sup> <http://www.uniglobalunion.org/>

### 3. MIGRANTS ELECTED AT LOCAL LEVEL

More and more migrants or descendants of migrants in territories of destination are now eligible to vote and be elected to political positions, either through naturalization or due to legislative frameworks allowing established migrants to access political positions.

Although the legislative framework is usually defined at national level, and therefore not controlled by the territorial level, and although the election of migrants is the result of democratic processes that cannot (and should not) be influenced by local authorities, it is important to mention here the importance of this aspect.

Indeed, if the electors in a territory vote for migrants or descendants of migrants to represent their interests, this is already a sign of successful acceptance of migrants as part of society. This demonstrates how important integration work is, resulting in societies where migrants form an integral part and are recognized as such.



Intipucá is one of the municipalities making up the Department of La Unión in El Salvador, with a population of 7567 inhabitants and a surface area of 94,49 km<sup>2</sup>, made up of two cantons and 14 hamlets.<sup>20</sup> It is one of the municipalities with by strong flows of migration, mainly to the United States. When one visits the municipality one can see in the Municipal Park a monument raised to the Intipucan emigrant, who its residents report as having left in February of the year 1967, looking for better opportunities.



One of the important aspects as regards Intipucá is that among the candidates that put themselves forward for the position of Mayor in the municipal elections for the period 2009 to 2012 was an emigrant – Hugo Salinas – who after more than 20 years living abroad, more precisely in Arlington, Virginia in the USA, decided to put himself forward to seek to contribute to the development of his municipality of origin. Starting in the year 1992, in which he decided to emigrate permanently, Mister Salinas founded the “United for Intipucá–USA Foundation”, in conjunction with other friends, to the purpose of organizing the community. In order to shape that organization, popularly elected positions were created and people were invited who were interested in getting organized. They would hold community activities, raffles, donations, parties, excursions, meals and the election of the Intipucá patron saint festivities queen in Washington, DC, from among the daughters of Intipucan residents abroad, among other activities. Everything that they collected was for the implementation of aid. In Intipucá they worked with a local organization that was charged with development of the projects. Some of these are as follows: support for the Cultural Centre, extension of the land for the cemetery, aid to churches, the municipal stadium, school equipment and economic support for people who are ill, among other things.

<sup>20</sup> Almanaque 262, United Nations Development Programme (UNDP) and Dr. Guillermo Manuel Ungo Foundation (FUNDAUNGO), San Salvador, 2009.

Following an initial attempt (2005–2006), in the year 2008 he decided to get involved once again in politics and to run for the post of Mayor. That same year he returned to the country in order to participate in the election campaign, moved back permanently in order to participate in the elections for the 2009–2012 period. At that time he won the elections and took up the post of Mayor.

The experience during his administration centred on the appropriate management of municipal funds. Despite encountering a town administration in debt, he modernized tax collection and carried out changes in the municipal rates, since they were still in *colones* – despite the fact that the country was dollarized.<sup>21</sup> He managed to refinance the town administration’s debt, and sought to carry out works in line with the needs of each one of the communities of the village. He held open town council meetings<sup>22</sup> to learn about these needs. During his management he managed to involve the Salvadorans abroad in various municipal development projects.

He established the mechanism of municipal ambassadors, who were Intipucans abroad who were prepared to be linked to development processes in the municipality. This was instituted by means of a municipal agreement, taking into account community service and support of the people. They have recently accepted people coming from other countries as municipal ambassadors – at present they have people from Italy, United States and Nicaragua. These ambassadors participate in the municipality’s patron saint festivities through the help that they provide.

One of the disadvantages faced during his period as Mayor was that due to being a migrant, many people thought that he didn’t know the needs of the village. Nonetheless, he showed that despite having being outside, he always kept an eye on Intipucá and its needs, through the Foundation and the trips that he would take to the country. He showed that he always sought to continue to maintain his tie with Salvadorans abroad, and that it is important to establish the connection between migration, remittances, investment, development and Salvadorans abroad, so as to continue working and linking the brothers and sisters abroad with their communities of origin. He stressed that there are other compatriots who, like him, have resided abroad and have run for municipal cargos.

At present Mister Hugo Salinas is once again running for Mayor, for the period from 2015 to 2018.

<sup>21</sup> In 2001 El Salvador adopted the USD as its official currency, in place of the former colón.

<sup>22</sup> Known as “cabildos abiertos” in Spanish, these are public hearings periodically scheduled by the municipal authority; they usually function as a public accountability mechanism.

<sup>23</sup> Interview carried out with Mister Hugo Salinas, Thursday, February 12, 2014 at 11:30 am in Intipucá, La Unión

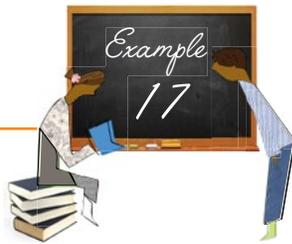
## POINT FOR REFLECTION

### VISIBILITY BROUGHT BY MIGRANTS WHO GET ELECTED



Giving the opportunity to migrants to run for election is a topic increasingly mentioned through the media as being a symbol of successful integration.

- Why do you think this can be seen as a symbol of successful integration?
- Do you know countries or territories where migrants can run for election?

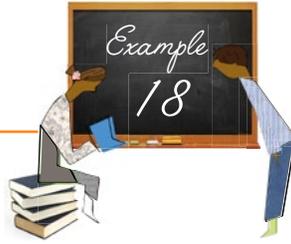


### Electing migrants to local political positions<sup>24</sup>

The regional parliament of Brussels in Belgium has a high proportion of elected members who are non-European. This reflects the migratory profile of the region, with high levels of immigration. Brussels is therefore a good laboratory to assess whether this aspect modifies the way the region deals with foreign policy. A study published by Pax Christi Wallonie–Brussels in 2012 shows that elected officials with a migrant origin demonstrate high loyalty to the party they represent and do not put forward communitarian claims, meaning that they work representing the society in which they live, rather than the society they originate from.



<sup>24</sup> <http://www.migrations-magazine.be/les-numeros/item/412-sociopolitique-des-nouveaux-belges#.VE-fejJ5Bjs.email>  
<http://paxchristiwb.be/files/files/analyse-2012-la-participationpolitique-des-etrangers-et-des-belges-d-origine-etrangere.pdf>



## Upala Municipality in Costa Rica

Upala Municipality in Costa Rica is located on the border with San Carlos, one of Nicaragua's most marginalized areas. Human mobility has been part of the local "landscape" over recent decades, particularly with Nicaraguan citizens crossing the border to sell their products, access better services or look for seasonal/stable employment. A rooted culture of tolerance and widespread awareness of the strong social, cultural



and economic ties connecting the two sides – together with the clear vision of the municipal government, the re-elected mayor of which is a Costa Rica national of Nicaraguan descent – has facilitated promotion of a "trans-border identity" approach that considers the border as a single development area. In this case the effects speak for themselves of the integration efforts undertaken by civil society organizations that have been able to engage the local government and convince the local population, despite the work that still needs to be done.

## 4. IN TERRITORIES OF ORIGIN

Political participation of migrants is more widespread in the territory where they reside, and is linked with integration. But political participation and engagement in policy-making can also take place in their territories of origin, linked to local development.

For this to happen it is important that there be an adapted national legislative framework, creating the link between the local authorities on the one hand, and diaspora associations abroad on the other.

To illustrate this we can take the example of the CONMIGRANTES (National Council for the Protection and Development of Migrants and their Families), established in El Salvador in 2011.



## El Salvador - CONMIGRANTES (National Council for the Protection and Development of Migrants and their Families)

In 2011 El Salvador approved the special law for the protection and development of Salvadoran migrants, mandating the creation of the National Council for the Protection and Development of Migrants and their Families (CONMIGRANTES).



CONMIGRANTES is an autonomous and decentralized non-profit institution under public law, organized on an inter-institutional basis, with the participation of civil society and migrants. CONMIGRANTES has been converted into an inter-institutional and inter-sectoral coordination body at state level. Its role is to create and apply comprehensive policies on migration and development and those to protect migrants and their families living in El Salvador, as well as to coordinate activities between consular services and public and private institutions. CONMIGRANTES is composed of governmental representatives from several ministries, and from the Union of Salvadoran Municipalities (COMURES), as well as civil society organizations, including diaspora associations, academia, local NGOs and associations of SMEs.

## POINT FOR REFLECTION

What coordination mechanisms do you think are necessary to develop such policies for integration?



## KEY LEARNING POINTS

- The role of **local authorities** in promoting the political participation of migrants lies in the creation/promotion of institutions aiming to bring together migrants' voices and insert them within the institutional processes.
- **The participation of migrants** in the political life of a territory is an asset in the shaping of inclusive societies, taking into account the particular challenges and opportunities for local development brought about by migration.
- **Consultative processes** give a voice to migrants, even when they do not have the right to vote or be elected.
- Sometimes migrants may be elected at local level: it is a sign of successful acceptance of migrants as part of the society.
- **Political participation** and engagement in policy-making can also take place within the territories of origin, linked to local development, if there is an appropriate legislative framework in place.





## TRAINING ACTIVITIES

<b>Activity 1:</b> Introduction to Topic 1	<b>Topic 1</b>
<b>Activity 2:</b> Characteristics of policies and services for migrants	<b>Topic 1</b>
<b>Activity 3:</b> Challenges, opportunities and services in territories of origin during the four phases of the migration cycle	<b>Topic 2</b>
<b>Activity 4:</b> Challenges faced by migrants in territories of destination and services provided to migrants	<b>Topic 2</b>
<b>Activity 5:</b> Building trust and mobilizing stakeholders to promote and engage migrant organizations in territories of origin and destination	<b>Topic 3</b>

<b>Activity 6: Promoting political participation and engagement in policy-making</b>	<b>Topic 4</b>
<b>Activity 7 : Wrap-up</b>	<b>Review and conclusion of Module 3</b>



If you are starting your training course with Module 3, make sure that the first Activity you propose to your participants is Activity 0, available in the Core Module. Activity 0 will enable the creation of a conducive learning environment.

## Activity 1: Introduction to Topic 1

### The carousel



*A carousel is an activity that involves rotating small groups from one workstation to another, so that each group has the opportunity to discuss a variety of topics. This activity is very useful for collecting ideas, knowledge and opinions on various topics.*



### Objectives:

- find out about the main items to be discussed during Topic 1:
  - What can the role of local authorities be in strengthening the agency of migrants?
  - What are the main areas of intervention for local authorities to enable and engage migrants?
  - What information should be collected in order to establish services and policies aimed at enabling and engaging migrants?

Place three flip charts in three different locations in the room, making sure there is enough space in between the workstations so that participants have enough room and peace and quiet to work at each of the stations.

Write the following questions on the three different flip charts (one question per flip chart)

- **Flip chart 1:** “What can the role of local authorities be in strengthening the agency of migrants?”
- **Flip chart 2:** “What are the main areas of intervention for local authorities to enable and engage migrants?”
- **Flip chart 3:** “What information should be collected in order to establish services and policies with a view to enabling and engaging migrants?”

Divide participants into three groups and provide each group with markers of one particular colour (for example, Group A gets red, Group B green and Group C black).

Ask each group to go to a different workstation. Participants have ten minutes as a group to answer the question raised on the flipchart.

When the time has elapsed, ask each group to move to another workstation (doing so as a group). At this next workstation, the group reads the answers from the previous group and makes its contribution to the issue. They may also discuss why they agree or disagree with answers from the previous group (ten minutes).

When the time has elapsed, repeat the step (ten minutes).

In the plenary, read the answers written on the three flip charts, correct any mistakes, and complement them with additional information.

Wrap up with a PowerPoint presentation (designed based on the information presented in this manual).

### Tips



- Organize this activity at the very beginning of the topic, as it will allow participants to explore the main concepts discussed in this first topic
- Chairs do not necessarily have to be provided at the workstations, as standing is a good way to energize participants

### Materials



- 3 flip-charts
- Markers of three different colours

### Time



- 5 minutes to present the activity and each of the three questions to be discussed
- 10 minutes for each round of each of the group discussions (ten minutes x three rounds = 30 minutes)
- 15-minute wrap-up and discussion (not including PPT presentations)

## Activity 2: Characteristics of policies and services for migrants

### Questioning in the round



The facilitator goes around the circle, asking each participant to express one idea about a given topic.



### Objectives:

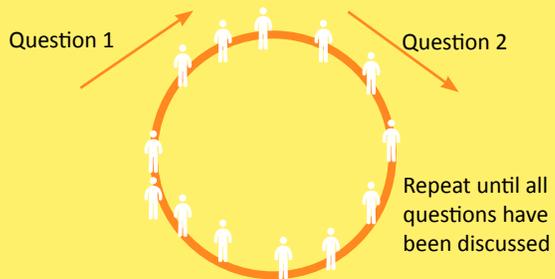
- to explore the eight characteristics contributing to the making of pertinent policies and services provided to migrants.

Ask participants to stand up and form a circle.

Start the discussion by putting up the Question 1: *“Why should policies and services be anchored in the territorial social reality in order to be relevant?”* Select one participant in the circle (or ask for a volunteer) to give ONE answer to this first question.

Once an answer has been given, ask the **following participant** in the circle to give another answer to the same question. **Repeat until participants run out of ideas for this first question.**

Now put up Question 2 for discussion: *“Why should policies and services be consistent with the whole policy framework in order to be relevant?”* Repeat the same procedure as described above.



Same procedure as above for Question 3: *“Why should policies and services be easily accessible in order to be relevant?”*

Same procedure as above for Question 4: *“Why should policies and services be open to a wide range of users and inclusive of the whole population in order to be relevant?”*

Same as above for Question 5: *“Why should policies and services have a broad scope in order to be relevant?”*

Same procedure as above for Question 6: *“Why should policies and services avoid inequalities of treatment in order to be relevant?”*

Same procedure as above for Question 7: *“Why should policies and services be compatible with national regulations and policies in order to be relevant?”*

Same procedure as above for Question 8: *“Why should policies and services be set up in cooperation with partners in order to be relevant?”*

### Tips



- Organize this activity before presenting the section on “Characteristics of relevant policies and services”, as it will allow participants to explore the main concepts discussed in this session
- Make sure to respect the order in which participants are standing in the circle, thus ensuring that all participants can express their ideas
- As the facilitator you should stand in the circle together with the participants and summarize and complete participants’ answers as needed
- This activity is suitable for 12 to 30 participants

### Space



- Space inside or outside the classroom to form a circle with all participants

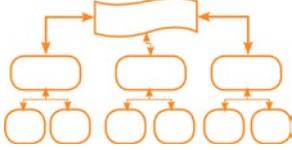
### Time



- Total activity time: 30 to 40 minutes

# Activity 3: Challenges, opportunities and services in territories of origin during the four phases of the migration cycle

## Mindmapping



*Mindmapping provides learners with a visual image of what a topic is about. It will enhance comprehension and long-term retention of information.*

## Objectives:

- investigate the challenges faced by migrants in their country of origin and the opportunities they represent for their it, and consequently the services they shoould be offered to make their migration experience more positive and their reintegration process more effective and successful.

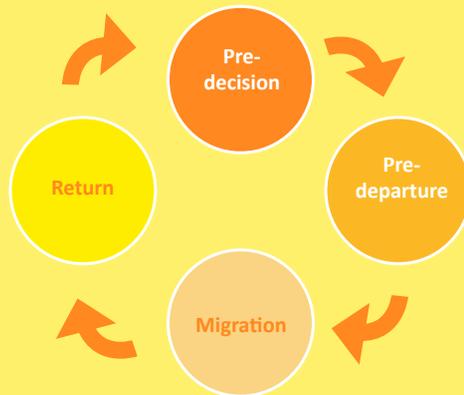
Divide participants up into four groups. Each group has 30 minutes to draw a concept map laying out the challenges faced by migrants in their home country, the opportunities they represent for their it, and the services that should be provided in order to ease their migration and return processes.

The concept maps will be presented in plenary.

- Group 1 will focus on the pre-decision phase of the migration cycle.
- Group 2 will focus on the pre-departure phase of the migration cycle.
- Group 3 will focus on the migration phase of the migration cycle.
- Group 4 will focus on the return phase of the migration cycle.

See Annex 1 for suggestions of concept maps.

When the time has elapsed, each group has eight minutes to present their concept map in the plenary.



### Tips



- Organize this activity before presenting the section entitled “Services in the territories of origin”, as it will allow the participants to explore the main concepts discussed in this session
- A quick and easy way to create four groups is to assign a number between 1 and 4 to each participant. Once numbers have been assigned participants are grouped according to their number. Participants with number 1 form Group 1, participants with number 2 form Group 2, etc.
- For presenting the concept maps in the plenary, ask the participants to congregate around each concept map while the group who has designed it presents it (one presentation at a time, so that all participants can attend the presentation). This way there is no risk of damaging the concept maps while moving them. Moreover, participants remain standing and moving, hence the class remains more dynamic

### Materials



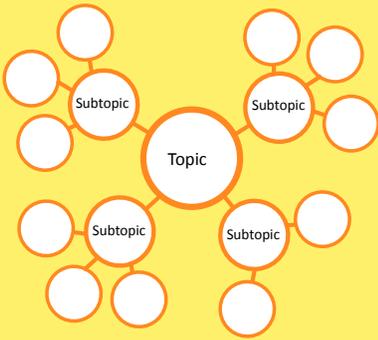
- Flip charts and coloured pens, pencils, markers, coloured paper, coloured stickers, dots, etc. for each group
- A greater variety of material may enhance participants’ creativity

### Time

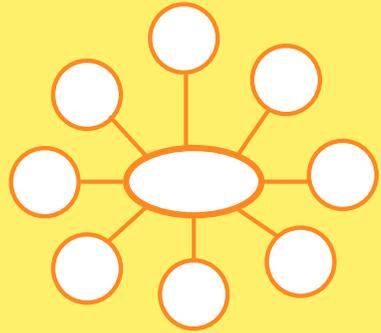


- 30 minutes group work to prepare the concept map
- eight minutes per group to present the concept map (eight minutes x four groups = 24 minutes)
- 15 minutes for questions-and-answers (Q&A)

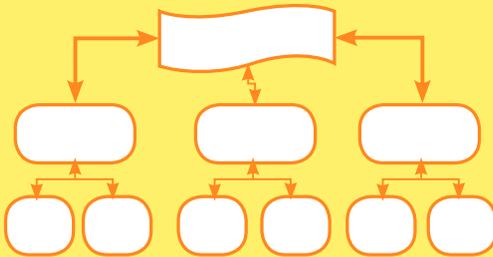
# Annex 1: Examples of mindmapping<sup>25</sup>



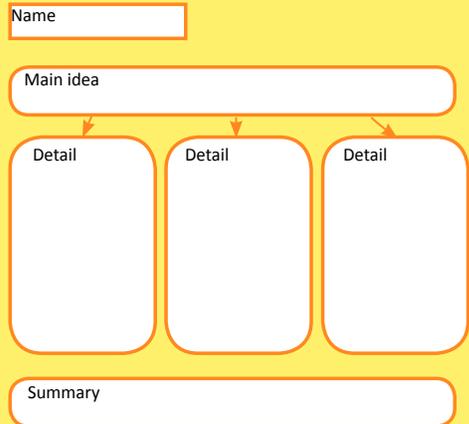
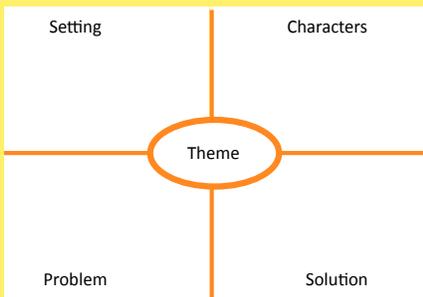
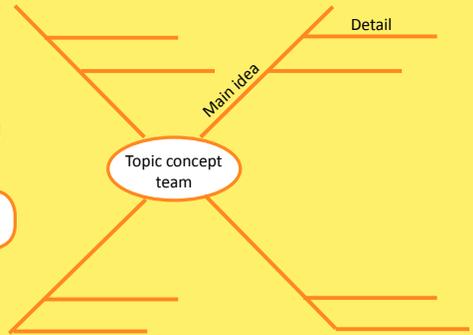
Cluster map



Cluster map



Flow chart map



<sup>25</sup> <http://imgarcade.com/1/graphic-organizers/>

# Activity 4: Challenges faced by migrants in territories of destination and services provided for migrants

## Group work



## Objectives:

- investigate the challenges most commonly faced by migrants arriving and staying in territory of destination;
- analyze the services that may be provided to facilitate migrants' integration and empowerment.

Divide participants up into three groups:

- Group 1 has 20 minutes to analyze the challenges faced by migrants in their host country in **finding information on the territory of destination**, and the services that should be provided in order to facilitate the integration and empowerment of migrants in their territories of destination.
- Group 2 has 20 minutes to analyze the challenges faced by migrants in their host country due to **inadequate language skills**, and the services that should be provided in order to facilitate the integration and empowerment of migrants in their territories of destination.
- Group 3 has 20 minutes to analyze the challenges faced by migrants in their host country in **retaining their identity**, and the services that should be provided to promote diversity in their territories of destination.

When the time has elapsed each group has five minutes to present its analysis in the plenary (using a PowerPoint or Prezi presentation, flip chart, etc., depending on the participants' preferences).

## Tips



- Organize this activity before presenting the section on "Services in territories of destination", as it will allow participants to explore the main concepts discussed in this session
- When organizing the group work it is your role as a facilitator to circulate between the groups, ensuring that the instructions are understood and, as necessary, guiding the participants in their discussion and/or assignment of tasks

### Materials



- Flip-charts and markers

### Time



- 20 minutes for group work
- Five minutes of presentation per group (five minutes x three groups = 15 minutes)
- 15 minutes for Q&A

## Activity 5: Building trust and mobilizing stakeholders to promote and engage migrant organizations in host and territories of origin

### Brainstorming (with a twist)



Learners write down their ideas on Post-its, which are in turn placed on a chart.



### Objectives:

- reflect on the topics of “Engaging diaspora associations” and “Mobilizing stakeholders”;
- relate the abovementioned topics to the work environment of the participants;
- reflect on an initiative that could be organized in the participants’ work environment to engage diaspora associations and mobilize stakeholders.

Copy Figure 16 (see following this table) on a whiteboard or large piece of paper (for example, put together two or more flip chart papers and post them on the wall).

Briefly present Figure 16, without however going into details.

Give each participant four large Post-its or four pieces of (A5) paper.

Individual reflection: participants have ten minutes to reflect on an activity that could be conducted in order to:

- build trust in territories of destination;
- build trust in territories of origin;
- mobilize stakeholders in territories of destination;
- mobilize stakeholders in territories of origin.

Once the individual reflection time has elapsed, ask the participants to come to the board one by one and place their pieces of paper in the corresponding section of the figure, reading their suggestions aloud.

Once all participants have come to the board, the facilitator collates and summarizes the answers.

Wrap up with short PPT presentation (designed from the information presented in this manual).

### Tips

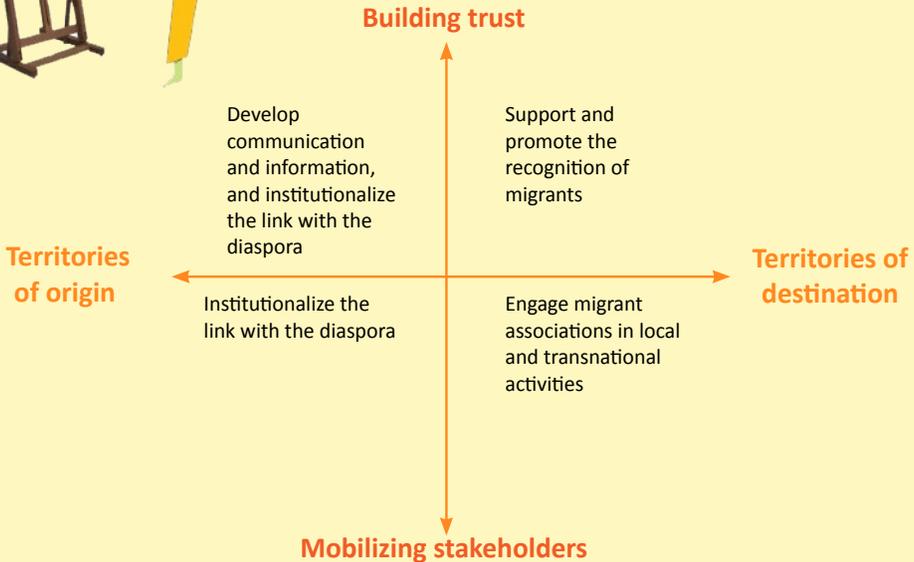


- Organize this before presenting the topics “Engaging diaspora associations” and “Mobilizing stakeholders”
- Maximum size of the group: 12 to 18 participants

<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Regular room with easy access to the whiteboard or paper chart affixed to the wall</li> <li>• Whiteboard or flip chart papers</li> <li>• Large size Post-it or A5 paper sheets (four per participants) plus Scotch tape</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 5 minutes to present the figure and the activity</li> <li>• 10 minutes of individual reflection</li> <li>• 15 minutes to post papers on the figure</li> <li>• 15 minutes for wrap-up and discussion (not including the PPT presentations)</li> </ul>



## Building trust and mobilizing stakeholders to promote and engage migrant organizations in territories of origin and destination



## Activity 6: Promoting political participation and engagement in policy-making

### Country case study



### Objectives:

- reflect on the mechanisms that can encourage participation by migrants in politics and policy-making.
- Divide participants up into country/territory groups where the JMDI is active (participants originating or working in countries where the JMDI is not active will join the previously mentioned groups);
- each group has 60 minutes to analyze their country/territory context and reflect on the mechanisms that should be developed to support migrants' participation in politics and policy-making;
- presentation of the group discussion in plenary;
- wrap-up with short PowerPoint presentation (designed based on the information presented in this manual).

### Tips



- This activity should be organized before presenting the section on “Promoting political participation and engagement in policy-making”, as it will allow participants to explore the main concepts discussed in this session
- If most participants come from or work in countries where the JMDI is not active, identify a country and prepare some documents to present the context for that country. Allow more time for The Case, to provide time for reading

### Materials



- Flip chart and markers

### Time



- 60 minutes for group work
- 10 minutes per presentation per group
- 15 minutes, wrap-up and discussion

## Activity 7: Wrap-up

### Gallery walk



*Participants write on charts on pieces of paper taped to the training room walls. The charts display questions related to the main topics discussed so far in the training program. This activity will help learners remember the information taught so far in the course.*



### Objectives:

- review the most important topics in Module 3;
- clear up doubts and concerns;
- complement the information.

Before conducting this activity, the facilitator must prepare charts on pieces of paper with review questions about the most important topics in the course (one topic per chart/piece of paper). For example, one question could be “What are the characteristics of policies and services for migrants?”

When you are ready to start the activity, explain its purpose, which is to review the main topics that have presented during this Module 3.

Participants move individually from chart to chart and write their own answers to each of the questions (or read the answers, once most have been given).

At the end of the activity the facilitator walks from one paper/chart to the next, summarizing, correcting and complementing the information posted on the different paper charts.

### Tips



- This activity can also very useful for assessing whether all the information has been properly understood. Should that not be The Case, it is important to take some time to clarify the potential misunderstandings

### Materials



- Charts/pieces of paper, markers and Scotch tape
- There must be enough space to hang the charts and allow participants to walk around them

### Time



- 30 to 40 minutes (not including preparation time)

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Joint Migration and Development Initiative(JMDI)



**Creating jobs and  
economic  
opportunities  
through migration  
at local level**

**Module 4**





**Creating jobs and  
economic  
opportunities  
through migration  
at local level**

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## General objectives

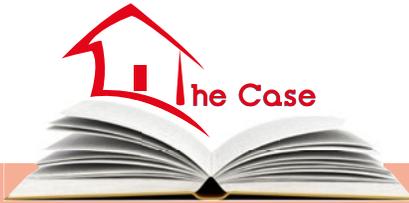
By the end of this module, participants will be able to:

- describe the linkages between labour migration and LED;
- appreciate the importance to match skills with labour market needs and evaluate the impact of brain drain, gain and waste on local development;
- learn the impact of migrants' entrepreneurship on local development and job creation;
- have a critical approach to the impact of remittances on local development.

## Introduction

This module aims to examine how, within a decent work perspective, territories can develop jobs and economic opportunities maximizing the skills of migrants so as to increase both the quantity and the productivity of labour employed and increase local economic development. The module therefore analyses all the possibilities and challenges related migration, as well as examining local strategies to upgrade and help territories move to a prosperous circle of higher productivity, employment and income growth, and development at the local level, as well as to improve access to skills for more migrant women and men.

The first topic explores the nexus between labour migration and local economic development and the different actors involved. The second topic presents different strategies towards maximizing the use of migrants' skills and responding to the labour market needs at local level. The third topic focuses on building and nourishing the entrepreneurship of migrants and more precisely on analysing the challenges and opportunities that migration brings in terms of LED. The fourth topic addresses remittances and their potential application in local M&D processes and their role in both a territories of origin and destination. The module also focuses on the role LRAs play in setting up social dialogue, policies and programs that capitalize on the opportunities brought forward by the development of skills among migrants and the challenges faced at different levels of local development.



## **MIGRANTS' S.T.E.P. (SUPPORTING TOOLS FOR ECONOMIC PROJECTS)<sup>1</sup>**

### **Brief presentation of the project:**

This project sought to improve the quality of financial services available to migrants by introducing new tools, by introducing new tools, offering support for migrant business creation and their role in economic growth and reinforcing the exchange of information exchange about migrant entrepreneurship.

The most innovative part of the project has been the set up and strengthening of a number of Centers for the Support of Migrant Initiatives (CAIM). Disseminated across Senegal, Belgium and Italy, these helpdesks follow the migrant from the initial development of a business idea (in Belgium and Italy) to implementation in the country of origin. Information about individual migrants supported by the desks is exchanged across countries through an online system. Twelve business coaches (many holding a migrant background) were trained to provide information, one-to-one assistance and training to migrant entrepreneurs. The project recognizes that migrants are not naturally born 'development agents' and that they must be trained to overcome outdated knowledge of the local context and lack of education or management skills. All migrants with an interest in investing in Senegal are free to approach the helpdesks and access the services offered, which sparked considerable interest among the target population.



<sup>1</sup> This is the representative case study for Module 4. We will go back to it throughout our reading to learn how theory can be translated into practice.



Migrants are assigned to a business coach or to other expert staff who assist them during identification, elaboration, formalization and enterprise creation. The project also mapped existing services that support migrant entrepreneurs, including sources of financial assistance and technical support. CAIM helpdesks are strategically linked with other key institutions (chamber of commerce and Regional Agencies for Development in Senegal), therefore, enhancing their visibility and favouring potential future buy-in. The project was enriched by the complementarities of all partners. In particular, partnering with organizations providing micro-credit facilitates access to funding for migrant entrepreneurs and chances of buy-in. In addition, although their future depends on securing additional funding, the sustainability of CAIM desks benefitted from the project's strong 'training of trainers' activity.

### **Main objectives:**

- improved quality of financial services for migrants in terms of innovation, costs, performance, impact and accessibility;
- strengthened methods of support for investments and for business creation;
- consolidated tools for communication, partnership and information exchange around migrant projects.

### **Main activities:**

- improving the technical and material capacities as well as widening the intervention zones of MEC-CONFESEN and of the associations linked to the project (opening of new counters and cashiers in the rural areas of Diourbel);
- create a handbook for the implementation of the financial instruments present in the region. The handbook will deal with the access condition to financial services and with how to legalize the financial institution as well as the decentralized financial structures;
- introduce and make more accessible a fair transfer of funds through technical support through vouchers representing the monetary value for the corresponding units and rechargeable magnetic chip cards;

- 
- creation of a strategic document for the financial support of migration which integrates innovative financial products;
  - enlarge the Support Centers for Migrants' Initiatives (CAIM) network through the opening of two new help desks in the Diourbel region;
  - select and train 8 business coaches in Senegal and 10 business coaches among the migrant experts;
  - prepare a technical-operational support handbook for business set-up;
  - organize a special edition of the Senegalese Forum for Business and Partnerships (FOSAP) and institutionalize it as a main tool of communication and networking between migrant entrepreneurs.

## **Main beneficiaries:**

There were approx. 10,000 direct beneficiaries of the financial services and the money transfer (in the Diourbel region), while the indirect beneficiaries amounted to approx. 300,000 individuals.

## **Outputs:**

The Project contributed to reduce costs and duration of transfers and improved the access and the distribution of resources to disadvantaged population. The enhancement of management, the channeling of transferred found and a positive impact on socio-economic development of Diourbel Region, have been foreseen.

- Conventions have been signed with 15 mutual and/or rural banks which can provide financial services of micro credit and money transfers to rural population who could not access such services, before the implementation of the project and thus five new desks have been opened guaranteeing the full coverage of Diourbel Region (4770 km<sup>2</sup>)
- A saving of 90.000 euro on transfers' costs
- 1000 magnetic cards have been distributed

- 18 Business coaches from migrant background have been trained, and 4 new coaches have been selected by the end of the project
- The creation of basic tools to facilitate migrants' access to local credit such as strategic document for the financial support of migration which integrates innovative financial products and business creation
- Mapping economic opportunities and local income generating activities for future financial investments and business creation
- 15 projects of migrants selected on the bases of on-line formularies have been supported
- 20 other migrant projects have been created and followed by the business coaches
- 25 businesses have been created in the Diourbel region
- 4 new Support Centers for Migrants' Initiatives (CAIM) have been created (instead of 2 expected)
- The drafting of a guidebook to support business start-up and the selection of 40 projects, through on-line formularies, that will be implemented and followed since the starting phase of the enterprise
- 150 micro credits have been made available thanks to migrants' remittances
- The creation of international joint-ventures and the signing of 3 partnership agreements at institutional level
- Interactive radio show to discuss migration issues (return, remittances, entrepreneurship...etc.) and interactive website platform set up
- E-mail consulting service has been activated instead of the hotline, but got quite a huge success
- A special edition of the FOSAP has been organized but the Forum still needs to be institutionalized

**Globally, the project has contributed to:**

- raise migrants' awareness on return migration and entrepreneurship/investment/business creation;
- harness the potential of migrants in mobilizing and strengthening

their skills and knowledge (brain gain against brain waste);

- generate new economic and development dynamics in the Region of Diourbel through business (and thus jobs) creation and migrant projects' implementation;
- raise awareness of local authorities and the local population on migration issues;
- advocate for the inclusion of migration and development issues into local development planning.

### **Key for success:**

- **Migrants' participation** and migrant organization involvement in the project
- **Multi-stakeholder approach:** the complementarity of all partners' capacities and competencies has allowed the project to reach its full potential (local authorities, migrant organizations, financial institutions all have specific technical skills and particular assets)
- **Decentralized cooperation:** the fact that both the Veneto and Diourbel region step into the project has facilitated its visibility and the communication around it and among migrants' communities and families. In the Veneto region for example, the project has been presented in 4 different events (conference, round table, forum and Day for cooperation between Italy and Senegal) and the CGMD in Brussels has also advertised the project on many occasion as well as the ARD Diourbel did.

The core of the strategy for the successful implementation of the project has been **knowledge and skills sharing and dissemination for and through migrants**.

Thanks to the network that has been build up, both physically through the Help Desks and CAIM and the training of Business Coaches, and virtually via to the web portal, the handbook and the agreements set up with mutual funds, saving banks and other local institutions, the project is **sustainable**.

### **From S.T.E.P to JAPPANDO:**

The ARD Diourbel is carrying on another project in the second programme of the JMDI that will scale-up the achievements made with S.T.E.P. The project "JAPPANDO" is thus implemented as a direct follow-up to the activities of S.T.E.P.



As the leading implementing partner organization the Agency for Regional Development of Diourbel (ARD) will systematically promote the integration of M&D into territorial policies by bringing local authorities, diaspora groups, investors and other key local key economic actors together. With remittances being a considerable economic source in the region, this initiative, develops economic tools for migrants to facilitate their investments with a view to curb income-generating activities for the local population. The Agency for Regional Development of Diourbel builds on existing networks of decentralized cooperation with other migrant receiving regions, and thus further contributes to the alignment of policies, initiatives and knowledge exchange and mutual capacity building among local administrations.

The core objectives of the project are to:

- reinforce the help desks' capacities;
- share their experience at the national and international level;
- mobilize local authorities for a better anchorage of the help desks at the local level;
- strengthen and expand the outreach of the FOSAP to harness its potential as an enabler of economic and commercial exchanges. The aim is to favor the creation of joint ventures involving the diaspora and to promote women entrepreneurship.

# TOPIC 1

## THE NEXUS BETWEEN LABOUR MIGRATION AND LOCAL ECONOMIC DEVELOPMENT (LED)

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## Learning objectives

By the end of this topic, participants will be able to:

- describe the concept of LED;
- comprehend the linkages between migration and LED;
- identify the different actors that can be involved;
- understand the barriers faced by migrants to participate to the LED process.

## Introduction

The International Labour Organisation (ILO) estimates that more than 50 per cent of the 232 million international migrants today are economically active<sup>2</sup>—together with their families, migrant workers comprise more than 90 percent of this total. Even those fleeing persecution, armed conflict and environmental disasters may finally end up in the labour market. Accompanying family members and those migrating as students may also seek work eventually, either as employees or in self-employment.

Therefore creation of decent jobs is crucial for equitable, inclusive and sustainable national and local development that results in economic growth, and the reduction of poverty and income gaps, the question remains of how this can be done at the local level?

While migration is one of the most significant demonstrations of challenges related to globalization, local authorities and territorial actors around the world are increasingly turning to Local Economic Development (LED) strategies and plans in response to these challenges as well as the drive for decentralization.



Do you want to know more about local development? Go to Core Module and Module 1.

<sup>2</sup> ILO, Labour Migration and Development: Setting a course for the future (2013)

# 1. FUNDAMENTALS OF LOCAL ECONOMIC DEVELOPMENT (LED)

LED means more than just economic growth. It is promoting participation and local dialogue, connecting people with the resources available in their territory for better employment, social equity/cohesion and protection strategies for sustainable development that will result in a higher quality of life for both men and women.

LED is a **locally-owned, participatory development process** undertaken within a given territory or local administrative area **in partnership with both public and private stakeholders**. The LED approach makes use of and leverages on local resources and competitive advantages to create decent employment and sustainable, inclusive economic growth, while ensuring social and environmental protection.

LED can be generically defined as a strategically planned, locally driven partnership approach to enable employment growth, poverty reduction, energy, water and quality of life gains through improved and inclusive local economic governance.

As such, although primarily an economic strategy, LED simultaneously pursues social goals of poverty reduction and social inclusion. Its design and implementation structures create space for dialogue between different groups, representing the diversity of interests and values within the territory, and enable them to actively participate in the planning and decision-making process. Stakeholders at various levels are involved, such as local/regional authorities and administrations, employers' organizations, trade unions, the local business community, and other partners, such as cooperatives, migrants' associations, or civil society organizations representing women and youth among others.

Entry points and the specific balance of fields of interventions included in a LED approach will depend, by definition, on the specific context and priority needs and potentials as identified by the actors involved.

## POINT FOR REFLECTION

### TERRITORIAL ECONOMIC DEVELOPMENT, TED, AS A SYNONYM OF LED

Because it is rooted in the territorial dimension and flexible enough to adapt to different territorial sizes (preferably at meso level), and because the adjective 'local' is intended in many contexts to define the micro/municipal level, the use of Territorial Economic Development, TED, is increasingly becoming synonymous of LED.

Within the module we will refer to LED however taking into consideration that it also includes TED.

**In your own context, do you see differences between LED and TED? How would you describe those differences?**



### The pillars of a LED strategy



## POINT FOR REFLECTION

### A GENDER APPROACH TO LOCAL ECONOMIC DEVELOPMENT (LED)<sup>3</sup>:

Both women and men contribute to the local economy in various capacities and possess distinct knowledge and skills according to the different roles they assume (see below). These are among the building blocks for realizing the potential of a territory. As described in the table below, a variety of actions can be taken to improve gender equality and ensure equal participation in the local economic development.

Roles of women and men in the society, and gender challenges

ROLE	GENDER ISSUE	SCOPE FOR ACTION
As Citizen	<ul style="list-style-type: none"> <li>• Voice or the capacity to lobby for one's interests</li> </ul>	<ul style="list-style-type: none"> <li>• Organization of common interest groups</li> </ul>
As Local Elected Representative	<ul style="list-style-type: none"> <li>• Capacity to stand for elections</li> <li>• Ability to negotiate conflicting interests</li> </ul>	<ul style="list-style-type: none"> <li>• Reservation for women</li> <li>• Selection and training of women candidates</li> <li>• Gender awareness for local government representatives</li> </ul>
As Employee	<ul style="list-style-type: none"> <li>• Employability</li> <li>• Discrimination in recruitment</li> <li>• Decent work deficits</li> <li>• Work – family balance</li> </ul>	<ul style="list-style-type: none"> <li>• Developing marketable skills for women, youth and vulnerable groups</li> <li>• If equally qualified and underrepresented, preference for women</li> <li>• Improve job quality for all</li> <li>• Care facilities, flexible working hours for men and women</li> </ul>
As Entrepreneur	<ul style="list-style-type: none"> <li>• Control over resources</li> <li>• Access to finance and Business Development Services (BDS)</li> <li>• Time and mobility constraints</li> </ul>	<ul style="list-style-type: none"> <li>• Value chain analysis</li> <li>• Membership of business associations</li> <li>• Gender awareness for communities</li> <li>• Support programmes for women and youth entrepreneurs</li> </ul>
As Unpaid worker	<ul style="list-style-type: none"> <li>• Sharing of reproductive tasks</li> <li>• Invisibility of unpaid work</li> </ul>	<ul style="list-style-type: none"> <li>• Time off for parental responsibilities</li> <li>• Estimates of value</li> </ul>

**In your own context, can you think of specific examples of women elected as local representative? Can you describe some of the challenges they face? What actions have been (or could be) undertaken to address these challenges?**



<sup>3</sup> ILO, Gender Mainstreaming in Local Economic Development Strategies: A guide (2010)



Growing opportunities for locally driven initiatives bring their own challenges.

Do LRA and the other concerned territorial actors have the capacity and resources to live up to these new duties? What is a good practice in promoting decent work locally? How can the participation of the private sector, social partners, women and youth be ensured? In the case of migration, how can the participation also of migrants and family of migrants (left behind) be ensured? And how do local strategies articulate with the broader national policy framework?<sup>4</sup>

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<sup>4</sup> ILO, *Boosting Local Economies* (2014)

## 2. DRIVERS FOR LED, LOCAL LABOUR MARKET AND DECENT WORK

Recent economic crises have revealed and often widened inequalities within countries. With the weakening of traditional sources and patterns of work and the expansion of the informal economy, bottom-up interventions responding to local needs emerge as key strategies to create decent jobs where they are most needed.

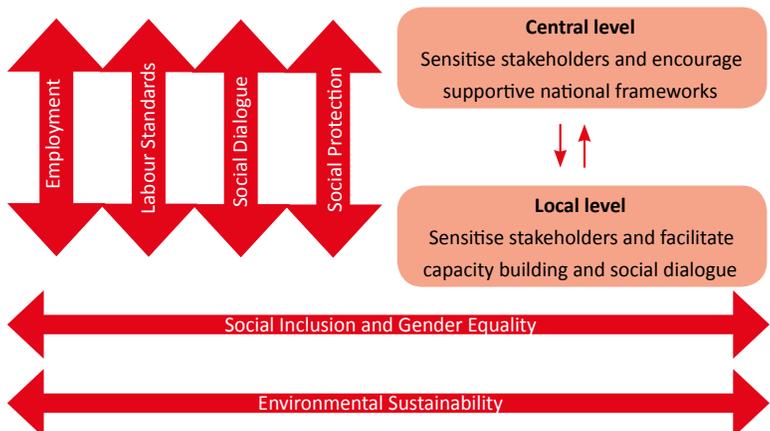
The promotion of Local Economic Development (LED) signals the drive for foster employment creation by building on the comparative advantages and the unique characteristics of localities.

Decentralization reforms, advancing in many countries, provide ample opportunities to tap into the potential of local economies. LED strategies contribute to stronger policy coherence between national and sub-national levels, whilst connecting to cross-border value chains and markets.

Local Economic Development strategies are **multidisciplinary**, encompassing **international labour standards, employment, social protection and social dialogue**, just to mention the more directly related aspects of this module.



### Local Economic Development strategies, Source:



## POINT FOR REFLECTION

### PROMOTING DECENT WORK FOR ALL

Work is central to people's well-being. In addition to providing income, work can pave the way for broader social and economic advancement, strengthening individuals, their families and communities. Such progress, however, hinges on work that is decent. Decent work sums up the aspirations of people in their working lives.

Productive employment and Decent Work are key elements to achieving fair globalization and the reduction of poverty. The ILO has developed an agenda for the community of work. Putting the Decent Work Agenda into practice is achieved through the implementation of the ILO's four strategic objectives, with **gender equality as a crosscutting objective** as outlined below:

- **Promoting jobs:** an economy that generates opportunities for investment, entrepreneurship, skills development, job creation and sustainable livelihoods.
- **Guaranteeing rights at work:** obtaining recognition and respect for the rights of workers. All workers, and in particular disadvantaged or poor workers, need representation, participation, and laws that work for their interests.
- **Extending social protection:** promoting both inclusion and productivity by ensuring that women and men enjoy working conditions that are safe, allow adequate free time and rest, take into account family and social values, provide for adequate compensation in case of lost or reduced income and permit access to adequate healthcare.
- **Promoting social dialogue:** involving strong and independent workers' and employers' organizations is central to increasing productivity, avoiding disputes at work, and building cohesive societies.



**Does the concept of decent work exist in your territory?**

**Which pillars of decent work described above are the weakest ones? Which are the areas for improvement?**



## The Case of Syrian refugee artisans: does a value chain approach have a positive impact on local economic development?

A value chain approach is the full range of activities required to bring a product or service from conception to final consumers. Value is added to a preliminary product through a combination of other resources such as tools, manpower, knowledge, and skills. Value chain development is a promising way to achieve Local Economic Development (LED). It builds on rooted economic activities, local resources, dialogue and cooperation among a wide range of stakeholders. Value chain development tackles constraints at the enterprise level as well as in the business environment. As such, this integrated approach contributes to local economic growth and job creation.



As a model that could work, UNHCR is currently applying a value chain approach with Syrian refugee artisans. Many Syrians are highly skilled in traditional arts and crafts including inlaid wood, hammered metal, embroidery and crochet. UNHCR is working to identify international markets for these products including direct and online retail outlets. UNHCR is also engaging with local designers to couple the skills of Syrian artisans with the labour demands and opportunities available in the regional arts and crafts sector. Established designers or design houses may help artisans innovate according to market demands.

Artisans benefit by adding value to their crafts and generating regular income. Designers and design houses benefit by drawing on a uniquely skilled labour force that does not displace national workers. This approach strengthens the local economy with new products, injects income into the refugee and host community, and fosters social cohesion and stability<sup>6</sup>.

Although the model seems promising, it is important to specify that the true impact of this model will only be visible in the coming years.

<sup>6</sup> Global Strategy for Livelihoods; A UNHCR Strategy 2014-2018 , (2014)

### 3. MIGRATION AND THE DRIVERS FOR LED

We often refer to so-called “push/pull factors” to understand the factors behind migration. If we focus on labour migration, employment purpose is the principal reason in most cases.

The lack of job opportunities in the countries of origin and more particularly at local level could lead to migration while labour shortage in destination countries can attract workers coming from abroad.

However one needs to carefully use the “push/pull” factors terminology which can give a simplistic way to analyse labour migration, while many others factors such as the social network of the migrants, civil war, climate change etc. will have an impact on decision to migrate.

See below a non-exhaustive list of “push/pull” factors that can impact migration and LED:

#### Push factors / pull factor

 <p><b>P U S H</b></p>	<ul style="list-style-type: none"> <li>• Important unemployment rate in particular in rural area</li> <li>• Significant youth unemployment</li> <li>• No access to decent job opportunities</li> <li>• No access to social protection</li> <li>• Fundamental labour rights are not respected /guarantee</li> <li>• No possibility to match skills with the labour market needs</li> </ul>	 <p><b>P U L L</b></p>	<ul style="list-style-type: none"> <li>• Job opportunities and labour shortage</li> <li>• Access to decent work</li> <li>• Better working conditions and access to labour rights</li> <li>• Access to health and social protection</li> <li>• Incentives and facilities to create an enterprise (e.g. taxes deductions)</li> <li>• Elderly population (which increase labour needs in specific sectors such as health sector but also needs of workers in general for contributing to social security system)</li> <li>• Existing migrants’ networks and traditional migratory channels</li> </ul>
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The places where decent job opportunities exist are not always where people live, and even when jobs may be available, the income differences prevailing in different countries or regions and the weak services structures or the political environment provide the strongest incentives to mobility. Policies focusing on LED could create incentives to promote decent work opportunities in territories where they are currently inadequate and develop the local labour market. Drivers for local economic development have different impacts in both the territories of origin and destination; but the main immediate objective should be local economic development that promotes decent work.

Therefore, the priority for concerned regulators and decision makers, including the local authorities is to create a local environment offering options beyond migration for decent work and improved living conditions. If migration does occur it should be a choice rather than an obligation (based on pull factors rather than push factors).

## POINT FOR REFLECTION

### LINK BETWEEN RURAL DEVELOPMENT, YOUTH EMPLOYMENT AND MIGRATION

During the Euro-Mediterranean Conference on Agriculture which took place in Palermo, Italy in November 28<sup>th</sup>, 2014 the FAO Director-General José Graziano da Silva said : *“If countries of the Mediterranean want to stem the tide on forced migration and human suffering, they must put agricultural, food and rural development at the core of regional cooperation”*

The FAO Director-General stressed the connection between agriculture and migration and the importance of investing in strong rural livelihoods, particularly for youth. *“We need to find alternatives to raise the incentives for the youth to engage in rural activities, such as farming, livestock production, fisheries and aquaculture in their own communities and countries,”* he said.

Increasing agro-entrepreneurship and employment opportunities for rural youth needs to be at the center of strategies to combat poverty and boost development, Graziano da Silva said, *“referring to rural youth as the future of the agriculture sector, particularly in the Southern and Eastern Mediterranean countries.*

*Migration of young people – particularly young men -- away from rural areas has left behind lopsided community structures that have also placed a disproportionate burden on women who stay behind to take care of children and the elderly,” he said.*



The creation of meaningful and inclusive opportunities for youth in agriculture and agribusinesses will not only impact their lives, but substantially improve livelihoods in their rural communities, the economies and the resilience of their countries of origin, the region and the world, according to the FAO Director-General.

**Do you recognize the links as described by FAO Director-General between rural development, youth employment and migration in your own context? Can you think of some specific examples?**

The drivers for LED through migration are all linked by a common goal of improving the labour market and offering decent work opportunities to workers including migrants, returnees but also the local community, thus improving LED.

## **Maximising the skills of migrant workers and the concepts of brain drain/gain/circulation**

Maximising the skills of migrant workers can create decent work conditions and contribute greatly to LED, both in the territories of origin and destination, by avoiding brain waste and improving brain circulation. Adopting measures to mitigate the loss of workers with critical skills, including by establishing guidelines for ethical recruitment, is also a way to improve decent work and LED.



Do you want to know more about maximising the skills of migrant workers? Go to Topic 2 of this module.

## Facilitating the entrepreneurship of migrants

It is important to highlight that not all migrants have the willingness and capacities to become entrepreneurs, but LRAs could promote and provide incentives for enterprise creation and development for those who are interested, including transnational business initiatives and micro-enterprise development in origin and destination countries/territories. The entrepreneurship of migration can improve significantly the local labour market and promote access to decent work as well as increase the potential of the local economic development.



Do you want to know more about the nexus between entrepreneurship of migrants and local economic development? Go to Topic 3 of this Module.

## Ensuring the best impact of remittances and migrants' investments

There is a need to ensure that migrants' investments can be made securely and remittances used for this purpose made at minimal cost. However, it is also important to mention that when remittances are used in the territory of origin it is most of the time to make up for missing local services (access to education, health...) and fulfil the needs of the family. Attention has been brought to migrants' investments, in particular those made to promote job creation at local level (both territory of origin and destination). They can therefore contribute greatly to LED, but for this working, in particular in origin territory, remittances should not be used for providing services which are usually the responsibility of the local authorities.



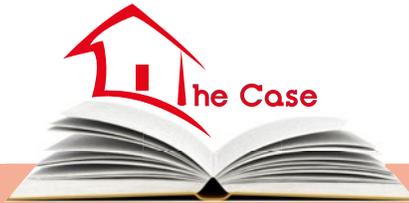
Do you want to know more about remittances for local economic development? Go to Topic 4 of this module.

## 4. THE ACTORS INVOLVED IN LED AND MIGRATION

The specific local stakeholders that take part in the LED process will vary depending on the specific context and objectives to be achieved. Although not exhaustive, the following list provides an example of those stakeholders who are normally involved in an LED strategy:

- LRAs and public administrations (municipal, provincial and even regional) and their associated combined bodies (community associations, associations of municipalities, etc.);
- various business sector organizations (employers' associations; producers and traders associations, trade union organizations; representatives of cooperatives; associations of the self-employed; financial sector associations ; territorial employment service managers);
- women's associations and youth associations as well as associations of other vulnerable groups;
- representatives of international development cooperation programmes with a presence in the territory and in the thematic sector, where their pertinence is agreed upon by territorial stakeholders;
- social and religious organizations, foundations, corporations and other non-profit organizations with social, economic, financial, environmental, cultural or artistic aims;
- research and development (R+D) centres and technical assistance services, if any;
- universities and human resources development organizations, if any;
- local media.

When one thinks about the linkages between migration and LED, other specific actors should be considered: migrants' /diaspora associations and representatives of family members that stayed behind.



## MIGRANTS' S.T.E.P. (SUPPORTING TOOLS FOR ECONOMIC PROJECTS)

The project was enriched by the complementarities of all partners. In particular, partnering with organizations providing micro-credit facilitates access to funding for migrant entrepreneurs and chances of buy-in. In addition, although their future depends on securing additional funding, the sustainability of CAIM desks benefitted from the project's strong 'training of trainers' activity.



One of the key aspects of the success of project was its multi-stakeholder approach: the complementarity of all partners' capacities and competencies has allowed the project to reach its full potential (local authorities, migrant organizations, financial institutions all have specific technical skills and particular assets).

### POINT FOR REFLECTION

**If you compare to your own context who would have been the key actors in a similar case? Does the multi-stakeholders approach exist in your context? Is it working well? What are the strengths and weaknesses you could identify?**



## Sensitizing and promoting the setting up of the LED local forums as a catalyst for stable territorial mechanisms

An LED Forum can be defined as a structure/platform (institutional arrangement) where diverse private and public stakeholders within a particular locality gather, with an aim to share information and experiences, pool resources and solve problems which come up in the course of implementing LED strategy.



Full local ownership of the LED process can only be guaranteed through wide participation of public and private stakeholders in the local forum and the inclusion of minority or marginalised groups who are most in need of being targeted by development activities. Special care should be taken so as not to reproduce existing inequalities within the forum. In the case of migration, this is done by identifying and including migrants and their families' representatives, and by ensuring that all stakeholders have an equal voice within the forum.

This forum is a key element for the success of LED as it formulates and implements the local economic development strategy on the basis of local knowledge and exchange of ideas between its members. The particular form the forum adopts will vary depending on the context, the territory's existing institutions, and the degree of formalization of the relations among stakeholders. For example, in post crisis situations or in those localities where institutions are weak or not legitimate in the eyes of the community, the establishment of a Local Economic Development Agency (LEDA) may provide a neutral space where stakeholders can meet<sup>7</sup>. In contrast, in countries with high institutional capacity it might not be wise to form yet another agency but rather a forum, which may take the form of a public-private committee, a territorial council, etc., to orient and build the capacity of existing institutions for implementing local economic development initiatives.

It should be remembered, however, that a key objective of the LED process is to use, promote and strengthen existing local implementation

<sup>7</sup> ILO, Local Economic Development in Post-Crises Situations: Operational Guide

structures, and to work with and through them. For example, there may already be a policy coordination committee located somewhere within local government which could be approached to oversee the implementation of certain activities. This may also be lobbied to extend its membership to a broader range of actors, migrants' associations included. Similarly, when the LED strategy foresees business development services, territorial marketing or even financial services, the most appropriate and most qualified local institutions should assume responsibility for these activities. These institutions might be Chambers of Commerce, local universities, NGOs or other research or training institutions. It is in fact questionable whether the internal structure of the local forum or LEDA is the most suitable one for activities responding to market-based decisions<sup>8</sup>, or if it should contribute to regulate and coordinate "market driven forces".



Do you want to know more about private-public partnership? Go to Module 2, Topic 3.

Migrants' representation in the forum should be as proportionate to the migration population of the area as possible, and should include representatives of migrants' organizations, self-help groups, migrants' cooperatives, business associations, etc.

However, merely having a sufficient number of migrants present in meetings and workshops is not enough. Their active participation must be encouraged. In order to ensure equal participation, certain gender specific capacity building measures may be required to promote financial and legal literacy, understand the functions of local government and the budgeting process, and develop leadership, presentation skills and the self-confidence necessary to lobby for the interests of one's group.



Do you want to know more about empowering migrants? Go to Module 3, Topic 1.

## 5. BARRIERS TO MIGRANTS' PARTICIPATION IN LED

While the contribution of migrants to development at national and local levels in both countries of origin and destination is widely recognized, one should not underestimate the barriers that could also exist due their migration status. Discrimination and unequal treatment give rise to a number of barriers for male and female migrants to participate fully in local economic development strategies. These barriers are even more difficult to overcome for those faced with multiple forms of discrimination i.e., discrimination based on gender, ethnicity, religion, occupational status, regular/irregular status, etc.

This is a non-exhaustive list of typical barriers to participation that women and men migrants could face:

- lack of representation in decision-making structures;
- fewer opportunities for education resulting in, among others, limited access to information;
- skills development limited to certain occupations and positions ;
- segregation in occupations that carry low status and undermine self-confidence;
- poor infrastructure services and the opportunity costs associated with it;
- restrictions on access to finance due to lack of collateral and record of previous business success, or high interest rates;
- inadequate or inaccessible business development services;
- scarce job opportunities at the local level causing either brain drain, or distress migration and vulnerability to trafficking and forced labour.

These barriers do not exist in isolation. There is often a relationship of cause and effect among them that compounds the difficulty in overcoming them. Therefore, access to adequate services at local level would also impact significantly on the possibility for migrants to contribute to LED.



Do you want to know more about access to services? Go to Module 3, Topic 2.

## KEY LEARNING POINTS

- **Decent Work is a multifaceted concept that goes beyond merely having a job.** According to the ILO, it involves **opportunities for work** that is productive and delivers a fair income, security in the workplace and **social protection** for families, better prospects for personal development and social integration, **freedom for people to express their concerns, organize and participate** in the decisions that affect their lives and **equality of opportunity and treatment for all women and men**
- Migration today is linked to the world of work and the quest for decent work opportunities. As a result, communities, cities and governments across the world increasingly turn to Local Economic Development (LED) strategies in response to the challenges and opportunities brought by migration. **LED means more than just economic growth.** It is promoting participation and local dialogue, connecting people and their resources for better employment and a higher quality of life for both men and women and by building up local capacity for effective policy making, planning and development in areas relevant to decent work

**Local labour market information analysis is at cornerstone for developing integrated strategies** to promote standards and fundamental principles to address the crosscutting themes of migration and local development. It is an important step in designing local employment policies aimed at enhancing the well-being migrant workers while also promoting economic growth at the local level

- Full local ownership of the LED process can only be guaranteed through **wide participation of public and private stakeholders in the local forum and the inclusion of minority or marginalised groups** who are most in need of being targeted by development activities. Special care should be taken so as not to reproduce existing inequalities within the forum. In the case of migration, this is done by identifying and **including migrants and their families' representatives,** and by ensuring that all stakeholders have an equal voice within the forum



## TOPIC 2

# MAXIMIZING THE USE OF MIGRANTS' SKILLS AND RESPONDING TO THE LABOUR MARKET NEEDS AT LOCAL LEVEL

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## Learning objectives

By the end of this topic, participants will be able to:

- describe how the labour market needs can be assessed and what role they can play at the local level by LRAs;
- appreciate the importance of matching skills in order to avoid brain waste and maximize migrants contributions to the local labour market;
- identify the role of local authorities in skills recognition;
- recognize the significant added value that the skills of return migrants can bring to LED.

## Introduction

Migration, in particular labour migration, can be a vehicle for answering timely and effectively the labour supply and demand, for stimulating innovation and development, and for transferring and up-dating skills. Designing and implementing labour market information systems, including accurate labour market needs assessment and skills anticipation, and putting in place processes for skills recognition are important to prevent brain waste and deskilling, poor labour market integration and deterioration of working conditions for all workers. Access to skills recognition processes, especially for low- and medium-skilled migrant workers, is often limited, while migrants frequently encounter difficulties in articulating their experiences from the destination countries into better human resources development opportunities on their return.

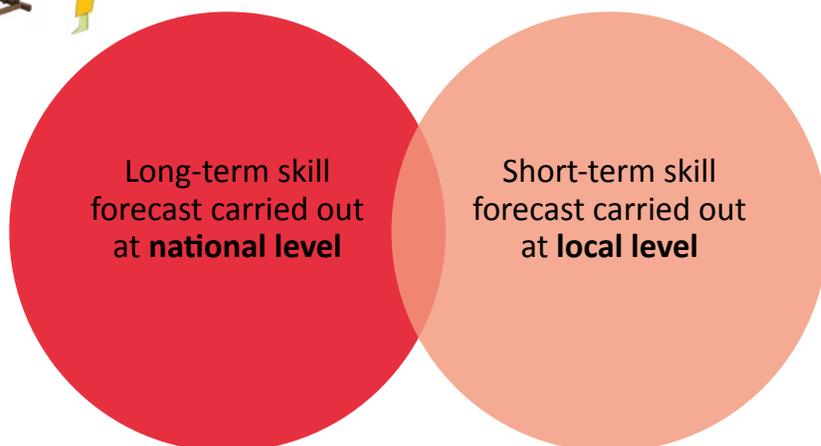
# 1. ASSESSING LOCAL LABOUR MARKET NEEDS

Skills identification and anticipation are a challenge in both origin and destination countries. There is no uniform definition of “skills”. In many countries “skills” are defined in terms of occupational skills and/or educational attainment levels.

Long-term skills forecast are usually carried out at the national level, whereas short-term forecasts are conducted at the regional or local levels, often through the network of Public Employment Service (PES). Similarly, there is no single methodology or skill needs analysis; however what has proven to be useful from the experience of major destination countries, is a holistic approach: a combination of qualitative analysis (e.g. case studies, focus group discussions) as well as quantitative data (e.g. surveys, skills audit, model-based projections).<sup>9</sup>



## Assessing labour market needs: a holistic approach



<sup>9</sup> ILO, R.Kolyshko, F.Panzica, A.Popa and N.Popova: “Research and Analysis on Vacancies and Skills Needs in the EU, Moldova and Ukraine”, (2013)



In certain societies, some skills are particularly in high demand and will clearly influence labour migration policies from both the country of origin and destination (for instance workers in the health sector in societies with ageing populations). Skilled migrants from countries of origin are likely to fill part of that demand in the country of destination<sup>10</sup>. To consider sustainable development at both local and national levels, the shortage of skills assessment should also take into consideration and mitigate the factors causing brain drain in the community of origin.

The actors involved in local economic development and managing local labour markets should be consulted and included in the assessments of local needs to establish the best strategy to bring and retain the necessary skilled workers or create and implement adequate vocational training. In the case of territories of origin, one of the main challenges for LRAs is to improve general living conditions, infrastructures and socio-political conditions in order to retain skilled workers and avoid **brain drain**. While in the case of territories of destination, the shortage of certain skills could have a significant impact on LED, hence the need for **brain gain**.

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<sup>10</sup> Michael A. Clemens, Global Skill Partnership: A proposal for Technical Training in a Mobile World, CCD Policy Paper 40, Centre for Global Development, Washington DC (2014)

## 2. UNDERSTANDING DIFFERENT CONCEPTS BEHIND SKILLS AND MIGRATION



### The different concepts behind skills and migration

BRAIN DRAIN	BRAIN WASTE	BRAIN GAIN	BRAIN CIRCULATION
Departure of educated or professional people, usually for better conditions/ pay	Migrants taking up unskilled jobs despite having professional qualifications	Acquisition of high-skilled migrant workers	Circulation of knowledge and skills between countries of origin and destination

### Brain drain

Brain drain is the departure of educated or professional people from one country, economic sector, or field to another one, usually for better pay or living conditions.

Depending on the circumstances, the loss of skilled personnel may impact negatively on development. When trained and highly educated persons emigrate permanently, public investments in financing their education and training are essentially lost. Furthermore, depending on the income opportunities of the educated and the trained or potential generated by them and on the tax regime, there may be a loss of tax-revenue. However, the export of skills may, if well managed, have advantages (see thinking point below).



Brain drain may lead to a lack of human resources in key areas and hamper the advancement and competitiveness of the economy and the social institutions of developing countries. This is particularly visible at local level hence the needs for LRAs to address it in particular in rural areas. There are several examples of massive brain drain; many of them related to medical professions.<sup>11</sup> In such situations, there may be a perceived injustice when countries or territories have invested heavily in skills development through educational systems. In addition, the development prospects of those territories may be severely compromised by the loss of skilled workers and have a negative impact on local economic development.<sup>12</sup>

Despite these potential costs, not all movements of highly skilled migrants necessarily represent a 'brain drain' in the sense of imposing a net loss. A number of governments have become sufficiently concerned with the lack of opportunities at home and the political threat that this could pose. Therefore at times will encourage and aid emigration: a situation sometimes dubbed a '*brain overflow*'.<sup>13</sup>

## Brain waste

Brain waste can occur in the presence of low international transferability of human capital,<sup>14</sup> which takes places when skills are not transferable or exchangeable in different contexts.

If the international transferability of human capital is low, a skilled migrant has higher chances of ending up working as low- skilled.<sup>15</sup> In fact, a skilled migrant can only work as a skilled worker in the destination country if his human capital level is recognized in the destination country. For example, it is very common that skilled individuals have to apply for equivalence of their university degree in the destination country and in many cases, this is not approved or they may need to carry out additional courses to fulfil the criteria of the destination country. In addition, the international transferability of human capital seems to be affected by other factors such as the working experience as well as language skills.<sup>16</sup>

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<sup>11</sup> ILO, *Strengthening Migration Governance: implementation of OSCE commitments related to migration by OSCE participating States*, (2009)

<sup>12</sup> ILO, *Fair migration: Setting an ILO agenda*, (2014)

<sup>13</sup> Ibid

<sup>14</sup> Chiswick and Miller, (2007)

<sup>15</sup> Ibid

<sup>16</sup> Chiswick and Miller, (1992) and Bleakley and Chin, (2004)

## Brain gain

Brain gain is the acquisition of high-skilled migrant workers in territories of destination or returnees in territories of origin. Some local, regional and national policies have to be established to facilitate the migration of high-skilled workers and offer favorable conditions, also known as pull factors. However, these policies need to serve not only to attract them, but also to retain them: brain gain usually occurs because of a combination of various *pull factors* which cause high-skilled workers to migrate or migrant workers to return to their territories of origin.

These *pull factors* are usually created when the supply of national skilled workers is low, due to an expansion of the economy, brain drain or any other reason behind a shortage of workers. Countries of destination can design selective policies to control the type of skilled migrants that will contribute to their economies without damaging the national workers' possibilities.

## Brain circulation

Brain circulation is the movement of knowledge, skills and expertise that emerge through the migration of skilled workers sharing and transferring their experience and capacities with their territories of origin and their territories of destination in different ways. When skilled workers migrate, they greatly contribute to the development of the territory of origin. Through migration, the workers will develop their knowledge, skills and capacities which can then be exported back to their territory of origin.

Skilled migrant workers can become a major partner in local economic development in various domains through the transfer of skills and knowledge. A number of international programmes have sought to enlist the skills of diaspora members for short-term missions.



### The 'Transfer of Knowledge Through Expatriate Nationals' (TOKTEN)

This programme launched by UNDP in 1977 enables expatriates to contribute to projects in their country of origin by returning there for a period of less than three months. Over its first 20 years of operation, some 5,000 people have taken part in projects in roughly 50 developing countries.

## POINT FOR REFLECTION

### DOCTORS AND NURSES ON THE MOVE: BRAIN DRAIN, BRAIN GAIN OR BRAIN WASTE?<sup>17</sup>

The adequate supply of health care professionals has been a serious issue for developed countries in the last few decades. In the United States (US) a 20 per cent deficit in the registered nurse workforce has been forecasted by 2020 if current trends are not reversed. In the UK, 100,000 nurses were set to retire back in 2010. Across the European Union, more than half of the physicians were aged over 45 in 2000; in Norway, the average age of dentists was 62. Developing countries, on the other hand, struggle to produce and retain a sufficiently qualified health care workforce. Around 36 African countries do not meet targets of one doctor per 5,000 people and even in non-conflict affected countries such as Zambia and Ghana, there is only one doctor for more than 10,000 people.

Health care professionals who leave often do not return. A nurse in Uganda would typically earn US\$38 per month and a nurse in the Philippines would earn US\$380, but in the United States the average monthly wage for nurses is about US\$3,000. The difficult situation in the health system of some countries can therefore push health workers to go abroad. This has a direct impact on the quality of health care in the countries of origin of these migrants, in particular in rural areas where the lack of doctors and nurses jeopardizes the capacities of already weak health systems.



**What do you think could be done by LRAs to enhance the capacities of health systems in particular rural areas? How could LRAs encourage brain circulation of skilled health workers and ensure the return of health workers? Who would be the key partners to support this?**

<sup>17</sup> ILO, Looking for greener pastures: Nurses and doctors on the move (2006)

### 3. LOCAL SKILLS SHORTAGE AND MATCHING SKILLS THROUGH TRANSNATIONAL ENGAGEMENT

A skill shortage emerges when the demand for workers for a particular occupation is greater than the supply of workers who are qualified, available and willing to work under prevailing market conditions.

One response is to invest in local training in order to increase the productivity of each worker. Another strategy could be to hire workers from other countries only if employers can demonstrate that they are unable to find suitable nationals to fill the jobs and that the entry of foreign workers will not have a negative impact on the local labour market. Foreign workers will have to be skilled and willing to work on the prevailing wages.

In some circumstances, hiring foreign workers is a good permanent solution to the skill-shortage needs of employers and it can be a faster way to fill emerging vacancies than to train nationals. This can have a positive impact on LED when simultaneously connected with improving the access to vocational training & education of workers locally to avoid a backlash against migrant workers.

**Mapping efforts to identify both available skills among migrants and local development needs** are then followed up by efforts to match them. These can foresee the transfer of capacities through transnational engagement or by setting up broader forms of institutional collaboration between organizations in the global North and in the global South.



## Political answers at local level

While many political decisions regarding skills and migration are taken at international and national level, it is however important to highlight the role that local public institutions can play both in origin and destination territories in order to retain skilled workers or foster brain gain:

- **Development assistance and education:** the support and development of education and training institutions is certainly one of the best ways to offset local skills shortages and brain drain. Vocational training, as it will be seen further in this topic, is an effective way to manage migrants' skills and adapt them to the local market needs.
- **Strengthening human rights' institutions:** international, national and local efforts promoting the protection of human and labour rights will encourage skilled migrants to stay and will enhance their capacities to be actors of development in their own territory and thus contribute to the LED. Therefore, local authorities and other local actors have a vested interest in the promotion and protection of human rights, decent work conditions and living environment and conjunctures.
- **Targeted local economic development:** a focus on local economic development and local entrepreneurship would help create decent work opportunities and offer alternatives to labour migration. Investing in local infrastructures, while creating employment and improving decent living conditions, will also improve the possibilities of businesses and entrepreneurship and increase the positive impact on local economic development.<sup>18</sup>
- **Job placement schemes for migrants and ethical employment services:** Ethical employment services that assist workers in securing overseas employment are at the forefront of countries' efforts to prevent the exploitation of migrant workers. They are increasingly important also in providing cross-country job-matching services. In this role they need credible information on skills and qualifications. In some cases they are also providers of training. They may organize and assess technical training to fill specific needs of employers in the destination countries or they may provide training in employability skills, including language, culture, work practices and rights and responsibilities at work.

<sup>18</sup> ILO, Migration Of Highly Skilled Persons From Developing Countries: Impact And Policy Responses, (2001)



Their growing role has led to increased efforts to help them follow good practices in their recruitment and job-matching work to help mitigate the potential for labour migration to undermine development.

- Just as local public institutions can play a role both in origin and destination territories in order to retain skilled workers or foster brain gain, also can private employment agencies (PEAs). Many PEAs will exploit the lack of knowledge of the local labour and market regulation of the migrant workers. But nonetheless, not all recruitment and placement agencies aim to profit in detriment to the migrant workers. PEAs can act as intermediaries to promote the skills of the migrant workers and find employment that will suit and benefit both the workers and the employee. They could also build databases of skills recognition for the countries of origin of the migrant workers who use the services and therefore facilitate their labour integration and contribute to the LED. For that matter, local authorities should:
  - establish a framework to monitor the PEAs for migrant workers;
  - make sure that PEAs operate in accordance with a standardized system of licensing or certification established in consultation with employers' and workers' organizations;
  - ensure that PEAs respect migrant workers' fundamental principles and rights and ensure that migrant workers receive understandable and enforceable employment contracts.<sup>19</sup>

Strict guidelines established by national authorities and implemented with the support of local authorities, will contribute to the promotion and better respect of the rights, competencies and skills of migrant's workers.

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<sup>19</sup> ILO, Multilateral Framework on Labour Migration: non-binding principles and guidelines for a rights-based approach to labour migration adopted, (2006)

## POINT FOR REFLECTION

### WHO GLOBAL CODE OF PRACTICE ON THE INTERNATIONAL RECRUITMENT OF HEALTH PERSONNEL<sup>L20</sup>

This Code aims to establish and promote voluntary principles and practices for the ethical international recruitment of health personnel and to facilitate the strengthening of health systems. Member States should discourage active recruitment of health personnel from developing countries facing critical shortages of health workers. The Code was designed by WHO Member States to serve as a continuous and dynamic framework for global dialogue and cooperation. Although this is a global code, it addresses concerns that are often recognized first in rural areas; therefore it can have an important impact at the local level. Local authorities and actors should therefore lobby for its adoption at the national level.



**Do you know whether this code is being respected in your own context? If not, why? According to you, what could be done to better respect this code of practice? What will be the advantages at local level?**

<sup>20</sup> WHO, Global Code of Practice on the International Recruitment of Health Personnel, (2010)

## 4. ACCESS TO VOCATIONAL TRAINING

Giving migrant workers **access to vocational training that meets local labour market needs is an effective way to work towards local sustainable development.** Migrants' newly acquired skills will not only serve to fill an immediate market need, but also support development of the territory at the local level.

**Vocational training can improve the skills and employability of migrant workers.** It allows people to upgrade, update, or improve their skills, or adapt them to their new environment. Vocational training centres for migrants are the perfect example of working towards inclusive local socio-economic development. These centres or educational providers can offer to train migrant workers in certain areas according to skills shortages and local labour demand.

National skills development policies and systems strive to meet labour market needs for skills and to improve productivity and competitiveness in all sectors in which human resources are critical for the integration of skills development into national employment and development strategies. Skills policies and systems encompass technical and vocational training, workplace learning, and informal learning, learning opportunities in the informal and rural economies and education and training for lifelong learning. **At local level, vocational training centres should be made visible and accessible to migrants ensuring they also are informed of the programmes offered.**

Skills development is a key factor in the employability of migrant workers and the sustainability of enterprises. One of the objectives of skills development systems is therefore to ensure that the skills acquired match the skills valued in the workplace. Skills development systems must also help migrant workers and enterprises adjust to change and handle new conditions. **If applied properly, the inclusion of migrant workers into the local labour market can greatly improve local economic development across the whole territory.**

## POINT OF REFLECTION

### INCREASING VOCATIONAL TRAINING AND RECOGNIZING THE SKILLS OF THAILAND'S MIGRANT WORKERS

Thailand has 157 areas of national skills standards, but they are not appropriate for all industries and may not always match other countries' standards, thus migrants may not be able to have their qualifications recognized to work in the sector they have been trained for. To cover this gap and ensure that migrant workers can successfully validate their qualifications, a Memorandum of Understanding between Thailand and Korea was set up under the Employment Permit System (EPS). This requires workers to complete training before migration which permits the potential migrant to better respond to the needs of the local labour market in the territory of destination. This training is offered at local level in collaboration with LRAs.



This is a **good example how international - national and local levels could coordinate their efforts**. The MoU is taken at international level (between two countries) establish among national skills standards (national level) – the training activities are organized under the responsibility of the LRAs

**Would this approach be meaningful in your own context? Do you know of similar examples?**

## 5. BOLSTERING COOPERATION AND COORDINATION AMONGST STAKEHOLDERS

### Skill recognition and institutional cooperation

Skill recognition is the official recognition of the value of the acquired skills of a migrant worker, the competencies currently held, regardless of how, when or where the learning occurred. The skills are assessed through evidence such as certification, references from past employers, recognition of prior learning, work and/or life experience.

**Regional and local qualifications frameworks and regional and local cooperation for mutual recognition of qualifications create a favourable condition for facilitating labour mobility** and portability of migrant skills. Local actors should be part of the dialogue to improve policies and cooperation partnership to enhance the recognition of migrants' skills. This would facilitate their professional integration in the destination territories.

Recognition of workers' skills by potential employers is important for migrant workers so that they can obtain productive employment commensurate with their qualifications and experience, particularly when "Immigrants are more likely than the native-born to hold jobs for which they are over-qualified".<sup>21</sup> Given the lack of information on education and training systems in countries of origin available to employers in countries of destination, it may not be surprising that between 25 and 50 per cent of skilled migrant workers are inactive or unemployed or hold jobs that require lower levels of skills than their previous occupation.<sup>22</sup> Being able to recognize skills is important to employers in order to determine whether migrant workers have the ability to meet their needs hence, avoiding migrant workers brain waste.

Cross-border skills recognition is not easy because destination and origin countries' systems of occupational classification and qualifications can be very different, and employers may lack information about the credibility or reputation of diploma- or certificate-granting institutions in other countries. Local authorities in collaboration with the local actors involved

<sup>21</sup> OECD, (2007b) p. 25

<sup>22</sup> ILO, Skills for improved productivity, employment growth and development, (2008)

in LED strategy could develop partnership with other localities and region of destination, and create databases of skills recognition schemes to facilitate the integration of migrant workers.

Skill recognition is also of critical importance to migrant women since they are disproportionately affected by deskilling. Many highly skilled women migrants are unable to transfer their skills when relocating to a new territory due to gendered practice in the territory of destination and the general preconception by employers and institutions that migrants' qualifications do not necessarily meet the demands of the local job market. Therefore, despite the human capital they might bring with them, many of the professional qualifications or diplomas that migrant have, are not recognized, in turn limiting their integration into the local labour markets of territory of destination.

## POINT FOR REFLECTION

### DESKILLING OF WOMEN MIGRANT WORKER

A large number of highly skilled women migrant workers accept low-skilled jobs with hopes of subsequent upward mobility. This deskilling tends to affect women more significantly than men migrant workers.



**How are women migrants being integrated in your local labour market?**

**How can LRAs ensure that those women migrant workers are professionally and socially integrated in their territory, in turn avoiding brain waste?**

## Coordination among actors and the specific role for LRAS

Multiple stakeholders are likely to become involved in skills transfers, including migrants and their representatives, national and local authorities in the countries of origin and destination, aid agencies, educational institutions and institutions responsible for the recognition of qualifications and, of course, public and private-sector employers. These stakeholders generally pursue diverse objectives with different timeframes and entailing highly variable resources. It is nonetheless necessary to reconcile differing approaches and expand co-ordination amongst these stakeholders for more effective management of skill transfer and recognition.

Local authorities also have an important role to play, which could be enhanced with the support of decentralised co-operation. Decentralised co-operation could offer an ideal framework for lending government support to diaspora members' development initiatives by exploiting the proximity between local authorities and associations with a local presence.

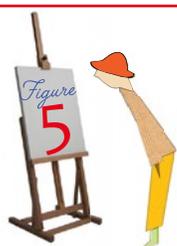


Do you want to know more about decentralized cooperation, co-development and territorial partnerships? Go to Module 2, Topic 2.

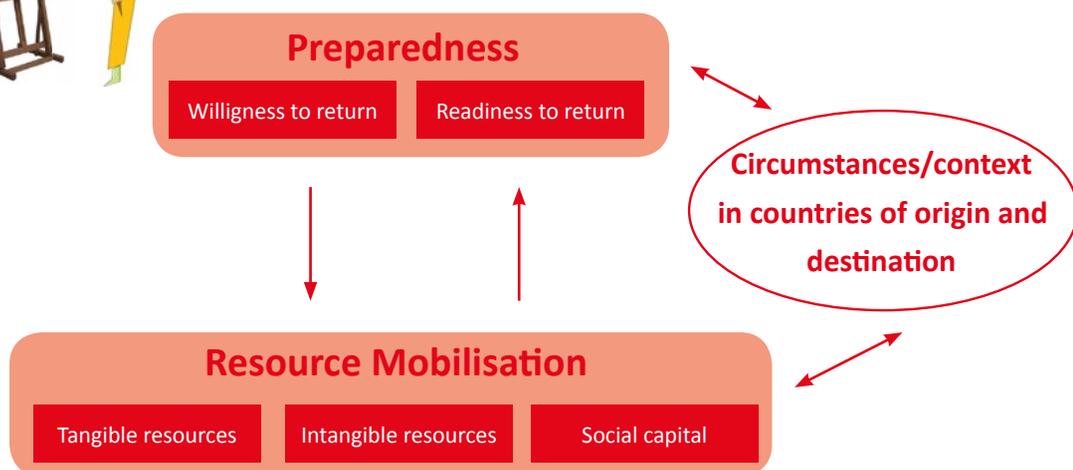
## 6. HOW SKILLS OF RETURNEES CAN HAVE AN IMPACT ON LOCAL DEVELOPMENT?

The return of migrants can promote development through the promotion, mobilization and utilization of productive resources that they have gained abroad. In practice however, gauging the extent to which return migrants contribute to development is complex, and much consideration needs to be given to understanding:

- the profile of returnees (age, skills, investment potential, gender...);
- the time, motivation and condition of return migrants;
- the level of preparedness and willingness;
- their ability to reintegrate and/or invest into labour markets of their countries of origin.



### Return preparedness<sup>23</sup>



<sup>23</sup> Jean-Pierre Cassarino, (2004)



In order to foster the professional and professional reintegration of return migrants LRAs should:

- ensure that the skills of return migrants correspond to existing local needs (e.g. up-skilling and retraining return migrants);
- enhance job orientation and placement schemes.

Skills recognition schemes are also helpful in aiding territories of origin to benefit from the development potential of returnees. Systems that recognize the new skills or skill levels acquired during work abroad would help returnees obtain commensurate work at home.

To achieve these objectives, the following non-exhaustive list of specific actions can be considered by LRAs.

- ***Establish Migrant Resource Centres***

Migrant Centres in the territory of origin provide services and job-matching to migrants and empower them to reintegrate into society through training and re-training. Moreover, they provide a platform for entrepreneurship as a way to reintegrate socially and professionally in their territory of origin.<sup>24</sup>

It should be noted that some returnees may find themselves in more vulnerable situations than others, particularly when return migration occurs involuntarily or the migrant has suffered from a failed migration experience. In this sense, such migrant resource centres can also provide much needed psycho-social and short-term humanitarian support that migrants may need before being able to reintegrate into society and professional life.



Do you want to know more about migrant entrepreneurship? Go to Topic 3 of this module .



Do you want to know more about services provided to migrants at the local level? Go to Module 3, Topic 2.

- ***Provide up-skilling and re-training***

Projects may capitalize on migrant skills by ensuring that the capacities of returnees are beneficial to local development. In these cases, migrants are offered general support in coping with intercultural challenges posed by reintegration, and they may also receive training to align their skills with the reality of local markets. The implication of local authorities and local actors in developing training projects can up-skill less qualified workers or workers who lack skills that are in demand in local markets or they can provide reintegration assistance and re-training for qualified workers who need to adapt the skills they possess to local market needs. An assessment of the skills learned in the country of destination is important to avoid brain waste upon return. In this case, brain waste is understood as the worthlessness of the acquired skills abroad in the national and local context. If the returnee is not able to use his or her skills through retraining, there is high possibility of re-emigration due to a failed social and professional reintegration.

- ***Create a job placement schemes for returnees***

Job placement is another key activity for projects targeting return migrants. Local actors (in particular local offices of public employment services or PEAs) can develop specific schemes to facilitate contact between employers and (aspiring) returnees who hold relevant skills to fill vacancies on the local market. These schemes are often matched with professional retraining to adjust migrants' individual career paths and to ensure that the skills and experiences they have acquired abroad can be exploited in the local market. Some organized information days in the countries of immigration about job opportunities at home, others took on the direct task of receiving job offers from employers and distributing them among suitably qualified return migrants. Websites are also an effective tool to host job vacancies and match them with the profiles of job seekers contained in a migrant database. Close collaboration with key stakeholders such as employers' associations, chambers of commerce, companies in the private sector is crucial for the success of this kind of activity.



Do you want to know more about actions at local level to foster the social and professional reintegration of returnees? Go to Module 5, Topic 3.

## KEY LEARNING POINTS

- Long-term skills forecast are usually carried out at the national level, whereas short-term skills forecasts are conducted at the regional or local levels, often through the network of Public Employment Service (PES)
- Regional and local qualifications frameworks together with regional and local cooperation for mutual recognition of qualifications create favorable conditions for labour mobility and portability of migrant skills. Local actors should be part of the dialogue and efforts to improve the policies, cooperation and partnerships to enhance the skills recognitions of migrants so their professional (re) integration can be effective.
- Local authorities in collaboration with the local actors involved in promoting LED should create partnership with other localities and regions of destination and create databases of skills recognition schemes to facilitate the integration of migrant workers. Skills recognition schemes are also helpful in aiding territories of origin to benefit from the development potential of returnees. Systems that recognize the new skills or skill levels acquired during work abroad would help returnees obtain commensurate work at home
- A number of strategic options can be outlined for refocusing the contributions of migrants and Diasporas to development. These options revolve around a central objective, which seeks to better identify needs and the supply of skills so that public policy actions in territories of origin and destination can be targeted more effectively
- The three main axes consist in:
  - improving access to information;
  - supporting initiatives by diaspora members;
  - increasing the involvement of local authorities and employers.





## TOPIC 3

# ENTREPRENEURSHIP OF MIGRANTS: CHALLENGES AND OPPORTUNITIES

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## Learning objectives

By the end of this topic, participants will be able to:

- understand the opportunities and the challenges related to migrant entrepreneurship;
- analyse how cooperatives could be an adequate solution for migrants;
- appreciate the specific role that could be played by local authorities in promoting the entrepreneurship of migrants.

## Introduction

According to OECD, migrants represent a higher percentage of entrepreneurs than native people in the country of destination.<sup>25</sup> The entrepreneurship of migrants could be a great opportunity, but can also bring its load of challenges. The common reasons **why a migrant, or anyone**, might attempt entrepreneurial activity are:

- cultural and personal predispositions;
- a regulatory environment supportive of entrepreneurship;
- commercially viable business ideas;
- access to capital and;
- an alternative employment option.

All of these factors can be conducive to having a positive impact on LED, and, if well managed by the local authorities and other local actors, can promote and provide incentives for migrant entrepreneurship. These factors can have particular implications for migrants and explain why they often become entrepreneurs.

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<sup>25</sup> OECD, Entrepreneurship and Migrants, OECD (2010)

# 1. HOW CAN MIGRANT ENTREPRENEURSHIP HAVE A POSITIVE IMPACT ON LED?

Local entrepreneurship is an effective way to contribute to the local economic development (LED) and many migrants choose this way to integrate themselves into the labour market. As with labour migration, entrepreneurs are motivated by a similar drive: to improve their economic circumstances.

Some will start a business to compensate the low employability rate or discrimination they could face in access to employment, but others have already an entrepreneur's background prior to their arrival and are willing to start or expand a business. Some ethnic groups seem to have more of an entrepreneurial cultural background and will adjust better to a new business environment while others might find it more of a complicated challenge.<sup>26</sup>

*"Migrant entrepreneurs broaden the range of goods and services available, adding vitality to particular city neighbourhoods, thus preventing or even reversing deterioration. Migrant entrepreneurs often have skills that are no longer in sufficient supply in economies of destination and are willing to work long hours and use their social capital to reduce production and transaction costs"*<sup>27</sup>

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<sup>26</sup> Ibid

<sup>27</sup> Ibid



## Opportunities and challenges related to migrant entrepreneurship

### Opportunities

Migrant entrepreneurs provide goods and services that might not exist or be limited in their absence (especially in regard to services)

Migrants create their own employment but also additional employment for other migrants as well as national workers

Migrant entrepreneurs can contribute to maintaining and developing economic activities in specific urban and rural areas at risk of economic or demographic decline

Migrant entrepreneurs can contribute to the economy of receiving countries by expanding the host country's foreign trade using their transnational linkages.

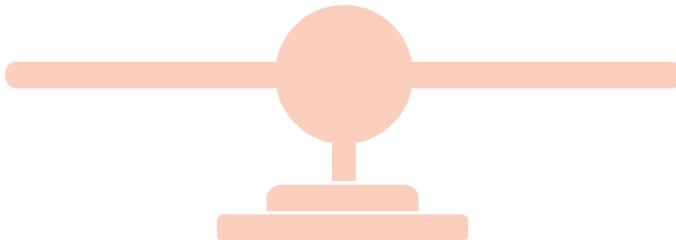
### Challenges

Finding an appropriate location

Being able to advertise business properly

Understanding national and local regulations and access to information

Insufficient startup capital

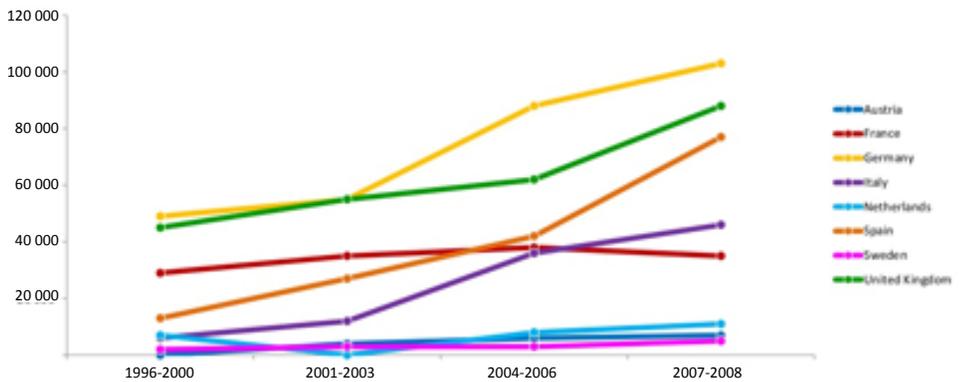


If we look at the trends of entrepreneurship of migrants in Europe as well as its impact on job creation at the local level (outlined in the graphs in Figures 7 and 8 below,) we can see that there is an important increase of “foreign-born” entrepreneurs since 2000, contributing to job creation in most countries and thus LED.<sup>28</sup>

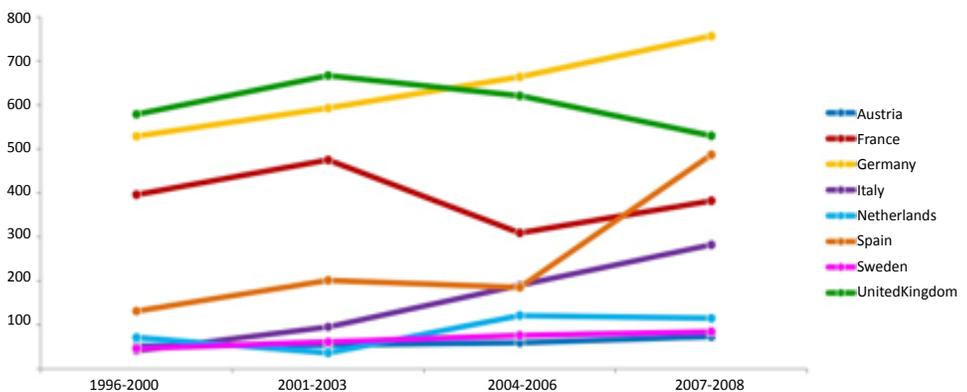
<sup>28</sup> Migration Policy Group (MPG), Diversity in the Economy and Local Integration (DELI), (2014)



## Average yearly number of new entrepreneur, foreign-born, 1998-2008 – OECD



## Persons employed in firms of immigrants entrepreneurs, 1998-2008, thousands - OECD



## POINT FOR REFLECTION

### WHAT IS SUPPLIER DIVERSITY<sup>29</sup>?

Supplier Diversity is a business programme that encourages organisations to use a wide range of supplier types, starting with SMEs and including diverse and under-represented businesses; small, local and innovative firms, third sector, social enterprises and other types of organisations **which include migrant/ minority-owned, businesses.**

Supplier Diversity is becoming more important to potential business customers. Companies are increasingly being asked by its potential customers to supply information about its Supplier Relationship Programme, as a requirement within the bidding process.

By broadening the diversity of their supply base, companies can gain access to new ideas, increase competition, and widen their candidate pool. It also helps align supply chains and products and services with an increasingly diverse market of customers and clients.



There are also social benefits and implications for company programmes supporting corporate social responsibility (CSR). Supplier diversity for example can help regenerate communities and encourage new entrepreneurs.

**What can be done in your context by LRAs to support supplier diversity at territory level? What could be the benefits within the local and migrant communities?**

## Migrant women as entrepreneurs

As seen in the Core Module, Topic 2, migrant women face more grounds for discrimination in the territories of destination. Women entrepreneurship is already, regardless of the status, more difficult to achieve than for men. Nonetheless, today, more and more women entrepreneurs are starting businesses and they now account for a

<sup>29</sup> [http://www.supplierdiversityeurope.eu/what-is-supplier-diversity\\_3.asp](http://www.supplierdiversityeurope.eu/what-is-supplier-diversity_3.asp)



quarter to a third of all businesses in the formal economy worldwide. However, the great majority are very small or micro enterprises with little potential for growth. Women entrepreneurs are under-represented in enterprises of all sizes, and the bigger the firm the less likely it is to be headed by a woman. The probability of a migrant woman to succeed in establishing an enterprise is further reduced by the discrimination ground she faces.

Societal attitudes and social beliefs inhibit some women from even considering starting a business, while systemic barriers mean that many women entrepreneurs stay confined to very small businesses often operating in the informal economy. This not only limits their ability to earn an income for themselves and their families but also restricts their full potential to contribute to socio-economic development and job creation. The World Bank's World Development Report 2011 suggests that productivity could increase by as much as 25% in some countries if discriminatory barriers against women were removed.

Removing these barriers, such as discriminatory property and inheritance laws, cultural practices, lack of access to formal financial institutions, and time constraints due to family and household responsibilities, will create greater opportunities for sustainable enterprises run by migrant women. This in turn will contribute to women's economic empowerment and gender equality as well as helping to generate sustainable growth and jobs. While removing barriers is essential, investment is equally as vital. Investing in women is one of the most effective means of increasing equality and promoting inclusive and sustainable economic growth.<sup>3</sup> LAscan promote and bring incentives for entrepreneurship of women migrants and therefore create pull factors, as seen in topic one, but also create an alternative to migration and retain the women entrepreneur, so the LED comes from within.

## **Return migrants as entrepreneurs**

The possibility for return migrants to become entrepreneurs has been a recurrent topic in recent dialogue on migration, both at bilateral and multilateral levels.

Entrepreneurship of return migrants can be very beneficial for the sustainable growth of the territory of origin, since returnees often bring with them new skills and also new ideas that if managed well, can be harnessed for local development.



However, it has been highlighted in many studies on return migration that this approach should be carried out carefully. The study research published by the European University Institute (EUI) “Return and Development”,<sup>30</sup> highlights that *“there exist preconditions in the country of origin that need to be taken into consideration to foster the credible reintegration of return migrants involved in entrepreneurship back home. Apart from the need to ensure the completeness of entrepreneur-returnees’ migration cycles, access to investment opportunities in the private sector of the country of origin is a key element that cannot be ignored”*.



Do you want to know more about actions at local level to foster the social and professional reintegration of returnees? Go to Module 5, Topic 3.

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<sup>30</sup> Jean-Pierre Cassarino, ed. (2013)

## 2. CHALLENGES FACED BY MIGRANT ENTREPRENEURS

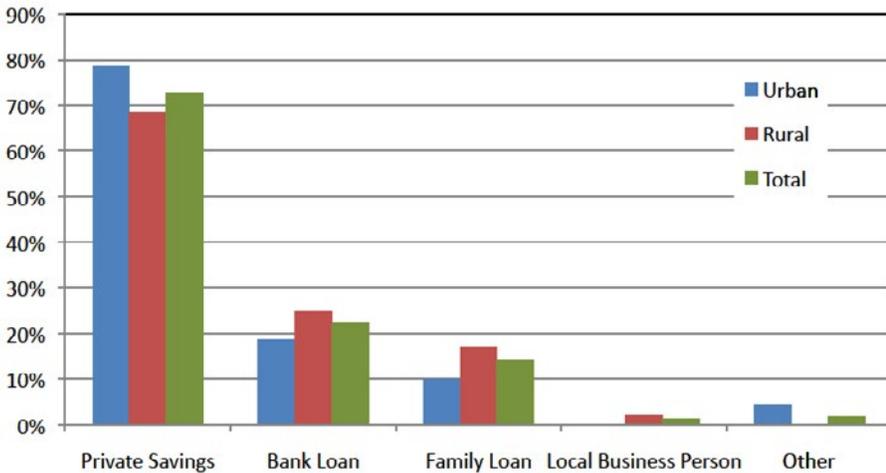
Migrant entrepreneurs play a vital role in sustaining and promoting growth in the local economy in which they live. They face many of the **same barriers in starting and growing their businesses as do most entrepreneurs**, which include **insufficient start-up capital, complying with regulations, finding the right location and advertising**. However, many migrant entrepreneurs also have to learn **where to go to obtain the information needed** to start a business. In addition to requesting assistance in writing their business plan, one half of the entrepreneurs need help in understanding the licensing or regulatory process. The main challenges faced by migrant entrepreneurs are outlined in more detail below.

- ***The insufficient start-up capital and access to loans***

Capital is a crucial part of the first steps of a business and the access to capital to start the business is one of the first challenges migrant entrepreneurs will have to overcome. Migrant entrepreneurs will face more difficulties than national entrepreneurs to access a loan or credit from traditional financial institutions, which can constitute the first impediment to the implementation of a small business in the territory of destination.



## Example of sources of Start-up capital for Latino migrant entrepreneurs in Arkansas (USA)<sup>31</sup>



As can be seen from the figure 9 above most of the Latino migrant entrepreneurs in Arkansas start their business with private savings. Bank loans and family loans represent mostly the same percentage and are clearly less utilized.

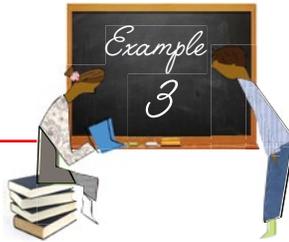
This shows two important aspects:

- the need for migrants to have capital before setting up the business which could retain most of the migrants to make the necessary step forward;
- migrants' economic and social success as entrepreneurs is clearly impacted by the presence and utilization of their social capital.

The lack of financial capital implies that many migrant entrepreneurs are funnelled towards markets for which only small inlays of capital are needed, where growth is more difficult, and where they resort to informal credit systems which can be very risky for the migrant.

<sup>31</sup> University of Arkansas, United States Department of Agriculture, and County Governments Cooperating, "Challenges Faced by Latino Immigrant Entrepreneurs", (2009)

Other sources of capital and resource mobilization are available like micro-finance or crowdfunding. Resource mobilization and access to capital also depends on the environment in which the migrant wants to establish the business and the value of the enterprise; is it highly innovative? Is there a lot of risk involved? Is there a market for the service or product offered?



### The NARWI platform<sup>32</sup>

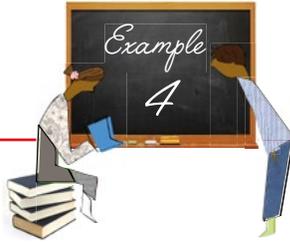
Narwi –which means “to tell a story” in Arabic - is a crowdfunding platform that seeks to create business opportunities for young Arabs. By providing a revolving donation to Narwi, donors can empower micro-entrepreneurs to launch businesses, create jobs, and make positive changes in the region. This initiative has been especially created to address youth unemployment in the Middle East and North Africa which is the highest in the world and is a leading cause of instability in the region. Youth unemployment also is a push factor for many young people to emigrate towards Europe.



- **The difficulty to understand regulation and to access to advice and information services.**

A significant obstacle for any new entrepreneur is their lack of familiarity with regulations and procedures upon start-up of their business. Migrant entrepreneurs are, however, particularly disadvantaged in this regard due to lower education levels and language barriers. As these problems may be overcome through the diffusion of information, many cities provide some kind of advice and information services on entrepreneurship, and some services which directly or indirectly target migrant entrepreneurs.

<sup>32</sup> <http://launch.narwi.org/>



## Workers Unions in Breda and its special department advising entrepreneurs

Workers' unions, such as the one in Breda, The Netherlands, sometimes have a special department advising entrepreneurs without staff, offering lower rates for insurance and administrative services, legal advice and support, and lobbying for people who work independently.



## The Vienna Economic Chamber and the Turkish Information Sheet for Grocers<sup>33</sup>

The Vienna Economic Chamber provides special information sheets in different migrant languages and for different business areas about many aspects of everyday business operations. An illustrative example is the Turkish Information Sheet for Grocers (*Türkisches Infoblatt für Lebensmitteleinzelhändler*), which is also available in a number of other languages.

This folder supplies information about all relevant aspects of conducting a grocer's business: from the acquisition of a trade licence and formal business registration to the legal opening hours, hygiene regulations (cleaning and disinfection plan, staff training, pest control, service of cooling appliances, cooling temperature ranges) and details about contracts of employment, registration at the regional medical insurance company, and the legal regulations about the employment of foreign citizens.



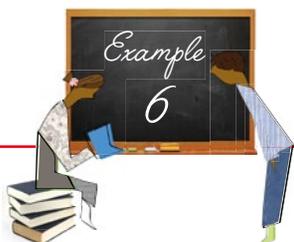
<sup>33</sup> CLIP, Promoting ethnic entrepreneurship in European cities, (2011)

- **The need to get advertising and marketing skills**

Finding the right position in the market and building a sufficiently large (and diverse) customer base is key for any entrepreneur. There is a rather general sentiment that migrant entrepreneurs tend to cater to a co-migrant demands rather than diverse clientele, and therefore should be encouraged to break out of these more limited markets.

Improvements in establishing closer contact with a wider variety of customers can be accomplished in many ways, for instance by:

- moving to a different location;
- changing business sector;
- increasing the product range;
- establishing connections to mainstream businesses;
- embarking on a different marketing style.



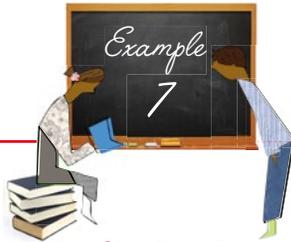
## **Project Promotion of Small Businesses' Competitive Power and Marketing Activity in Zagreb**

A comprehensive initiative focused on entrepreneurs in general to improve marketing skills is found in Zagreb, where the Croatian Ministry of the Economy runs the project Promotion of Small Businesses' Competitive Power and Marketing Activity. This initiative provides training courses and workshops as well as facilitates participation in trade fairs and exhibitions, paying the rental fees for halls, assisting with advertising material and market research, and helping with the creation of a corporate identity and corporate design.



- **The challenge to find an appropriate location**

A practical challenge for many migrant entrepreneurs is finding a shop, office space or manufacturing space. When looking for such a space, they have to take into account their customer base, the costs, and local rules and regulations. LRAs can support entrepreneurs to find a business location, either through help in finding premises such as office spaces, locations for trade, storage space or plant areas, or through the provision of premises within business incubators (see more on the role of LRAs below) .



### **The Wolverhampton India Project<sup>34</sup>**

Tapping into the potential of immigrant communities and business networks to connect local economies to emerging markets is a smart local development strategy for cities. This was the impetus behind the Wolverhampton India Project (WIP), which was launched at the Houses of Parliament in 2007 by the Wolverhampton City Council, the University of Wolverhampton and local partner organizations. The Wolverhampton India Project helps Indian investors thinking of locating to Wolverhampton to find business premises.



<sup>34</sup> [http://citiesofmigration.ca/good\\_idea/wolverhampton-india-project/](http://citiesofmigration.ca/good_idea/wolverhampton-india-project/)

### 3. THE COOPERATIVE OPTION

#### Definition: What is a cooperative?

A cooperative is an autonomous association of persons, united voluntarily to meet their common economic social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise.<sup>35</sup>

Cooperatives exist in all sectors of economic and social activities and are found in almost all countries of the world. They bring together over one billion people as members including migrants and their families.

With over 100 million jobs provided worldwide, the role of cooperatives as employers is significant.<sup>36</sup>



Cooperatives put people at the heart of their business. Since they are owned and democratically controlled by their members, the decision taken by cooperatives balance profitability with the needs of their members and the wider interests of the community. Cooperatives come in various forms, serving many different needs, resilient to crises and thriving with diverse societies.

Whether men and women migrant men and women join existing cooperatives, or create cooperatives exclusively of migrants, they take part in an enterprise that caters to economic, social and cultural needs. They participate in democratic decision-making and have an equal voice. They can also benefit from education and training as cooperative members and/or employees, improving their business and leadership skills.<sup>37</sup>

<sup>35</sup> ILO Promotion of Cooperatives Recommendation, 2002 (No 193]

<sup>36</sup> ILO Cooperatives (COOP) unit.

<sup>37</sup> Ibid



Like other forms of enterprise, cooperatives may often include migrant workers in their workforces. Many provide integration programmes for migrant workers, including language and skills training. *Viaggi Solidari* has trained migrant workers in major cities to be tour guides, leading to some joining the cooperative as member-employees<sup>38</sup>. In the United Kingdom, The Co-operative, the largest farming business in the UK, runs special training and follow-up in relation to their social integration efforts that has resulted in a number of seasonal migrant workers being promoted to Line Supervisors and Managers.<sup>39</sup>

Migrants can create their own enterprises through cooperatives, in their host countries, but also upon return to their home countries. Some choose to form worker cooperatives. In this form of cooperative, members are both workers and owners of their enterprises determining the goods or services provided by the enterprise. As worker-owners, members can create jobs on their own terms where they have a say in the workplace and the terms and conditions of work.

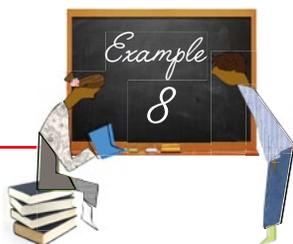
Returning migrants who share a similar background and experience are also forming cooperatives. With some accumulated savings, they choose to create their own business in their home countries, starting workers' cooperatives. In Indonesia a group of return migrant workers, consisting mainly of women, established a savings and credit cooperative to provide services for former Indonesian migrant workers and their families, including business management and start-up training. The membership of the cooperative which consists of workers who could not access services from conventional banks, has reached 29 members covering 100 migrant families who hold assets of USD 13,000 (as of 2009)<sup>40</sup>

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<sup>38</sup> [www.viaggisolidari.it](http://www.viaggisolidari.it)

<sup>39</sup> ILO, issue brief, "Cooperatives offer migrant workers options for better lives"

<sup>40</sup> ILO, "Migrant workers' cooperatives as a crisis response". 4 July 2009



## Migrant Mine Workers' Cooperatives

The Bella Rica Cooperative in Ecuador formalized artisanal and small-scale gold mine workers. The miners' main objectives in forming the cooperative were to formalize their work and obtain rights to the minerals mined. The cooperative consists of 141 members grouped into 56 mining societies. One of the many achievements is formalizing migrant temporary workers and offering more stable contracts to those interested in staying.<sup>41</sup>



It is important to note that mining industries also produce a lot of contamination which can have serious negative consequences for the environment. It is therefore key to ensure that such cooperatives also integrate practices in environmental protection into business planning.

## POINT FOR REFLECTION

**What could be the role of LRAs to encourage a green economy?  
Could cooperatives be useful?**



Cooperatives can also offer tailored services to migrants in order to encourage their membership. Different ranges of services have so far been proposed by cooperatives to migrants in different regions of the world from financial services (including tailored insurance products) to recruitment services.

<sup>41</sup> ILO, Cooperatives offer migrant workers options for better lives.



## A cooperative of migrant domestic workers

***Si se puede!, Amigos y Mujeres Unidas*** is a domestic workers' cooperative established in United States (USA). Its membership consists predominantly of immigrant women from Central and South America, it provides worker-members and prospective employers job-matching or recruitment services while protecting their members' rights. This effectively removes the workers' dependence on private recruitment agencies that may charge excessive processing fees or expose them to exploitative terms and condition of work.<sup>42</sup>

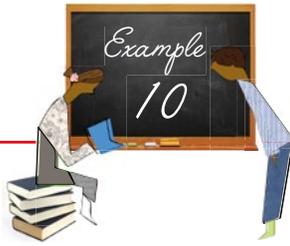


Cooperative enterprises can provide significant opportunities for specific groups such as informal workers by facilitating the transition to the formal economy. They can help others, such as migrant and domestic workers, move away from poverty and find decent work opportunities.

Therefore, cooperatives are already serving the needs of migrants around the world, but the potential of this model to improve the lives of the ever increasing number of people who are migrating is under-utilised and continues to be hampered by a lack of knowledge and understanding of the cooperative business model and how cooperatives can respond to the specific needs of migrants.

Policy and legislation continue to limit the formation and growth of cooperative enterprises especially in areas such as insurance and other social service provisions. In some destination countries the continued limitations on the rights of migrant workers to form their own businesses can have an impact on their ability to join and form cooperatives. Existing migrant education programmes for departing and returning workers, entrepreneurship education and business support services also neglect the cooperative option. Cooperatives face other challenges; even when the cooperative form of business is introduced to potential members, their promoters often underestimate the need for capacity building, business management skills, and specific training in cooperative governance (see section below).

<sup>42</sup> ILO. "Global Mapping of Domestic Worker Social and Solidarity Economy Organizations", (2013).



## Temporary migration and corporate social responsibility: The Coopetarrazú example

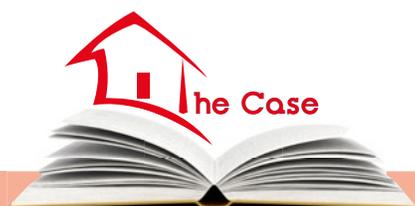
Coopetarrazú has been working in Los Santos since 1960. It is a cooperative of coffee producers that processes and sells this product sustainably. Coopetarrazú also manages supermarkets, sale of agricultural materials and funding for harvest. It also provides technical assistance to producers. Coopetarrazú has several certifications, including fair trade, thanks to their better social and environmental practices. It is dedicated to the export of the coffee Tarrazú feedstock and serves as a supplier of transnational companies like Starbucks. Coopetarrazú carry out quality management processes with Fair Trade and Rainforest Alliance for example.



In 2014, Coopetarrazú launched a joint project with the Pastoral Social Caritas (Catholic Church) and private enterprise DEMASA to tap into the domestic market with its own brand of coffee. It is a partnership which includes the Coopetarrazú Caritas seal on the packaging and through DEMASA distributes coffee in supermarkets across the country. Both companies give back to Caritas a percentage of sales of coffee sold. For example, by purchasing a 500 gram packet of gourmet coffee, they will be donating about 110 colones (US \$ 0.20).

Since Coopetarrazú depends on many temporary workers for harvesting the coffee, as part of the area of corporate social responsibility, Coopetarrazú provides accommodation for temporary migrant workers each year between November and February (especially indigenous Ngäbe-Buglé of northern Panama). This experience is developed in partnership with the Catholic Parish Church of San Marcos.

## 4. WHAT CAN BE DONE AT THE LOCAL LEVEL TO ENCOURAGE MIGRANT ENTREPRENEURSHIP



### MIGRANTS' S.T.E.P. (SUPPORTING TOOLS FOR ECONOMIC PROJECTS)

All migrants with an interest in investing in Senegal are free to approach the helpdesks and access the services offered, which sparked considerable interest among the target population. Migrants are assigned to a **business coach** or to other expert staff who assist **them during identification, elaboration, formalization and enterprise creation**. The project also mapped existing services that support migrant entrepreneurs, including sources of financial assistance and technical support. CAIM helpdesks are



strategically linked with other key institutions (chamber of commerce and Regional Agencies for Development in Senegal), therefore, enhancing their visibility and favouring potential future buy-in. The project was enriched by the complementarities of all partners. In particular, partnering with organizations providing micro-credit facilitates access to funding for migrant entrepreneurs and chances of buy-in. In addition, although their future depends on securing additional funding, the sustainability of CAIM desks benefitted from the project's strong 'training of trainers' activity.

### POINT FOR REFLECTION

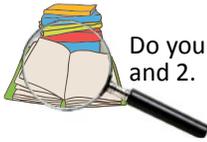
What do you see as advantages for migrants to have business coach? Do you know other similar examples in your local context? How is it organised? Would a similar example transferable in your own context? Why?



LRA's recognize and often publicly communicate on the importance of a strong, growing entrepreneurial and small business community which will embrace the diversity of the community and therefore foster the entrepreneurship of migrants as well. Yet, when it comes to supporting migrant entrepreneurs in practice, many local authorities are unsure of how they can make a real impact.

To encourage migrant entrepreneurs, LRA's need to examine how they can contribute to an entrepreneurial eco system by partnering and connecting with external stakeholders.

Policies of inclusion and welcome which help foster opportunities for integration into a local area are important at the local level. In particular access to language and cultural competency learning information about local resources and civic engagement opportunities are important components of integration processes. The main tools and manners in which LAs can support migrant entrepreneurs are outlined below in figure 10.



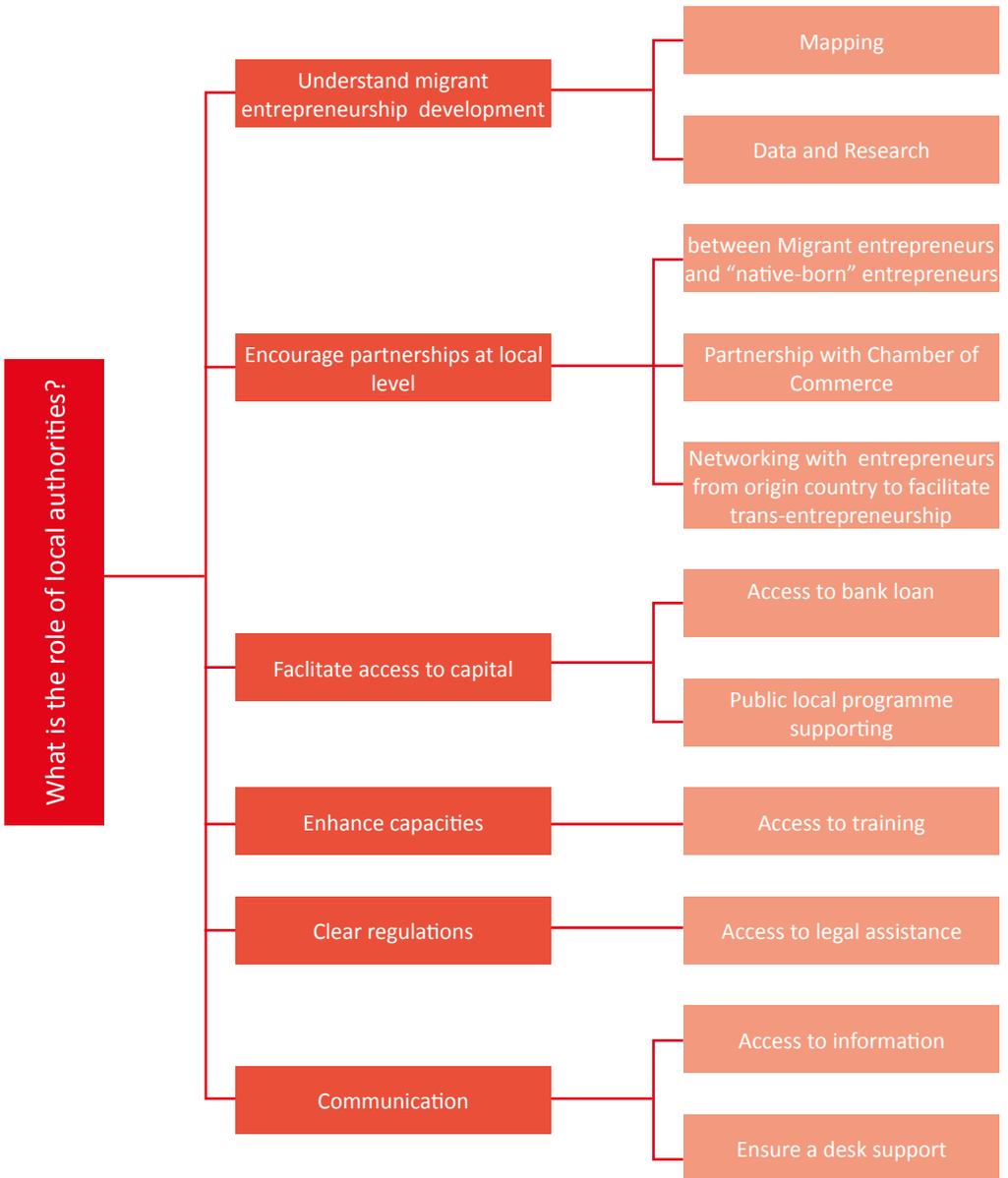
Do you want to know more on integration policies? Go to Module 5 Topic 1 and 2.

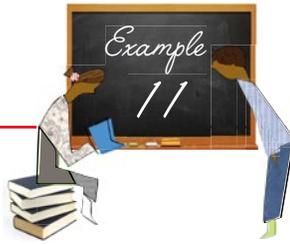
### **The European Commission Communication (2012) Entrepreneurship Action Plan 2020**

This EC Communication explicitly recommends EU member states to propose policy initiatives to attract migrant entrepreneurs & facilitate entrepreneurship among migrants, using the best practices developed locally aiming to remove legal obstacles to establishment of businesses by migrants and to facilitate their access to information and networking.



## The different roles for local authorities in supporting migrant entrepreneurs





## Support for Immigrant Small Business in New York

In March 2011, Mayor Michael Bloomberg launched three initiatives to make it easier for immigrant owned businesses to start and grow: a business plan competition for innovative strategies to provide assistance to immigrant entrepreneurs; new, free small businesses courses in Chinese, Korean, Spanish and Russian; and a business expo to showcase locally-based immigrant food manufacturing businesses and linking them to consumers nationwide (NYC Office of the Mayor, March 3, 2011). It is the first time that the city's Department of Small Business Services (SBS) and the Economic Development Corporation (EDC) were strategically aligned with the Mayor's Office on Immigrant Affairs (MOIA) to develop and provide services for immigrant small businesses.



This new set of initiatives requires extensive collaboration and communication both internally among the city's department and externally with community partners. In this capacity, the MOIA serves as the representative to immigrant communities and as the connector between communities and government. MOIA's strong relationship with community based groups allows it to be the trusted mediator to help introduce government services to the immigrant small business community.

Further key aspects to consider by LRAs when fostering migrant entrepreneurship:

- ***Understanding migrant entrepreneurship development and filling the information and intelligence gap***

While businesses as a whole look incredibly diverse, research suggests entrepreneurs and businesses move through stages of development that reflect a high level of uniformity of management and technical, and financial challenges. As they grow, entrepreneurs face new challenges and will likely need different resources and relationships to support them and this is also true for migrant entrepreneurs.

Understanding migrant entrepreneurship is important for LRAs, because it will allow them *in fine* to provide services better adapted to migrant entrepreneurs' needs. LRAs should be careful to not classify migrant entrepreneurs in one single category; indeed migrant entrepreneurship is not limited to small business/shop and restaurant but can also be important firms which have a key role in the development of the territory by creating for instance jobs for other migrant as well as national workers.

## POINT FOR REFLECTION



**Who are the migrant entrepreneurs established on your territory? Are their needs the same as those of national entrepreneurs? Where do they differ? Is there a risk of proposing programmes/ actions which are out-dated and not reflecting the real needs of current and future migrant entrepreneurs?**

In many cities there is a lack of basic data on migrant entrepreneurship in the integration departments. LRAs should consider investing in targeted and efficient ways of gathering information and providing policy-relevant analysis of migrant entrepreneurship (e.g., structural features and future developments). This should be regarded as an important contribution to the economic and social development of the territory. To achieve this in a cost-effective way, local policymakers should strengthen their cooperation with the numerous general or sector organisations such as the chambers of commerce, employers' organisations, tax authorities, local banks and private consultancies. The local level could also benefit from the use of larger databases managed either at the regional or even national level to obtain the necessary information.

- ***Include migrant entrepreneurship in the overall LED strategy***

LRAs should bear in mind the role and importance of migrant entrepreneurship within their overall integration, social inclusion and community cohesion strategy for migrants. Migrant entrepreneurship often does not feature prominently in the overall objectives of most cities and that paid employment is seen as the main element of integration into employment. LRAs should increase their awareness of how the development of the migrant entrepreneurship may positively impact on a number of factors including:

- 
- job creation – for migrants themselves and for other members of society including migrants from both the;
  - social integration – opportunities for upward mobility and the creation of community leaders;
  - urban development programmes – the revitalisation of poorer, deprived and often segregated neighbourhoods.
- ***Recognise migrant entrepreneurship in the overall economic strategy***

LRAs in particular should reflect on the growing economic importance of migrant entrepreneurship. The available data shows that one of the distinctive features of migrant entrepreneurship is its continuing growth in most cities (see figure 7). This is also reflected in the large numbers and high proportion of business start-ups by migrant entrepreneurs, where in some cities over 50% of all start-ups are initiated by migrant entrepreneurs. Local authorities and especially economic departments should recognise and foster this trend by, for example, strengthening local competitiveness through the improvement of external trade links based on the formal and informal networks and intercultural capabilities of migrant entrepreneurs. More variation in local service provision by migrant entrepreneurs can promote a dynamic and vibrant image of a cosmopolitan city. In order to capitalise on these potential economic gains, the relevant LRAs departments should ensure that existing mechanisms to support entrepreneurship are accessible and friendly to migrants in order to help to sustain the existence of migrant enterprises.

## POINT FOR REFLECTION

Due to the rapid growth of communication technologies, having access to internet or free or low priced international calls is becoming more abundant. This affects some entrepreneurs and in particular migrants who were for instance managing *internet coffee* shops.



**With new sectors and jobs appearing (for instance in communication) and with the new trends in economy (such as the green economy). What do you think migrant entrepreneurship will look like in the future? Are these aspects already taken into consideration in the overall economic strategy of your territory?**

- ***Improve cooperation between different local administration departments***

LRAs should be an example to other partners at the local level in developing a comprehensive strategy towards the promotion and the development of migrant entrepreneurship. All departments – statistics, economic and integration but also those responsible for urban planning and education – should work more closely with each other. In order to ensure an effective interdepartmental exchange and full cooperation, the top-level local policymakers must be convinced of the importance of migrant entrepreneurship and should provide leadership that gives the same strong signal to all layers of local administration. LRAs should involve and engage in regular dialogue with prominent local migrant entrepreneurs and use their knowledge to further develop local policies to promote migrant entrepreneurship.



Do you want to know more on coordination among local actors and dialogue? Go to Module 2, Topic 2.

- ***Ensure that a coherent, comprehensive policy approach reaches all relevant stakeholders***

LRAs should, where appropriate, facilitate and promote cooperation between different stakeholders by initiating, managing and sponsoring programmes and initiatives between mainstream and migrant business organisations, trade bodies, media, trade unions, professional training



organisations and the wider public. LRAs could also act as a starting point or even as a central nucleus for a regular dialogue with migrant entrepreneurs and the aforementioned actors. In this sense, LRAs can bring together service providers and business groups to help identify gaps, encourage collaboration and be a centralized information source.

In all territories local business associations are involved in several ways in political decision-making procedures, through formal or informal consultations, advisory committees or through membership of their representatives in political parties or even local parliaments. LRAs should encourage ethnic entrepreneurs to become active members of mainstream (general or sector) business associations in order to increase their involvement in local policymaking and to maximise other opportunities, for instance, to increase and broaden their client base.

LRAs could play an important role in encouraging the partnerships between the migrant and native-born business and entrepreneurship community are important for ensuring that migrant business owners are aware about the business resource available in a place such as the local chamber of commerce and other business organisations.

LRAs should also increase their effort to convince mainstream associations to be more proactive and open to embrace more diverse members (for instance, by actively seeking new members and by waiving membership fees for the first year). Business associations should reflect on the role and the potential economic significance of ethnic entrepreneurs for the local economy. Improved membership of this growing group of entrepreneurs could also support the organisational strength and influence of business organisations in the future. In a number of cities migrant entrepreneurs set up migrant or sector associations that address their specific concerns and challenges. LRAs should do more to support these organisations by helping them to cooperate with mainstream business organisations, providing them with office space and by engaging with them in a continuous dialogue. LRAs should also be more involved in promoting employees' rights in these businesses and should promote the establishment of works councils and the recognition of trade unions.



## POINT FOR REFLECTION

**Would employers' organisations also ensure the representation of migrant entrepreneurs within their organisation?**

- ***Facilitate links between different sectors such as education and training***

Migrant entrepreneurs should be encouraged to collaborate with schools and to offer more places for apprentices. In the current economic climate, with high levels of youth unemployment, and in the context of migrant youth suffering double discrimination, this could offer young migrant workers opportunities to up-skill and gain a new set of qualifications. It also provides a major path for the successful societal integration of young migrants.



Do you want to know more on social integration? Go to Module 5, Topic 1 and 2.

- ***Ensure efficient use of available tools supporting entrepreneurship***

CLIP (European network of cities for local integration policies for migrants)<sup>43</sup> research shows that currently local authorities directly and indirectly offer a large number and variety of programmes and tools to help potential or existing entrepreneurs. However, due to many barriers (lack of awareness, unsuitable ways of delivering information, cultural distance of migrants from the activities of the mainstream society, lack of language knowledge, and lack of contact with intermediary organisations in mainstream society, such as chambers of commerce), there is a limited use of programmes by migrant entrepreneurs.<sup>44</sup> LRAs should think of a more tailored and targeted approach to reach migrant entrepreneurs in general, or even specific groups such as migrant females. This could include sector-specific training, mentoring programmes, use of migrant organisations in spreading information about programmes, or using successful role models. Special attention should be paid to training that

<sup>43</sup> CLIP is a network of 30 European cities working together to support the social and economic integration of migrants. The CLIP network composition is threefold. It operates under the aegis of a number of European organisations, it comprises a network of European cities and is supported by a group of specialist European research centres.

<sup>44</sup> CLIP, Promoting ethnic entrepreneurship in European cities, (2011)



covers all phases of the entrepreneurial process, including planning, marketing, taxes or personnel management.

- ***Support better access to credit***

As seen above, one of the most common barriers for all entrepreneurs, particularly for migrant entrepreneurs, is access to finance with reasonable interest rates and conditions. Improving migrants' access to finance is a key way to improve the success of migrant enterprises. LRAs may consider providing the necessary guarantees for obtaining loans and even granting microloans. LRAs may also utilise their position of working with state-owned (local) banks to negotiate that these banks offer preferential loans for start-ups. LRAs can also engage with commercial banks to convince them to become more financial advisors with an ethnic background and providing information in attentive to the way they provide credit services (for instance, by employing languages) or to provide necessary training for bank employees on dealing with migrant clients.

LRAs could also facilitate for migrant entrepreneurs the access to credit and capital through microloan program, business incubators in local communities and other methods can also help spur migrant small business grow and foster job creation at local level.

- ***Act as proactive agents in regulatory and structural support***

LRAs have limited room for manoeuvre as far as the regulatory and structural environment for companies is concerned; responsibility for this lies mostly at the national level. However, they should be actively involved and promote the efficient implementation of rules, the abolishing of redundant bureaucracy measures and the introduction of effective support services, e.g., through the introducing one-stop service provision for entrepreneurs. LRAs should do more to emphasise and promote the sensitivity of diversity issues amongst those dealing with regulatory or other support matters by providing diversity and intercultural awareness training for existing staff and/or employing more staff from various ethnic backgrounds. LRAs should also actively try to liaise with and consult with the national policymakers and convey the message that they get from the local level. They should be an active interlocutor between the national level, which sets the laws, and the migrant entrepreneurs, who must comply with it.



Unclear regulations with confusing steps are especially burdensome on any new and small businesses. Successful review and improvement of the provision of business permits and regulatory functions hinges on communication with internal and external stakeholders and committed political leadership. LRAs need to provide an accessible way for migrant entrepreneurship to interface with regulations and can create for instance legal assistance that will provide concrete information to migrants interested in becoming entrepreneurs.

## KEY LEARNING POINTS

- Migrant entrepreneurs **broaden the range of goods and services available**, adding vitality to particular territories, thus preventing or even reversing deterioration
- Migrant entrepreneurs **often have skills that are no longer in sufficient supply in economies of destination** and are willing to compensate by working harder than the average person and by using their social capital to reduce costs. are willing to work long hours and use their social capital to reduce production and transaction costs
- Cooperatives **put people at the heart of their business**. Since they are owned and democratically controlled by their members, the decision taken by cooperatives balance profitability with the needs of their members and the wider interests of the community. Cooperatives come in **various forms, serving many different needs**, resilient to crises and thriving with diverse societies and can be an effective option for migrant entrepreneurs
- Migrant entrepreneurs play a vital role in sustaining and fostering growth in the local economy in which they live. **They face many barriers in starting and growing their businesses. as do most entrepreneurs, which include:**
  - **insufficient start-up capital;**
  - **complying with regulations;**
  - **finding the right location and advertising;**
  - **obtain the information needed to start a business.**
- In order to support migrants overcome these barriers and encourage migrant entrepreneurship LRAs should take into the account the following (non-exhaustive) list of key considerations:
  - **understand migrant entrepreneurship development and the needs of migrant entrepreneurs;**
  - **encourage partnerships and networking at local level** (between migrant entrepreneurs and “native-born” entrepreneurs but also with the Chamber of Commerce and other relevant actors;
  - **facilitate access to capital** through bank loans and local public programs that provide loans public local programme;
  - **enhance capacities** of migrant entrepreneurs and provide access to training;
  - **ensure clear regulations** and provide access to legal assistance;
  - **enhance the communication strategy** by providing access to relevant information and setting up a desk support.



## TOPIC 4

# REMITTANCES AND MIGRANT INVESTMENTS FOR LOCAL ECONOMIC DEVELOPMENT?

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## Learning objectives

By the end of this topic, participants will be able to:

- describe the positive and negative impacts of remittances on LED;
- appreciate the possibilities and challenges related to channelling remittances for LED purposes and recognize the role that can be played by local actors;
- explain the gender perspective of remittances.

## Introduction

Remittances are understood as cross-border, private, voluntary monetary and non-monetary (social or in-kind) transfers made by migrants, individually or collectively, to people or to communities not necessarily in their country of origin and are often seen as the expression of migrants' solidarity with their families and communities. For the purpose of this Topic, remittances will be considered as financial remittances.

Remittances are mainly used for consumption (food and improved housing), productive investment (entrepreneurship) and social investment and protection (education and health care). Remittances are clearly international in nature with US\$ 410 billion being sent in 2013 according to the World Bank. Moreover, remittances are the most tangible and evident form of financial capital that migrants possess but which have a clear impact at the *local level* with migrants sending their remittances, as a private resource, directly to family members and friends and their communities of origin. Remittances can increase purchasing power; enhance access to education and health care; facilitate entrepreneurship and investment and generally improve living standards and social cohesion; as well as provide support in emergency times of need; all of these potential aspects can clearly support local authorities' efforts in fostering local development. In this sense, local authorities, have a clear



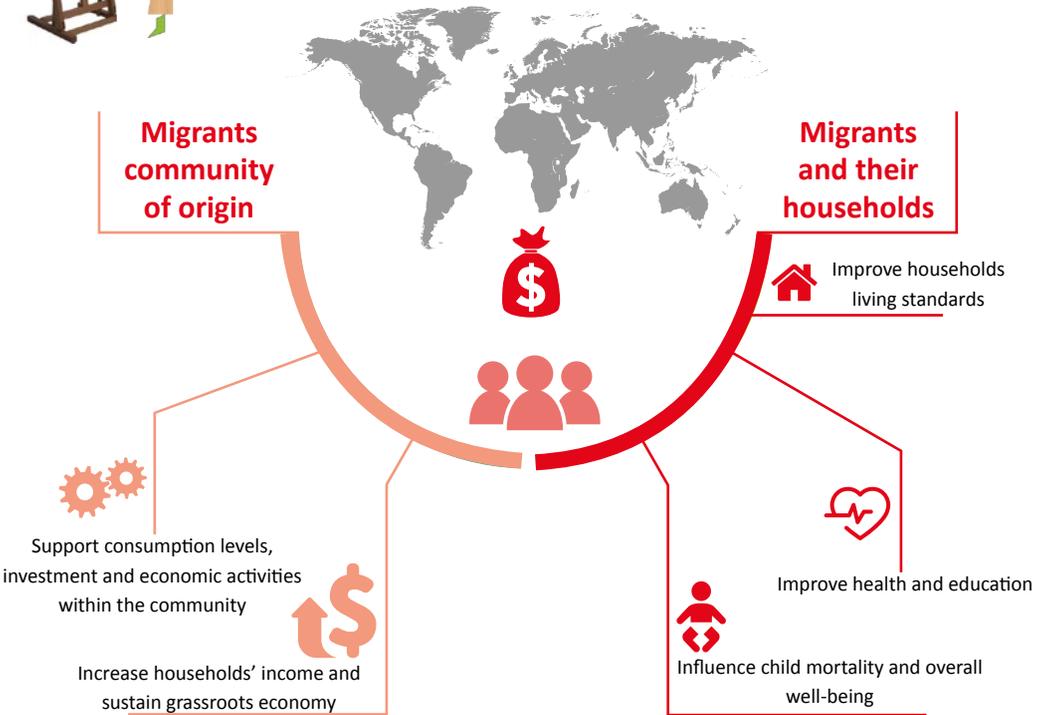
role in capitalizing on the potential these remittances have to foster local development for the benefit of the whole community. It is also important to note that local authorities in *both host and origin* territories of origin and destination can and should play an essential role in this and can do so by working together to facilitate safe and affordable transfer and receipt of remittances at both ends and to support both migrants in host communities and the communities back home territories of origin and destination to channel remittances into productive and sustainable development initiatives supported by LRAs.

# 1. REMITTANCES WITHIN DEVELOPMENT AND THEIR SOCIO-ECONOMIC IMPACT AT LOCAL LEVEL

As aforementioned, remittances can impact local economies through increased consumptions of goods and services and also through local investments and business creation due to the effect that remittances can have on migrants' households and migrants' communities of origin.



## The positive impacts of remittances at local level





## **Analyse of the economic impact of remittances at local level on migrants' household**

The economic impact on remittance recipient households is quite obvious and the most direct. Most of the time remittances are used for direct consumption. Remittances therefore can improve households' living standards, contribute to poverty alleviation and act as insurance against shocks (economic crisis, drought, natural disasters). But remittances are also used to improve the health and education of the family and in particular the children. By giving access to health and education, remittances can have a positive influence on child mortality and overall well-being.<sup>45</sup>

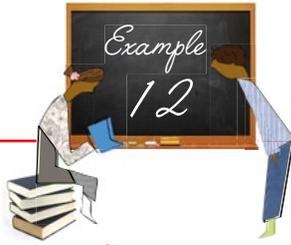
## **Analyse of the economic impact of remittances at local level on migrants' communities of origin**

The impact of remittances is not limited to the migrants and households, but is also beneficial for the communities of origin. The short-term impact is an increase in households' income and an improved grassroots economy but, directly or indirectly, remittances undeniably boost consumption levels, investment and economic activities within the community.

In the long run, an improved local economy and society would increase community autonomy and decrease dependence on external sources of income, but the major risk would be to rely only on remittances and continue to base logic on increasing local economic development through remittances. Therefore, while there are direct positive impacts on LED, a sustainable approach to enhancing LED needs careful consideration so as to avoid remittance dependency.

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<sup>45</sup> ILO, *Developing with jobs*, (2014)



## The economic impact of remittances at local level in Laos

In a study conducted by the ILO in the Mekong Sub-region<sup>46</sup>, which aimed to analyse the impact of remittances of Lao migrants working in Thailand on LED, the significant role played by remittances not only to the individual migrants, but also to their families and communities was evident.

The Lao households have received, on average, cash remittances of 28,465 baht<sup>47</sup> and in-kind remittance worth 6,391 baht.



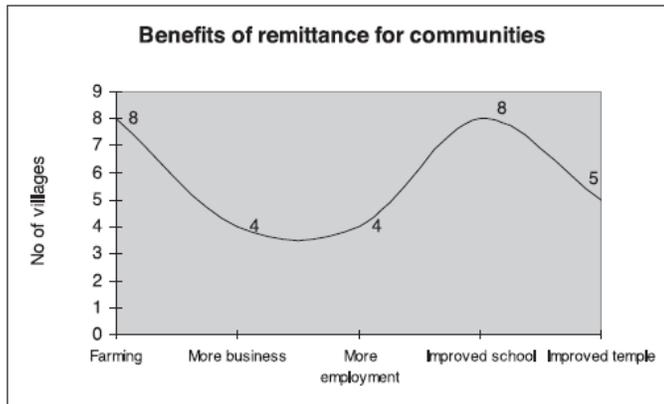
Moreover, 92% of the sampled respondents stated that Lao migrant workers have sent money for the benefit of their families and that only 17% sent money for their own benefit.

The majority of remittances are spent on home-repair and daily farming, with less than 2% being spent on investments. Moreover, 94% of households confirmed that their livelihood had changed for the better because they had more financial resources to spend on their housing, daily expenses and means of transport. Only 3% of households attempted to invest in new business, **but none of them were successful.**

At the community level, the survey also confirmed that 8 out of 10 villages which took part in focus group discussions were able to improve their farming and community schools mainly because of remittances sent by their community members working in Thailand. In terms of employment in 4 out of 10 villages there were job creation thanks to remittances.

<sup>46</sup> ILO, Somphone Sisenglaht "Migrant workers remittances and their impact on local economic development". (2009)

<sup>47</sup> USD 1 equates approximately THB 33



However, the same study also highlights the fact that migrant workers encounter many problems before being able to successfully send money home. Before departure, the majority of migrants are unaware of official procedures to become a regular migrant and in most cases, they cross the border without the proper documents. The perspective of sending money back home to contribute to the household or the community was more crucial than the legal channel that might exist to emigrate and therefore putting migrant workers in a vulnerable situation.

Crossing irregularly not only increases the risks of being arrested, but also adds to the expenses for migration. Even when a migrant has arrived in Thailand, they could still face all kinds of problems finding safe and suitable employment and they must remain hidden from authorities on a daily basis. When it comes to sending money home, Lao migrants do not feel confident using formal services, especially given their irregular status. This situation requires that they send large sums of money home with friends make trips home themselves. Often, migrants are arrested on their way home and fined by Thai police and even local Lao authorities, thus left with little money for their families.

Yet economic migration could be very beneficial for the grass root economies of local villages as well as for the national economy of Laos if effectively managed and regulated. Given the estimated size of remittances sent home by Lao migrant workers from Thailand, there is still more scope for the Lao government to promote the productive use of remittances by, for example, providing entrepreneurship training, assisting in setting up local businesses and marketing the products, expanding the micro-credit scheme to all villages along the borders with Thailand, and promoting the establishment of financial institutions and safer and less costly remittance services to the sub-district or district level.

## POINT FOR REFLECTION

### GENDER PATTERNS IN REMITTANCE SENDING AND SPENDING<sup>48</sup>

Case study research by UN-INSTRAW revealed gender patterns in the sending, receiving and usage of remittances. These, in turn, may impact possibilities for development at the household and local levels.

 	Sending remittances	Receiving remittances	Usage of remittances
	Gender influences volume, frequency and persistence over time	Women are the main receivers and administrators of remittances	As the main receivers and administrators of remittances, women mainly use the financial resources for the well-being of the household
	Women and men tend to send similar amounts, but this usually represents a greater proportion of the women's salary, affecting their overall wellbeing	Women are more likely to respond to unexpected expenses and emergency in the household, acting as a sort of insurance policy	The remittances are mainly used to cover basic needs such as food, housing and clothing, leaving little room for productive investment
	Men tend to reserve more money for personal expenses than women	Often, when the sender is male and the receiver is female, the male retains decision-making power on how the money is going to be used	Remittances are also used to cover the deficiency in health coverage and quality education and also serve as a substitute for social protection
	Men tend to send to fewer family members than women		Male receivers tend to use a part of the remittances for personal expenses

The volume of female remittance outflows may be less than those of men, considering also that men tend to earn higher wages than women. However, the women tend to send more proportionally to their earnings and for longer periods of time.

<sup>48</sup> Petrozziello UN WOMEN, Gender on the Move: Working on the Migration-Development Nexus from a Gender Perspective. (2013)

Men and women remittance senders and receivers may also have different needs in terms of financial literacy and access to credit, which should be taken into account in any initiative to facilitate savings and investment at the local level.

**From the table above, can you see how the motives to remit and the use of remittance incomes vary from women to men?**

**In your own context, can you analyse whether/ how these differences may influence migration policies?**

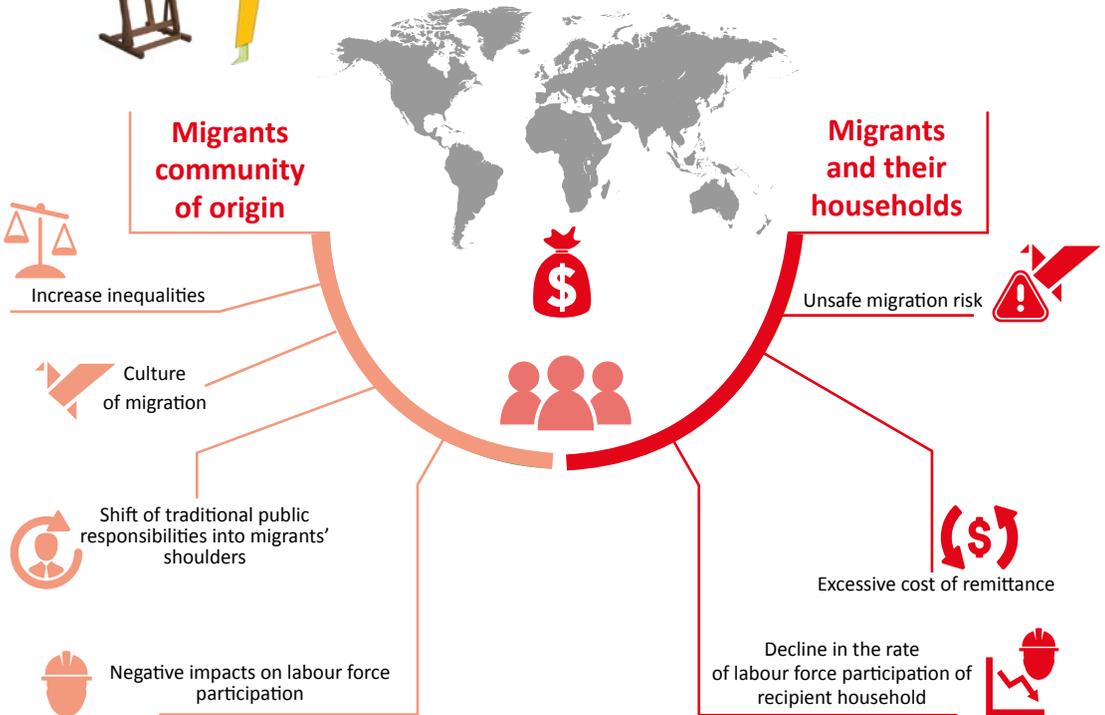


## 2. THE DARK SIDE OF REMITTANCES

Remittances have been long considered by international cooperation and assistance agencies throughout the world, as the main entry point for linking migration to development. This 1990-2000s' vision was built on the assumption that huge and increasing global flows of remittances could be oriented towards development actions rather than consumption. However, there are **many negative aspects** to remittances in general that need to be seriously considered and that could have a negative impact on the LED in particular on the territory of origin, as outlined below. Moreover, remittances are but one financial capital that migrants possess. In this sense, in order to truly benefit from migration, an integral approach harnessing the various and complementary capitals migrants possess (social, financial, cultural etc.) as outlined across this module is more likely to contribute to sustained local development and mitigate the dependency on or negative consequences of remittances.



## The negative aspects of remittances at local level



- Remittances can **increase the inequalities between those who receive and those who do not in the same territory**. As is generally observed, the economic behaviour of recipient households usually tends to increase the prices of goods and services in the local domestic market, potentially affecting the entire community, including non-recipient households. It is clear therefore, that remittances do not necessarily imply a financial benefit for all population and especially the poorest people.
- Some territories develop a “**culture of migration**”, in which the majority of working-age people migrate to be able to remit. In such cases, the **local labour market is disrupted** and needs to be filled by migrants coming from regions where the wages are lower. The disruption of the labour market in areas of high emigration has a major impact on local development, and cannot be compensated by the financial effect of the remittances.

- As the Lao example shows above, migrants, especially the lower skilled, often **take considerable risks in order to be able to remit**. From resorting to unethical recruitment to irregular migration, to the acceptance of poor working conditions in order to be able to reimburse debts and remit, several risks are encountered all along the migration cycle.
- Excessive reliance on remittances can **shift traditional public responsibilities on migrant shoulders**, at the national level (for instance education, health national policies) as well as at local level (for instance development of infrastructure necessary to implement national policies such as access to proper schools or hospitals infrastructures). In this case, remittances then become a way to cope with these weaknesses. Moreover, remittances cannot solve the problem related to brain drain or labour shortages: if migrants, through remittances, invest in the development of infrastructure (i.e.: schools or hospitals), but there is a lack of sufficient skilled/ high-skilled workers (education workers or health workers) to work in these infrastructures, the investment will be futile.<sup>49</sup>
- The transfers of remittances have **a cost which sometime will greatly undermine the action of remitting**. This important cost can discourage migrants to remit through formal and safe channels, **preferring informal channels which can be unsafe** as there is no guarantee that the recipient will receive the money. It can therefore be a risky operation for migrants who might lose all their savings.
- Remittances can also **have negative impacts on labour force participation**<sup>50</sup>. In the neoclassical model of labour supply, individuals allocate time to market work and non-market activities maximizing utility subject to a budget constraint. This budget constraint is determined by the individual market wage, the individual time budget, and the individual's non-labour income. An important concept underlying the labour force participation decision is the notion of the reservation wage. This reservation wage indicates how much extra earnings the individual would require to be induced to give up one unit of leisure, when he or she is not working at all. An increase in the reservation wage, would reduce the probability that an individual participates in the labour force. One of the determinants of the reservation wage is **non-labour income**, which for an individual is a function of his/her own assets and the amount of income of the other household members.

<sup>49</sup> As a concrete example the case of Beguedo; a village in Burkina Faso: vidéo (<http://surprisingeu-rope.com/tv-series/episode/under-pressure>)

<sup>50</sup> Kozel and Alderman (1990)

**Remittances as an increase in non-labour income could lead to a reduction in labour force participation of recipient household members.** According to this view, which we call “**discouraged participation**” – the presence of persistent remittances would result in a decline in the rate of labour force participation of recipient household members left behind.<sup>51</sup>

## **POINT FOR REFLECTION**

### **THE LINK BETWEEN REMITTANCES AND REAL EXCHANGE RATE**

A doubling of remittances leads to a 22 percent appreciation of the real exchange rate.<sup>52</sup> Stagnation in the export market can slow down growth in employment and lead to further pressure for emigration.

**Can you think of any country corresponding to these criteria?**



<sup>51</sup> Alejandra Cox-Edwards & Eduardo Rodriguez-Oreggia “The Effect of Remittances on Labor Force Participation: An analysis based on Mexico’s 2002 ENET”, (2006)

<sup>52</sup> C.Amuedo-Dorantes and S.Pozo (2006)

### 3. WHAT CAN BE DONE AT LOCAL LEVEL TO OVERCOME THE NEGATIVE ASPECTS OF REMITTANCES AND OPTIMIZE THEIR IMPACT?

The action of remitting has much potential but as seen above, also brings further challenges which need to be mitigated in order to ensure the potential of remittances can be harnessed.

The LRAs, if there is an existing enabling national framework, can be the starting point of various improvements to overcome the negative impacts and challenges of remittances and incentivize the use of a portion of locally received remittances for diverse activities leading to local development.

The following is a non-exhaustive list of solutions that local actors both from territories of origin and destination, can promote and implement.



#### Actions to overcome the negative aspects of remittances both in territories of origin and destination

- Informing about remittances transfer prices
- Building a service of money transfer comparison
- Managing money transfer services
- Encouraging links between returning migrants and diaspora to create transnational connections
- Promoting financial literacy of migrant women and men

##### INITIATIVES IN TERRITORIES OF DESTINATION

- Providing access to financial mechanisms in rural areas
- Promoting ethical recruitment
- Providing pre-departure information and training
- Encouraging financial inclusion of women & men
- Promoting financial literacy of families stayed behind
- Building mechanisms to inform about local development priorities & investment opportunities

##### INITIATIVES IN TERRITORIES OF ORIGIN

- Fostering transfer of remittances, investment and enterprise development through cooperatives
- Financing micro-insurance and extending access to social protection for migrants and their families

##### INITIATIVES IN BOTH TERRITORIES OF DESTINATION AND ORIGIN

## In the territories of destination

- **Informing about remittance transfer prices:** As mentioned above, the transfer of remittances have a cost and sometimes will greatly undermine the action of remitting. Many options are available for money transfers, but the information and documentation on them may be non-existent or difficult to access for a majority of migrants. LRAs working with various actors, such as banks, migrants' associations etc. can make sure that information are available in different languages through on various channels. These information campaigns should also inform migrants about the risks of remitting through irregular channels and the benefits of safer remitting through regular channels.
- Local authorities in territories of destination can also **build a service of money transfer comparison** so the senders of remittances can choose accordingly with their needs and avoid unnecessary fees. By doing so, local authorities, also then contribute to fostering competition and transparency in money transfer services. This will ensure lower prices but also provide migrants with responding variety of options to better suit their needs.



### An Italian website providing comparative information on the costs of sending remittances<sup>53</sup>

*mandasoldiacasa.it* an Italian website which provides comparative information on the costs of sending remittances with the aim of ensuring greater transparency and clarity of information and encouraging those operating in the market to improve the products and services offered to migrants.



<sup>53</sup> <http://www.mandasoldiacasa.it/en>

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- There are incipient but interesting examples of **money transfer services managed in territories of destination by providers from the migrants' territory of origin**. In some cases, as in Morazán department, El Salvador, local authorities are strategic partners of the Local Economic Development Agency that manages, through its own financial branch in the USA, a huge portion of remittances sent to Morazán and is able to compete with big global service providers in terms of cost, personalised services and territorial coverage in rural areas.
  - LRAs and local actors as **promoters of financial literacy**: Local authorities can promote and provide much needed documentation and training in financial literacy and management, thus improving the ability of all members of the community to use financial services and make the most out of remittances. Financial literacy can be done in collaboration with migrants' association as well as trade-unions.
  - LRAs can also be the promoters of **links between returning migrants and Diaspora to create transnational connections**, aiming at, not only knowledge and capacity transfer, but also the advantage created by migrant transnationalism to link local production in territory of origin with the local and national needs of the territory of destination, and consequently improve the social and economic development in both territories of origin and destination. This can also be done in collaboration with the local authorities of the territory of origin.

## In the territories of origin

- **Access to financial mechanisms in rural areas is an important challenge for local authorities**: Sending remittances to rural areas can also represent a great challenge. Often, the financial structure to retrieve the remittances will not be available in such territories, and therefore, the recipients have to travel to other more urbanized areas to access the money, spending money and time. Local authorities can facilitate financial inclusion of these communities and enable local financial institutions to provide remittance services, either directly or as the agent of commercial banks and money transfer operators. LRAs can also encourage the use of new technologies which allow a new market penetration and liaise with mobile operators to facilitate such means to send remittances. For instance in India, Kenya and the

Philippines, mobile technology is already a widely accepted means for money transfer, and its use is growing exponentially.<sup>54</sup>

- **Promote ethical recruitment:** If the legal framework exists at the national level, local authorities can provide more information and support on ethical recruitment, the rights of the migrant workers, recruitment procedures and steps, so as to mitigate risky irregular migration and the use of unsafe remittance channels. Local authorities in territories of origin can therefore provide training and documentation to those wishing to migrate for labour purposes. If migrant workers are better informed on fair and ethical recruitment, the tendencies to get involved in expensive and/or irregular recruitment procedures could decrease and consequently also decrease the possibility of indebtedness and increase the ability of the migrant workers to remit.



Do you want to know more? Go to Module 4, Topic 2. Also, add the proper symbol that goes along.

- **Pre-departure information and training** could be facilitated by LRAs. Better information systems for the workers willing to migrate and remit could decrease the risks, both human and financial, linked to irregular migration, and consequently increase the possibility to remit.



Do you want to know more about pre-departure information and training? Go to Module 3, Topic 1 and Module 5, Topic 1.

- LRAs could **encourage financial inclusion** and allow its community to have access to appropriate financial services and therefore enabling the population to manage their financial resources (access to affordable and responsible credit, to a bank account and saving schemes.) Special attention should be paid to the specific needs of women and men in terms of financial literacy and access to banking services, including credit. LRAs can play an important role in promoting the development of financial services for vulnerable groups:
  - Indirectly, by ensuring an environment favourable to the establishment of locally responsible financial service providers (but this requires a national legal framework as well as a financial governance set-up which are strong enough to protect the interests of the savers);

<sup>54</sup> As an example between Australia and Kenya sending remittances via mobile technology.

- Directly, either by reaching specific agreements with service providers on certain conditions related to access, cost of the service, interest rates, or by setting up their own services in terms of, for example, financial literacy, cooperatives, etc. (see below.)

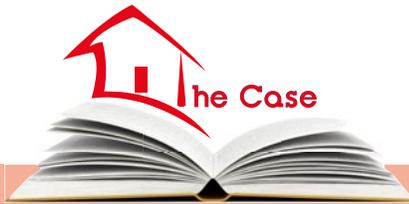
By doing so, the LRAs will improve the social and economic well-being of the community and therefore foster local economic development.

Local authorities and local actors as **promoters of financial literacy**: In the same manner, local authorities in the territory of origin can also promote and provide documentation and training in financial literacy and management. This would encourage the recipients of remittances to use them in a more effective and sustainable manner, benefiting from remittances in the best and most suitable way for them, as well as for the community.

- LRAs can also **build, with the help of IT tools, mechanisms whereby migrants are informed about local development priorities of their territories of origin or the available investment opportunities**. Migrants can therefore voluntarily dedicate a portion of their remittances to supporting such priorities, hence contributing to local development (i. e. Agence Régional de Développement de Sedhiou, Senegal).
- LRAs and local actors should create partnership with financial institutions that :
  - are committed to the community;
  - offer flexible operating procedures (interest rates, payment schedules, collateral required, size of loans) that respond to the needs of both male and female beneficiaries;
  - integrate financial and nonfinancial services (such as training, investment advice, etc.).
- Develop remittance - and publicly-funded initiatives related to reproductive activities such as child care cooperatives.
- Design and implement interventions to secure as rights to items on which a large part of remittances are spent: **health and education**. It is impossible for microcredit and micro businesses to become a motor of local development if the population does not have access to quality health care and education. People must be considered first and foremost as social subjects, before being able to become entrepreneurs<sup>55</sup>.
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<sup>55</sup> Garay (2010)



## MIGRANTS' S.T.E.P. PROJECT AND ITS IMPACT ON REMITTANCES

The project contributed to reduced costs and duration of transfers as well as improved access and distribution of resources to disadvantaged population. The enhancement of management, the channeling of transferred funds and a positive impact on socio-economic development of Diourbel Region, have been foreseen.

Conventions have been signed with 15 mutual and/or rural banks which can provide financial services of micro credit and money transfers to rural population who could

not access such services, before the implementation of the project and thus five new desks have been opened guaranteeing the full coverage of Diourbel Region (4770 km<sup>2</sup>). A saving of 90.000 euro on transfers' costs was made.



### POINT FOR REFLECTION

How do you see the saving on transfers' costs impacting on LED? What are the direct impacts of saving cost for the migrants? What are the indirect impacts?

**In your context do you know if some initiative have been taken to reduce the cost of remittances?**



## What is IRNET?

The International Remittances Network (IRnet) was developed in response to credit union members and potential members' demand for money transfer services and to counter the exorbitant fees being charged to use these services. IRnet is not limited to "credit union-to credit union" transfers. People have the option to make a transfer from a "credit union to a non-credit union" or from a "non-credit union to a credit union". The Network currently provides service in 103 countries in the 6 continents. It is operated by the World Council of Credit Unions (WOCCU).



## Remittances into action: Innovative measures for local authorities to maximise development

- **Foster transfer of remittances, investment and enterprise development through cooperatives.**

Savings and credit cooperatives (SACCOs) can provide migrant workers with safe and affordable financial services including money transfers to their countries of origin for remittances. The financial cooperative network is the second largest banking network, and the services they offer also reach unbanked and underserved populations, providing access to a range of financial products and services including savings, credit, and insurance. Remittances channelled through SACCOs make credit available at the local level which in turn creates growth opportunities in local communities. Some remittances are sometimes also used directly by migrants' families in their country of origin to start or finance existing small enterprise including cooperatives.



Do you want to know more about the use of remittances to start or finance existing small enterprises? Go to Topic 3 of this module.

LRAs have a key role in supporting cooperatives and/or incentivizing such initiatives through migrants' associations through funding, awareness raising and supporting development initiatives that arise from the cooperatives.



Do you want to know more about the use of remittances to start or finance existing small enterprises? Go to Topic 3 of this module.



## The Sorosoro Ibaba Development Cooperative (SIDC)<sup>56</sup>

One of the largest cooperative in the Philippines is the Sorosoro Ibaba Development Cooperative (SIDC), a multi-propose cooperative engaged in manufacturing, agri-based production and marketing, services and consumer retailing. Filipino migrants can save and invest with the cooperative, which in turn supports agricultural, aquaculture and sustainable tourism activities in rural areas, thus contributing to LED.



## Costa Rica - The cooperative COOPEALIANZA<sup>57</sup>

COOPEALIANZA is a credit union in Costa Rica, founded in 1971 and has become a benchmark in the country to combine work and commitment to human development, with a balance between financial and social initiatives. Initially created in San Isidro del General, its work has spread throughout the country and now operates with 52 offices in 31 counties.



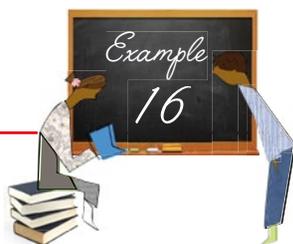
COOPEALIANZA periodically conducts studies to map Costa Ricans abroad, especially those (...) that send some kind of remittances. (...) this type of mapping allows the entity not only to understand the characteristics of emigration and return, but also to identify alternatives by which the cooperative could impact positively on the quality of life of the partners involved and their families through the provision of financial and non-financial services.

<sup>56</sup> <http://www.sidc-coop.com>

<sup>57</sup> [www.coopealianza.fi.cr](http://www.coopealianza.fi.cr)

- **Financing micro-insurance and extending access to social protection for migrants and their families**

Often remittances are dedicated to enhancing access to health and medical care. Many micro-insurance schemes in different countries allow migrants to pay the contribution of the members of the family left behind through remittances in order to ensure them access to health care, medication and treatment. These mechanisms allow transnational families to use a portion of their remittances to contribute to an insurance system which extend access to social protection in particular for family left behind and thus help to reduce their vulnerability.<sup>58</sup> Local authorities can play a role by promoting this option towards migrants and their families. In the territory of origin, local authorities can facilitate partnership between the insurance scheme and local hospitals in order to facilitate access to health care.



## **The cooperation between Congolese catholic hospital and French based diaspora**

Catholic hospitals from Kinshasa and the diaspora from Democratic Republic of Congo based in France launched the initiative «*SUNGA FAMILLE NA MBOKA*». Through this scheme, Congolese migrants can sponsor members of their family left behind by contributing to the micro-health insurance scheme «*SUNGA FAMILLE NA MBOKA*». Sponsored members of the family will benefit from health care in affiliated medical centres as well as catholic hospitals in Kinshasa.

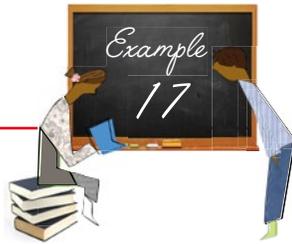


The idea of such micro health insurance came from the association “*Aidons le Congo*” based in France .From a study this association carried out on its members, it appeared that members of the association preferred to contribute to an insurance scheme for their families left behind rather than receiving emergency calls every time someone from the family was sick in order to remit money.

<sup>58</sup> J.Powers, B. Magnoni and E, Zimmerman (2011)

The micro-insurance scheme provides access to its members to different affiliated medical centres in different neighbourhoods of Kinshasa as well as an affiliated hospital for more serious treatments. It also delivers generic drugs to its members when required.

The micro-insurance scheme has been launched in 2013. It therefore is too soon to analyse the long-term sustainability of such a scheme. However, what is innovative « *SUNGA FAMILLE NA MBOKA* » is the approach to link access to social protection with remittances through a social finance instrument directly driven by the diaspora community.



## SegurCaixa's Repatriation and Accidental Death Insurance

SegurCaixa's Repatriation and Accidental Death Insurance, in Spain, offers two migration-linked insurance products that have become used on a reasonable wide scale. In 2008, 66,000 regular migrants, mostly from Africa and Latin America, were insured with SegurCaixa Repatriación and 14,000 were covered by SegurIngreso. SegurCaixa Repatriación pays €30,000 upon the death of the migrant and covers the repatriation of the migrant's body to their country of origin from any country in the EU, as well as travel expenses for an accompanying family member or friend. Premiums start at €6 a month. Through SegurIngreso, beneficiaries receive a payment of €6,000 as well as regular monthly income for five years in the event of the migrant's death. The monthly payments start at €7. Total premiums for the two products in 2008 were €6 million.



## KEY LEARNING POINTS

- Remittances are understood as cross-border, private, voluntary monetary and non-monetary (social or in-kind) transfers made by migrants, individually or collectively, to people or to communities not necessarily in their country of origin and are **often seen as the expression of migrants' solidarity with their families and communities.**
- Most of the time remittances are used **for direct consumption.** Remittances therefore can improve **households' living standards,** contribute to poverty alleviation and act as insurance against shocks (economic crisis, drought, natural disasters).
- **Motives to remit and the use of remittance incomes may vary from women to men;** women would mainly remit to assist and ensure the wellbeing of their relatives, whilst their male counterparts are more likely to remit for productive investment purposes. **The local authorities,** if there is an existing enabling national framework, can be the starting point of various improvements to **overcome the negative impacts** and challenges of remittances and incentivize the use of a portion of locally received remittances for diverse activities leading to **local development.**





## TRAINING ACTIVITIES

<p><b>Activity 1:</b> The differences between Local Development (LD) and Local Economic Development (LED)</p> <p><b>Activity 2:</b> Factors leading to migration</p>	<p>Topic 1</p>
<p><b>Activity 3:</b> Case study on returning Polish workers</p>	<p>Topic 2</p>
<p><b>Activity 4:</b> Addressing challenging faced by migrant entrepreneurs in starting up a business</p>	<p>Topic 3</p>
<p><b>Activity 5:</b> Benefits and challenges of remittances</p> <p><b>Activity 6:</b> Actions to overcome remittance related challenges</p>	<p>Topic 4</p>

**Activity 7:  
Wrap-up**

**Review and  
conclusion of  
Module 4**



If you are starting your training course with Module 4, make sure that the first Activity you propose to your participants is Activity 0, available in the Core Module. Activity 0 will enable the creation of a conducive learning environment.

# Activity 1: The differences between Local Development (LD) and Local Economic Development (LED)

## Brainwriting



*Brainwriting is a non-verbal idea-generating methodology. Like brainstorming, brainwriting allows a group to collectively build ideas.<sup>59</sup>*



## Objective:

- to explore the differences between Local Development and Local Economic Development.

Ask participants to sit in a circle.

Explain that the objective of this activity is to reflect on the differences between Local Development (LD) and Local Economic Development (LED).

Establish the three rules of this activity:

1. There are no bad ideas. Now is the best time to think outside the box;
2. Judgments are not acceptable at this stage of the activity;
3. This exercise is intentionally silent and has to stay that way.

Distribute cards and pencils to the participants and tell them they have two to three minutes to list:

- two characteristics of LD
- two characteristics of LED

Highlight this is an **individual** work.

When time is up, ask participants to pass their card to the person sitting to their left. Participants read the card they received and complete it with their own ideas. Ideas must not be repeated.

Repeat the process at least one more time, meaning that each participant writes at least on three cards in total.

Collect the cards and stick them on a whiteboard/flipchart.

Ask participants to come to the whiteboard and place stars/dots next to the ideas they find the most decisive.

Characteristics of LD	Characteristics of LED
1	1
2	2
3	3
etc	etc

Summarize the main ideas, highlight the differences between LD and LED and answer any questions participants may have

<sup>59</sup> Source: ITC ILO compass. <http://compass.itcilo.org/methodology/brainwriting/> Consulted March

<p style="text-align: center;"><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• Organize this activity at the very beginning of the topic, as it will allow participants to have a better understanding of LED and how it differs from LD</li> <li>• If stickers are not available, ask participants to tick the most relevant ideas</li> <li>• Explain participants that there is no need to repeat notions already written on the card they receive. Rather, they should concentrate on generating new ideas</li> </ul>
<p style="text-align: center;"><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• One paper/card and pencil for each participant</li> <li>• Stickers such as dots or stars</li> <li>• Flipchart paper or whiteboard</li> </ul>
<p style="text-align: center;"><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 5 min to explain the activity and set up the room (preferably in a circle)</li> <li>• 15 to 20 minutes to generate ideas</li> <li>• 20 minutes debriefing</li> </ul>

## Annex: fundamentals of LED and LD

### FUNDAMENTALS OF LOCAL ECONOMIC DEVELOPMENT

LED means more than just economic growth. It is promoting participation and local dialogue, connecting people with the resources available in their territory for better employment, social equity/cohesion and protection strategies for sustainable development that will result in a higher quality of life for both men and women.

LED is a **locally-owned, participatory development process** undertaken within a given territory or local administrative area **in partnership with both public and private stakeholders**. The LED approach makes use of and leverages on local resources and competitive advantages to create decent employment and sustainable, inclusive economic growth<sup>60</sup>, while ensuring social and environmental protection.

LED can be generically defined as a strategically planned, locally driven partnership approach to enable employment growth, poverty reduction, energy, water and quality of life gains through improved and inclusive local economic governance.

<sup>60</sup> <http://www.ledknowledge.org>

As such, although primarily an economic strategy, LED simultaneously pursues social goals of poverty reduction and social inclusion. Its design and implementation structures create space for dialogue between different groups, representing the diversity of interests and values within the territory, and enable them to actively participate in the planning and decision-making process. Stakeholders at various levels are involved, such as local/regional authorities and administrations, employers' organizations, trade unions, the local business community, and other partners, such as cooperatives, migrants' associations, or civil society organizations representing women and youth among others.

Entry points and the specific balance of fields of interventions included in a LED approach will depend, by definition, on the specific context and priority needs and potentials as identified by the actors involved.

**FUNDAMENTALS OF LOCAL DEVELOPMENT** (see Module 1, Topic 1 for further details).

Local development is usually referred to as a process of diversification and enrichment of socio-economic activities, within a sub-national territory scale. By the mobilization of actors and networks, but also through the coordination of material and immaterial resources, local development can be a process of innovation and transgression led by different actors and stakeholders.

Local development is an action and a result of this action. Local development refers to notions of **integration and participation**, in order to encourage the constitution of networks by an integrated and global conception. The strategy is to adopt a coherent and shared vision that enables to organize choices and sensitize target populations.

Local development can be considered as a “transaction of proximity”<sup>61</sup> between actors and resources, on three different levels inter-related, as shown in Figure 1.

Local development should therefore be understood as a process that can impulse, build and comfort local dynamics, by enabling a substantial improvement of the way of life. Thus, local development exceeds this idea of economic growth in order to adopt a sustainable development approach, by associating economic, socio-cultural and environmental dimensions that are essential within the effectiveness and the durability of development. This phenomenon implies coordination among **local, national and international policies**, building on the capacities of an important variety of actors, researching local solidarities and implications. Local development is both an answer to the growing globalization and to the centralized territories' development.

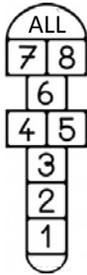
<sup>61</sup> M. Blanc, *La transaction locale*, Harmattan, Paris, (1997)

Figure 1 (Module 1): The three dimensions of local development



## Activity 2: Factors leading to migration

### 1-2-4-ALL



*This fast idea-generating method involves all participants. Learners individually reflect on a topic, then work in pairs, then in groups of four, to share and build on ideas.<sup>62</sup>*

### Objective:

- understand how migration impact on LED and how LED might impact on migration (push/pull factors).

Explain participants they are going to reflect on the factors pushing towards migration, and that we will do so through an activity called “1-2-4-All”

Participants have to 2 minutes to list the factors pushing people towards migration. This is work is done individually and in silence.

When time is up, participants pair up with someone. They put their findings in common and continuity their reflection. They have 5 minutes for this phase.

When time is up, participants gather in groups of 4. They share their findings, highlight similarities and differences, group common ideas with the objective to have a final list of factors. They have 12 minutes for that process.

The facilitator now asks **each group**, one by one, to **share one important idea** with all, not repeating insights already shared. Each new idea is captured on a flipchart/ Whiteboard

Repeat the cycle as needed

When all ideas related to the first question have been presented, now ask participants, in plenary to reflect if migration impact on LED the same way LED impact on migration

### Tips



- If participants need to be energized, participants could be standing during the activity
- Before the end of each sequence, ask participants whether they are also ready. Allow a little more time is needed (time permitting)

### Materials



- Flipchart/ whiteboard
- A4 paper sheets and pen

## Time



- 2 to 4 minutes for individual reflection
- 5 to 7 minutes for work in pair
- 12 to 15 minutes for group work
- 15 minutes debriefing

## Activity 3: Case study on returning Polish workers

### Case Study



### Objective:

- reflect on the conditions leading to migrants return.

Divide participants into groups of 4 or 5 persons. Give a copy of the case to each participant and a set of 3 different color Post-its for the group.

**For each question**, the group will write their findings on large Post-it. Explain that they should only write **one idea per Post-it and use different colors for the different questions** (example: yellow for question 1, green for question 2 and pink for question 3)

Groups have 40 minutes to read the case and discuss the three questions.

While participants are working, divide a flipchart paper or a white board in 3 spaces, and write the following titles:

Key measures

Impact of returnees  
at local level

Role of local  
authorities

Once preparation time is up, **one by one**, ask each group to come to the board, to briefly explain their discussion, to read aloud the information they have on each Post-it and to place them on the board in the corresponding sections.

### Tips



- Organize this activity at the end of module

### Materials



- Copies of the case in annex for each participant
- Large post-its and markers

### Time



- 30 min group work
- 10 min presentation per group
- 15 min wrap-up and discussion

## Annex: lessons learned from the return migration of skilled Polish workers

Under the European Union's free movement regime, Poland witnessed major waves of emigration over the past decade. On the whole, migrants, and especially younger ones, were more highly skilled than those who stayed at home. Although many of these migrants took up jobs abroad for which they were overqualified, they nevertheless upgraded their expertise in terms of organization and the working environment, improved their productivity, developed their entrepreneurial drive and in some cases set up or helped to set up businesses, not to mention the earnings they amassed that were well above wages in Poland. Until 2008 the most developed countries of the European Economic Area were proving to be such a magnet that Poland suffered from shortages of skilled labour. The ensuing national and economic crisis hit Polish emigrants particularly hard, and some found themselves out of work. Consequently, more and more migrants decided to return to Poland, especially since the country was enjoying above-average economic growth rates compared to the other European OECD countries. Poland then decided to introduce measures to make facilitate the return of large number of skilled Poles living abroad. The following key measures helped create conditions conducive to the return of those wishing to do so:

- the setting-up of services to assist migrants in areas such as vocational training, investment advice and business activities;
- obstacles in the path of returnees were removed: some taxes were abolished, qualifications obtained abroad are now better recognised, and other facilities were made available with regard to the family and schooling of children;
- in certain agencies, civil servants have been trained to increase their awareness of issues faced by returning migrants;
- general information about economic activity in Poland was made available to migrants considering returning home.

Surveys have been carried out, both in Poland and among Polish families residing in other EU countries, to gain a clearer understanding of the expectations of potential returnees. Initial findings show that, as a rule, economic conditions in Poland are the determining factor. Those wishing to return are looking for stable and well-paid jobs, and their expectations about returning home are heightened by the fact that they had taken up occupations abroad for which they were overqualified. Furthermore, the highest return rates are not being recorded in regions where emigration rates were the most

pronounced. Finally, the share of returning migrants in independent occupations is growing, and in some regions, they outnumber Poles who did not emigrate.”<sup>63</sup>

**Questions:**

- **Analyze how each of the key measures introduced by the Polish government have helped create conditions conducive for skilled migrants to return?**
- **What do you think is the impact on the LED? How do you think returnees were able to transfer their skills once back home?**
- **What could be the role of local authorities in facilitating returnees' reintegration and maximizing the use of their acquired skills for the local communities? With whom local authorities need to work to ensure this maximization?**
- **Do you think also about potential negative/positive aspects regarding the use of skills of workers who never emigrated? Which ones?**

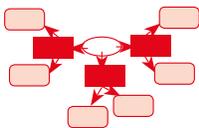
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<sup>63</sup> OECD, Harnessing the skills of migrants and diasporas to foster development: policy options, (2012)

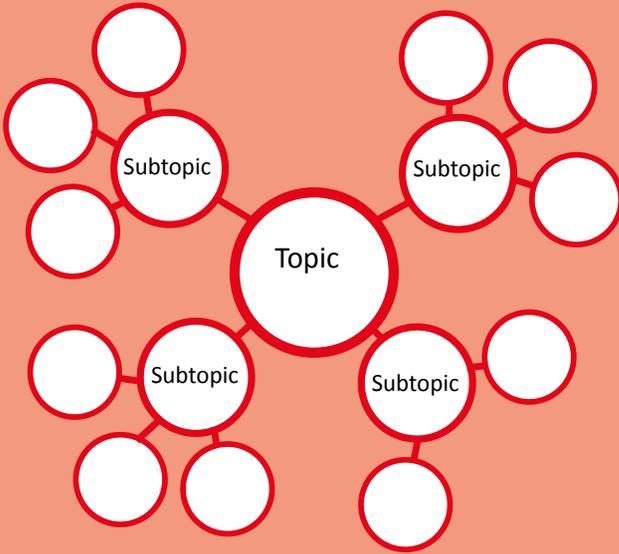
## Activity 4: Addressing challenges faced by migrant entrepreneurs in starting up a business

<p><b>Group work</b></p> 	<p> <b>Objective:</b></p> <ul style="list-style-type: none"> <li>investigate the challenges most commonly faced by migrant entrepreneurs in setting up a business.</li> </ul> <p>Divide participants up into four groups:</p> <ul style="list-style-type: none"> <li>Group 1 has 20 minutes to analyze the challenges faced by migrant to <b>understand national and local regulations and to have access to information</b> regarding entrepreneurship in the territory of destination</li> <li>Group 2 has 20 minutes to analyze the challenges faced by migrant to find <b>the sufficient startup capital for his/her business</b></li> <li>Group 3 has 20 minutes to analyze the challenges faced by migrant to <b>find an appropriate location for his/her business</b></li> <li>Group 4 has 20 minutes to analyze the challenges faced by migrant to <b>Being able to advertise properly his/her business</b></li> </ul> <p>When the time has elapsed each group has five minutes to present its analysis in the plenary (using a PowerPoint or Prezi presentation, flip chart, etc., depending on the participants' preferences).</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>Organize this activity before presenting the section on “<i>Why entrepreneurship of migrants can impact on LED?</i>”, as it will allow participants to explore the main concepts discussed in this section</li> <li>When organizing the group work it is your role as a facilitator to circulate between the groups, ensuring that the instructions are understood and, as necessary, guiding the participants in their discussion and/or assignment of tasks</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>Flip charts and markers</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>20 minutes for group work</li> <li>Five minutes of presentation per group (five minutes x four groups = 20 minutes)</li> <li>15 minutes for Q&amp;A</li> </ul>

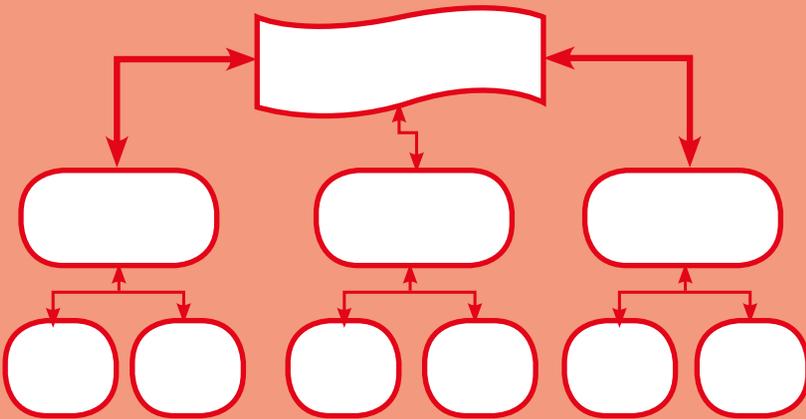
## Activity 5: Benefits and challenges of remittances

<p><b>Concept Map</b></p>  <p><i>A concept map provides learners with a visual image of what a topic is about. It will enhance comprehension and long-term retention of information.</i></p>	<p> <b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• reflect on the impact of remittances on the local development in territories of origin;</li> <li>• reflect on the negative aspects of remittances.</li> </ul>
<p><b>Tips</b></p> 	<p>Divide participants up in groups of 4 to 5.</p> <p>Each group has 45 minutes to draw a concept map (see annex 3 for examples) to represent the different impacts of remittances (at different levels). Let participants organize the information the way they want.</p> <p>When time has elapsed, each group has 8 minutes to present and explain their concept map in plenary</p> <ul style="list-style-type: none"> <li>• This activity should be organized before the section on “Remittances within development and their socio-economic impact at local level”</li> <li>• Avoid creating groups larger than 5 participants, as individual participation decreases when groups get too large</li> <li>• During all stages of the activity, walk around the groups to make sure they have understood the instructions and facilitate the discussions as needed</li> <li>• To present the concept maps in plenary, ask participants to congregate around each concept map while the group who has designed the map presents it. (One presentation at a time so that all participants can attend the presentation). This way, no risk to damage concept maps while moving them. Moreover, participants remain standing and moving, hence the class remains more dynamic</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Flipcharts and colored pens, pencils, markers, colored paper, colored stickers, dots, etc, for each group</li> <li>• A greater variety of material help enhance participants’ creativity</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 45 min group work to prepare the concept map</li> <li>• 8 min per group to present the concept map</li> <li>• 15 min Q&amp;A</li> </ul>

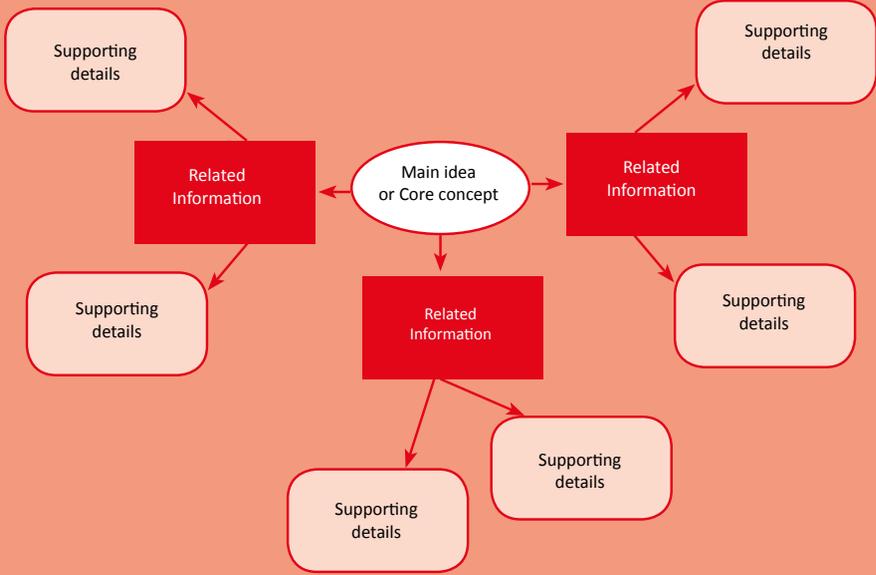
**Annex 3: Examples of concept maps**



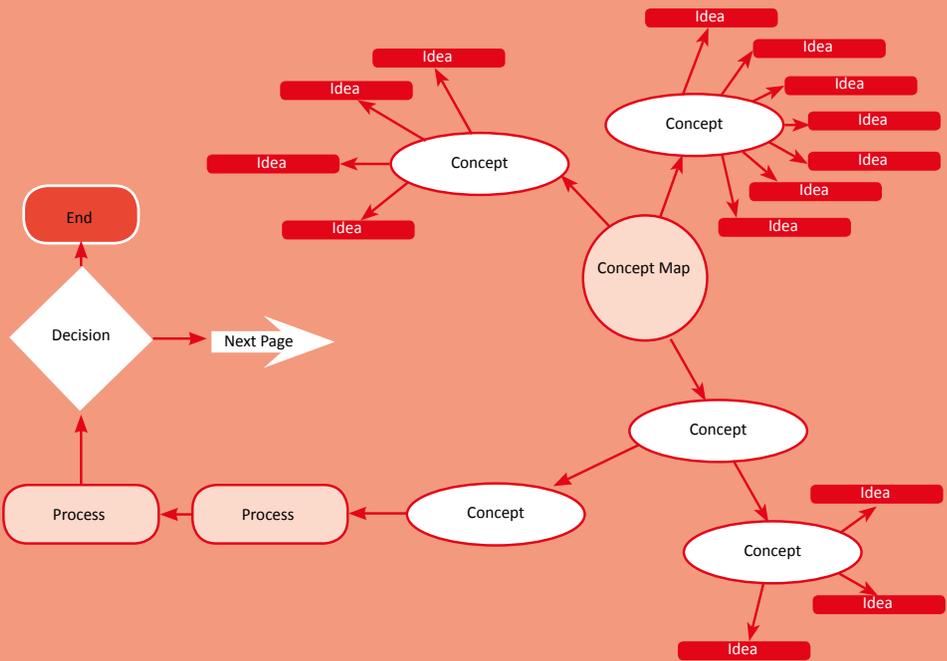
**Cluster map**

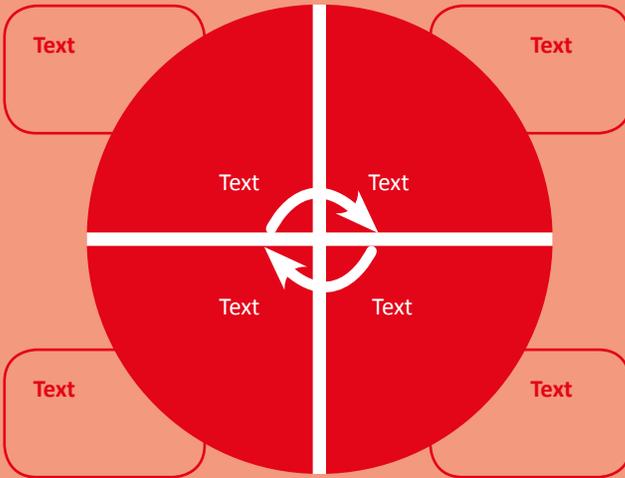
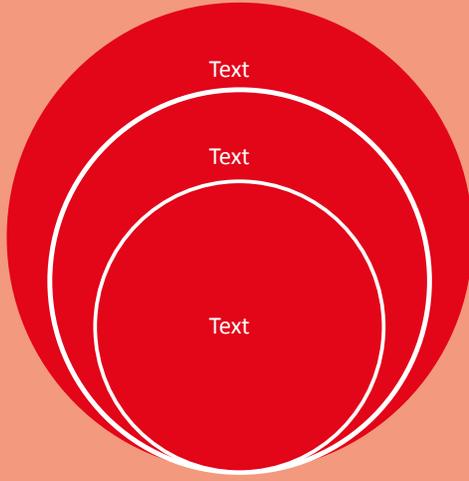


**Flow chart map**



Cluster map





# Activity 6: Actions to overcome remittances related challenges

<p><b>Structured brainstorming</b></p> 	<p><b>Objective:</b></p> <ul style="list-style-type: none"> <li>to reflect on the actions that can be undertaken by local actors, both from territories of origin and destination, in order to overcome the negative impact of challenges of remittance and to leverage local development.</li> </ul> <p><b>Before the activity:</b></p> <p>Reproduce figure 13 on a large flipchart (<b>forms only, no text except for 'initiatives in host territories and 'initiatives in territories of origin and destination'</b>)</p> <p>Print <b>one list</b> of the different actions that can be undertaken by local actors, both from territories of origin and destination, in order to overcome the negative impact of challenges of remittance and to leverage local development (see annex) <b>for each group and cut out the different ideas</b> (in the end, you will have 12 pieces of paper for each group)</p> <p><b>During the activity:</b></p> <p>Divide participants up in groups of 4 to 5.</p> <p>Each group has 20 minutes to reflect on the different actions that can be undertaken by local actors, both from territories of origin and destination, in order to overcome the negative impact of challenges of remittance and to leverage local development, and decide where they should be positioned on the figure you have drawn earlier.</p> <p>When time is up, ask each group, one by one, to come up to the flipchart/whiteboard and stick the actions where they think they belong on the figure, and briefly explain their decisions.</p> <p>Close up the session by showing the original figure.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>Make sure to prepare the material for the session in advance in order to time waste and stress</li> </ul>
<p><b>Space</b></p> 	<ul style="list-style-type: none"> <li>Copies for each group of the list of the different actions that can be undertaken by local actors, both from territories of origin and destination, in order to overcome the negative impact of challenges of remittance and to leverage local development (see annex)</li> </ul>

### Materials



- Flipchart paper or whiteboard
- A pair of scissors
- Scotch tape

### Time



- 20 minutes group work preparation
- 20 minutes debriefing

**List of the different actions that can be undertaken by local actors, both from destination and origin territories, in order to overcome the negative impact of challenges of remittance and to leverage local development**

1. Fostering transfer of remittances, investment and enterprise development through cooperatives
2. Informing about remittances transfer prices
3. Managing money transfer services
4. Encouraging links between returning migrants and diaspora to create transnational connections
5. Promoting ethical recruitment
6. Providing access to financial mechanisms in rural areas
7. Providing pre-departure information and training
8. Promoting financial literacy of women and men
9. Building mechanisms to inform about local development priorities & investment opportunities
10. Encouraging financial inclusion of women & men
11. Financing micro-insurance and extending access to social protection for migrants and their families
12. Building a service of money transfer comparison

## Activity 7: Wrap-up

<p><b>Grab that spoon!</b></p>  <p><i>Grab That Spoon is a quick review game with a dash of friendly competition. Learners sit in small groups and take turns in asking each other questions for points.<sup>64</sup></i></p>	<p> <b>Objectives:</b></p> <ul style="list-style-type: none"> <li>• to review the most important topics of Module 4;</li> <li>• to clarify doubts and concerns;</li> <li>• to complement information.</li> </ul> <p>Divide participants up in groups of 4 to 6 persons and ask them to sit at tables. Place a spoon (or other unbreakable object) at the center of the table. The spoon must be within reach of all learners.</p> <p>Give each learners one paper/ card and explain them that they have 10 minutes to prepare:</p> <ul style="list-style-type: none"> <li>• two or three review questions related to module 4,</li> <li>• the answer to each question;</li> <li>• a point value for each question (according to the scale explained in the tips below);</li> <li>• one person volunteers to read his/ her question aloud. The first group member to grab the spoon answers the question and gets the point(s) if the answer is correct, but loses the point(s) if the answer is wrong.</li> </ul> <p>The activity continues until all questions have been answered.</p> <p>At the end of the activity, each learner adds up his/ her points. The one with most points is the winner.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• This activity should be organized at the end of this module 4</li> <li>• The scale of point is the following:             <ul style="list-style-type: none"> <li>o easy question = 1 point;</li> <li>o moderately hard question = 2 points;</li> <li>o challenging question = 3 points.</li> </ul> </li> <li>• Prepare a small prize for the winner of each group</li> </ul>

<sup>64</sup> Adapted from , Sharon L.Bowman, “The Ten-Minute Trainer: 150 Ways to Teach it Quick and Make it Stick”, (2005)

### Materials



- One or two paper sheet (size A4) for each participant
- One small prize (chocolates, sweets, T-shirt project, etc)

### Time



- 10 minutes to prepare the question and explain the activity
- 20 minutes for all questions to be discussed in groups

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## TOPIC 3

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#### TOPIC 4





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Joint Migration and Development Initiative (JMDI)



**Increasing the impact  
on development  
through integration  
and reintegration policies**

**Module 5**





**Increasing the impact  
on development  
through integration  
and reintegration policies**

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## General objectives



By the end of this module, participants will be able to:

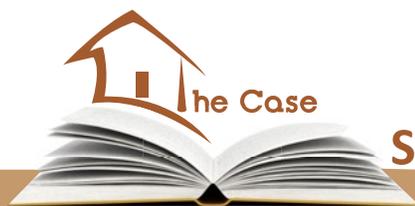
- explain the direct relationship between integration and reintegration, and their impact on local development;
- illustrate the similarities and differences between integration and reintegration;
- identify the actors with a role to play in integration and reintegration policies;
- understand the way migrants' profile and personal history affects their ability to successfully reintegrate.

## Introduction

This module aims to cover two distinct though intimately related fields of action on migration policy: integration and reintegration. Focus is given to how both issues impact and are impacted by the whole migration cycle, and on the importance of good knowledge of migration trends in order to define pertinent policies and practices.

An important element is that the module also stresses how being well prepared influences both integration and reintegration, and therefore the importance for local authorities to design strategies aimed at enabling migrants to properly prepare themselves. Lastly, the module underlines the key issue of cooperation and partnerships for the design of effective mechanisms towards integration and reintegration, and therefore the importance of knowing about and involving a wide range of actors.

Throughout this module we will be referring to the case of Skijpr, a young man from Kovania who emigrates for a few years and then successfully integrates back into his country of origin. Note that this case is a fictitious story, with names and places that are imaginary – but based nevertheless on real facts.



## SKIJPR'S JOURNEY\*

Skijpr was originally from Kovania. Ten years ago he migrated to Kenstown in Kensland, and then decided to return origin to be closer to his family.



### This is his story:

Ten years before Skijpr migrated, Kovania was ending a civil war which pushed many of his co-nationals to emigrate. Skijpr's family did not flee at that time, as they were living in an area less affected by the fighting and as they wanted to stay close to their land to avoid the risk of losing it. Skijpr was 16 years old when the war ended.

After the war, recovery was very slow. Skijpr underwent an apprenticeship as a car mechanic and opened a small workshop in the nearest provincial capital. Business did not flourish, but nonetheless he was able to make a living and help his family. However, after a few years, many of those who had to flee the civil war began to return origin – some of them on their own, others under return programmes that were providing vocational training and small grants to establish a business.

In a short time car mechanic workshops rose from four to 23 in the small provincial capital, and this had a seriously negative impact on Skijpr's business, which eventually closed. As the economic situation in Kovania had not substantially improved since the end of the war, it was very difficult for Skijpr to find a new job, and eventually he decided to try his luck in Kensland, where a community of Kovanians had established themselves since the outbreak of the war.

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\*This is a fictional case study, which however depicts realities found in different settings. All characters and locations appearing in this work are fictitious. Any resemblance to real persons, living or dead, and to real locations is purely coincidental.



# TOPIC 1

## THE PARADIGMS AND CHALLENGES OF MIGRANTS' INTEGRATION AND REINTEGRATION AND THEIR IMPACT ON DEVELOPMENT

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## Learning objectives

By the end of this topic, participants will be able to:

- explain the link that exists between integration and reintegration;
- illustrate the importance of integration and reintegration;
- identify the challenges and opportunities related to integration and reintegration.



## Introduction

Integration and reintegration are key in ensuring the success of full migration cycles. Indeed, migrants who do not enjoy full participation in their destination society, or who have trouble reintegrating into their societies of origin, are much less likely to be able to contribute to development. Moreover, unsuccessful integration/reintegration may distort social and economic dynamics in both origin and destination territories.

Indeed, both integration and reintegration are key factors in the mobilization of migrants' capital towards local development. This is because if successful, they both enable and empower migrants to be actual and effective actors. The reason for this is that in order to contribute to local development, migrants need to be full members of the society they join, be it their destination territory or an origin territory they left since several years before.

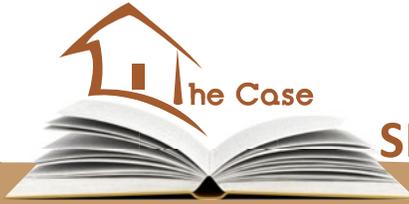
Within this framework it is important to stress the fact that while international migration is perceived as a country-to-country dynamic, in reality most of the challenges and opportunities brought by it are felt first and foremost at the local level. At a time when urbanization is perceived as a key global dynamic characterized by a wide array of challenges and



opportunities, cities are on the front line of implementation of successful integration/reintegration mechanisms in order to ensure that their inclusiveness allows the assets brought by migrants to become engines for local development. Therefore, ensuring successful integration/reintegration is an essential precondition for ensuring that migration constitutes an opportunity for urban development, rather than one of its challenges.

This topic aims to illustrate the way successful migration is linked to successful integration and reintegration, and the interdependencies between both integration and reintegration, as well as to introduce their link with local development and governance. This Topic also highlights the main challenges and opportunities to be addressed, thus introducing the next two topics, dedicated to integration and reintegration respectively.

The story of Skijpr exemplifies the challenges generally encountered by migrants on arrival in their destination territories.



## SKIJPR'S JOURNEY

He left with only his meagre savings, helped by families and friends – including those already in Kenstown. A whole new world was awaiting him in that city, a world he did not know at all. The first month he stayed with a relative of a friend of his, Eibrab, who helped him to acquire the necessary information and take the necessary steps to be able to find a job.



Eibrab showed Skijpr a brochure issued by the Municipality's population services, listing all of the institutions and services available to migrants, as well as the laws regarding employment, migrant associations, plus tips on how to better integrate. The brochure was issued in several languages, including Kovanian. This was very helpful, as thanks to it Skijpr understood that in order to have a work permit, he needed to first find a job. He also read information about a "City ID Card"<sup>1</sup>, that the municipality was delivering to all of the city's residents, regardless of their status, citizenship or situation, allowing them to benefit from all municipal services.

Thanks to Eibrab's networks, Skijpr found a job in a car repair workshop owned by a Kovanian national. He had to work below his real skill level, as his certificate was not recognized and he did not speak Kenslandian – but it was a first step. Thanks to his engagement letter he could apply for a work permit, which he obtained after two months and which had a validity of one year. With this in his hands he was able to find a small room to live in, and obtained the "City ID Card". Skijpr became a regular worker in Kensland, but his salary was very low and the work was hard. In the brochure given to him by Eibrab, Skijpr found useful information on language courses provided by an NGO and subsidized by the municipality. In order to be eligible one had to have a low salary – which was his case – and soon Skijpr began to speak the language.

<sup>1</sup>Such services exist, including in New York. For more information: <http://www1.nyc.gov/site/idnyc/index.page>.

# 1. WHAT ARE INTEGRATION AND REINTEGRATION AND HOW ARE THEY LINKED?

Definitions of integration and reintegration vary between the various actors, and the respective policies and objectives differ according to context. *a priori* integration and reintegration seem to be different issues – integration concerns foreigners, while reintegration concerns nationals returning origin – in reality both mechanisms involve very similar issues and challenges.

Indeed, both integration and reintegration depend on two broad and interdependent sets of prerequisites:

- migrants/return migrants possess the necessary background knowledge and experience to successfully integrate in their new location;
- local society is ready to accept and address the arrival and presence of migrants/return migrants, in terms both of institutions and of perception.

In other words, the success of both integration and reintegration is highly dependent on characteristics held by migrants/return migrants as well as by the receiving society. Preparedness on the part of both is a prerequisite. Both may participate in mutual preparedness.

In this sense, a definition that can be adopted for integration, one which broadly speaking is valid for both dynamics, may be the definition proposed by the EU-MIA programme<sup>2</sup>:

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<sup>2</sup> The definition was given for integration, but it can be extrapolated for reintegration as well.

*“The dynamic, multi-actor process of mutual engagement that facilitates effective participation by all members of a diverse society in the economic, political, social and cultural life, and fosters a shared and inclusive sense of belonging”*



## POINT FOR REFLECTION

### THE COMPLEX ISSUE OF IDENTITY

Identity is a personal feature, shaped by the sum of experiences, networks, social factors and culture. Even for non-migrants, defining one’s identity is already a challenge. Does a French inhabitant of Paris identify him or herself as French? as Parisian? or as him/herself, regardless where he/she lives and was born? Identity is always blended, made up of purely personal features as well as features shared with members of the same social space<sup>3</sup> and the perceptions of those who does not share the same identity at all.

Migration is a factor that strongly influences identity over time, bringing migrants to identify themselves as part of the society they migrate to (or from). In this sense, with society being the central pillar around which identity gravitates, the local level is the most pertinent, as it is the level at which real interaction takes place. This affects the way migrants identify with the locality or city they migrate to, but also the way local populations experience this interaction.



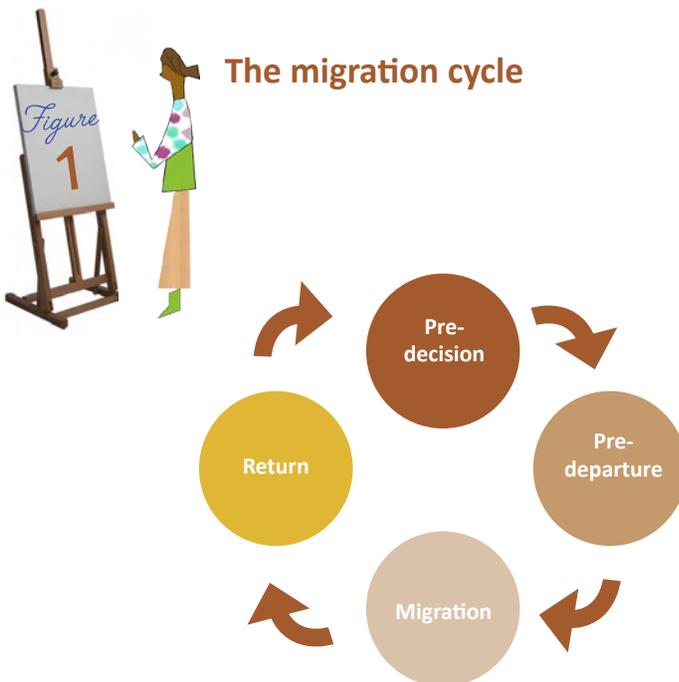
**Based on your own experience, how would you describe the relationship between integration/reintegration and identity?**

<sup>3</sup> According to Condominas (1980), social space is the “space determined by the set of systems of relationships characteristic of a given group”. It is not only a geographical space, but consists also in the relationship to space and time, to environment, to exchanges and communication, to the relationship with religion, etc.

## 2. WHY IS IT IMPORTANT TO FOCUS ON INTEGRATION/ REINTEGRATION AT LOCAL LEVEL?

If integration and reintegration can be defined in similar ways, their importance can also be compared.

To do so, it is useful to look at the migration cycle.



Do you want to know more about the migration cycle? Go to the Core Module, Topic 1.

In an **ideal** and complete migration cycle, a person decides to migrate to another country/territory, works there acquiring experience, returns origin and – building on their acquired experience – successfully reintegrates back into the origin society.<sup>4</sup>

If this is the ideal cycle, things do not always happen this way, and a virtuous circle may actually become a vicious one if migrants experience problems during their stay abroad or upon their return.<sup>5</sup>

Studies highlight the importance of a successful migratory experience as a key condition for successful reintegration. For instance, Cassarino<sup>6</sup> categorized three types of migration cycles, as described in the table below.

Types of migration cycle <sup>7</sup>			
	Complete	Incomplete	Interrupted
<b>Return motivations</b>	<ul style="list-style-type: none"> <li>To run a business in the country of origin</li> <li>Termination of job contract</li> <li>To complete training/studies at origin</li> <li>Achieved migration objective (e.g. successful completion of studies)</li> <li>Situation in the country of origin has improved</li> </ul>	<ul style="list-style-type: none"> <li>Job insecurity in the destination country</li> <li>Family and personal problems</li> <li>Adverse social and cultural environment/ racism/discrimination abroad</li> <li>Migration objectives not achieved (e.g. studies not completed).</li> </ul>	<ul style="list-style-type: none"> <li>Non-renewal of residence permit in the destination country</li> <li>Expulsion/ readmission</li> <li>Administrative/ financial hurdles</li> <li>Loss of job</li> <li>Serious health problems</li> <li>Family pressures</li> <li>Forced marriage</li> <li>War/conflict</li> </ul>

<sup>4</sup> Of course not all migrants intend to return: this cycle is theoretical and there is not always an intention to complete it.

<sup>5</sup> Reality is even more complex, as many other parameters may hamper the degree of success of the migratory experience – from unfair recruitment, to problems related to irregular migration, to unforeseen events such as disasters, conflicts, or serious health problems, etc.

<sup>6</sup> Cassarino, J.-P. (editor), 2014. Reintegration and development, CRIS (Cross-Regional Information System on the Reintegration of Migrants in their Countries of Origin). Florence, EUI (European University Institute) and Robert Schuman Centre for Advanced Studies, 211 pages.

<sup>7</sup> Ibid p. III



In a study involving 1425 interviews in three countries (Armenia, Mali and Tunisia), the authors analysed return experiences from the perspective of the above categorization of migration cycles. Among other things, they found that:

- *“Return migrants having an interrupted migration cycle have strong difficulties in reintegrating in their country of origin. For example, they tend to be more unemployed and jobless back in their country. Their access to social protection is more difficult. Conversely, the completeness of the migration cycle strongly fosters returnees’ social and occupational reintegration.”*<sup>8</sup>
- *“On average, optimal reintegration occurs when two preconditions are met: a sufficiently long experience of migration abroad and favourable motivations to return. This means that migrants who lived abroad for a long period of time and who returned owing to adverse circumstances in the country of immigration tend to find it difficult to reintegrate.”*<sup>9</sup>
- *“Return migrants having a complete migration cycle tend to invest in their country of origin much more than return migrants who had an incomplete or interrupted migration cycle. Human capital and social capital have a strong bearing on migrants’ socio-professional reintegration patterns, as well as on their capacity to invest after return.”*<sup>10</sup>
- *“Frequent visits to the country of origin while abroad constitute one essential ingredient of the reintegration process upon return.”*<sup>11</sup>

This means that the quality of the experience abroad is a key factor in determining the degree of success of reintegration upon return. From this it seems obvious that integration and reintegration are totally linked, as good integration strongly affects the quality of reintegration. Similarly, good preparation for migration is key in supporting successful integration, just like good preparation to return is key in supporting successful reintegration.

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<sup>8</sup> *ibid.*, p. IV

<sup>9</sup> *ibid.*

<sup>10</sup> *ibid.*, p. V

<sup>11</sup> *ibid.*

## POINT FOR REFLECTION

### URBANIZATION, INTEGRATION/REINTEGRATION AND LOCAL GOVERNANCE

Urbanization is one of the key features of our globalized world. According to UNDESA, 2008 was the year when for the first time in history, the global ratio of the world's population living in rural and urban areas reached 50%/50%. Increasing urbanization is intimately linked with globalization and mobility. Rural–urban migration and international migration are very important factors contributing to increase urban population, bringing with them many challenges and opportunities. This makes the link between migration and urban development a very crucial one.

Indeed, if urban growth is not accompanied by measures looking to increase the inclusiveness of cities, through integration/reintegration policies and practices, rather than an opportunity for urban development – and local governance in general – migration can become a challenge. For instance, if migrants are not able to access the labour market, or if migrants become “second-class citizens”, not only are they not able to contribute to the positive functioning of the city, but societal problems may also emerge. This of course means that the link between urbanization and integration/reintegration is intimately related to local governance.

**Based on what you have experienced in your own context, what challenges may arise in terms of public health, the labour market, social cohesion and housing, if no action is taken to ensure migrant integration/reintegration?**

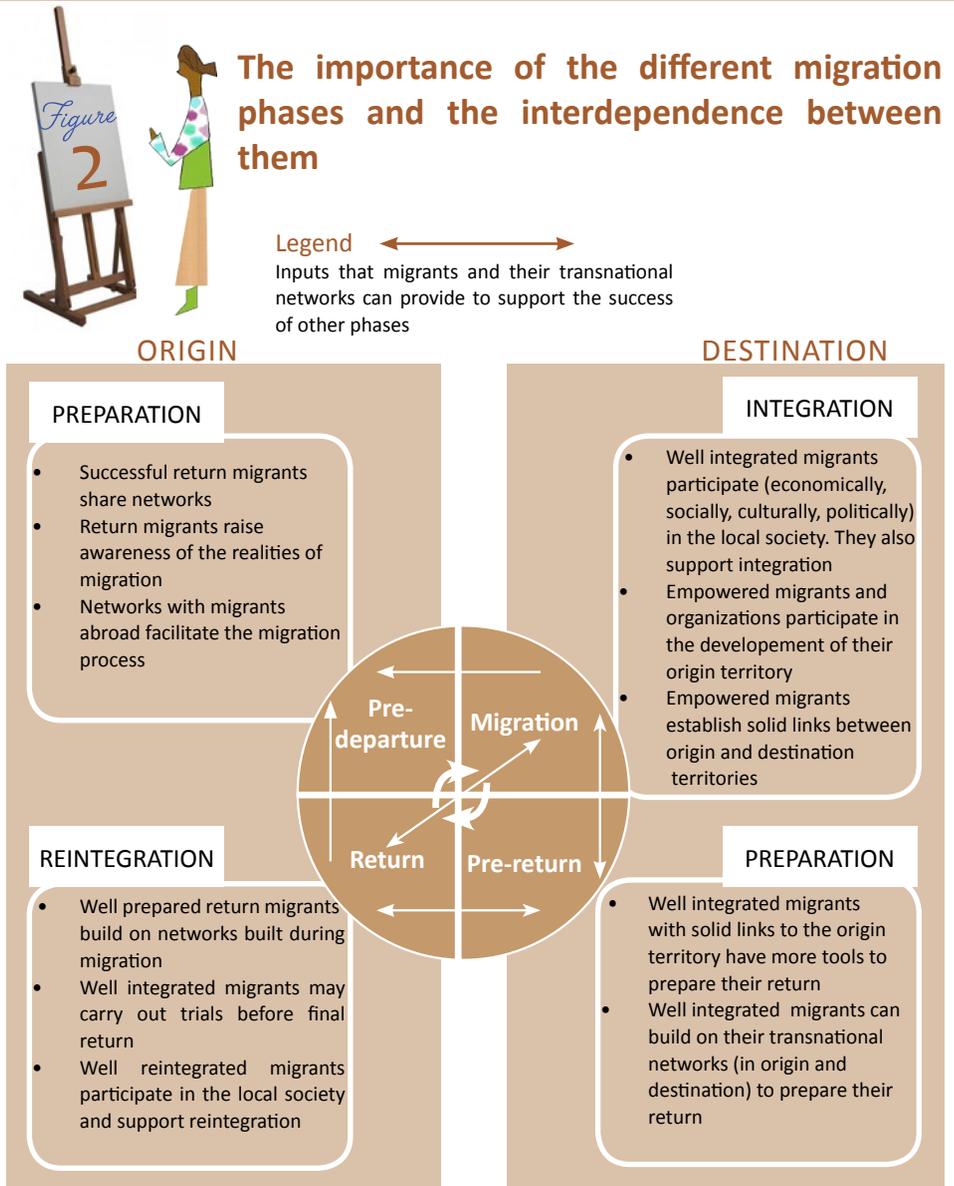
**What other sectors are affected?**

**How are all these sectors interrelated? What solutions do you envisage for such challenges?**



In terms of development, all of the steps of a successful migration cycle are key steps for the maximum engagement of migrants, be it in the origin or the destination territories. This can also be seen as a cycle, going from before leaving to after returning, as shown in the figure below.

Indeed, if good pre-departure preparation is key in supporting good integration into the destination society, and if good integration is key in ensuring preparedness for return, good reintegration may greatly support the pre-departure phase. Migrants and return migrants play a major role throughout this whole cycle, through their networks and initiative.



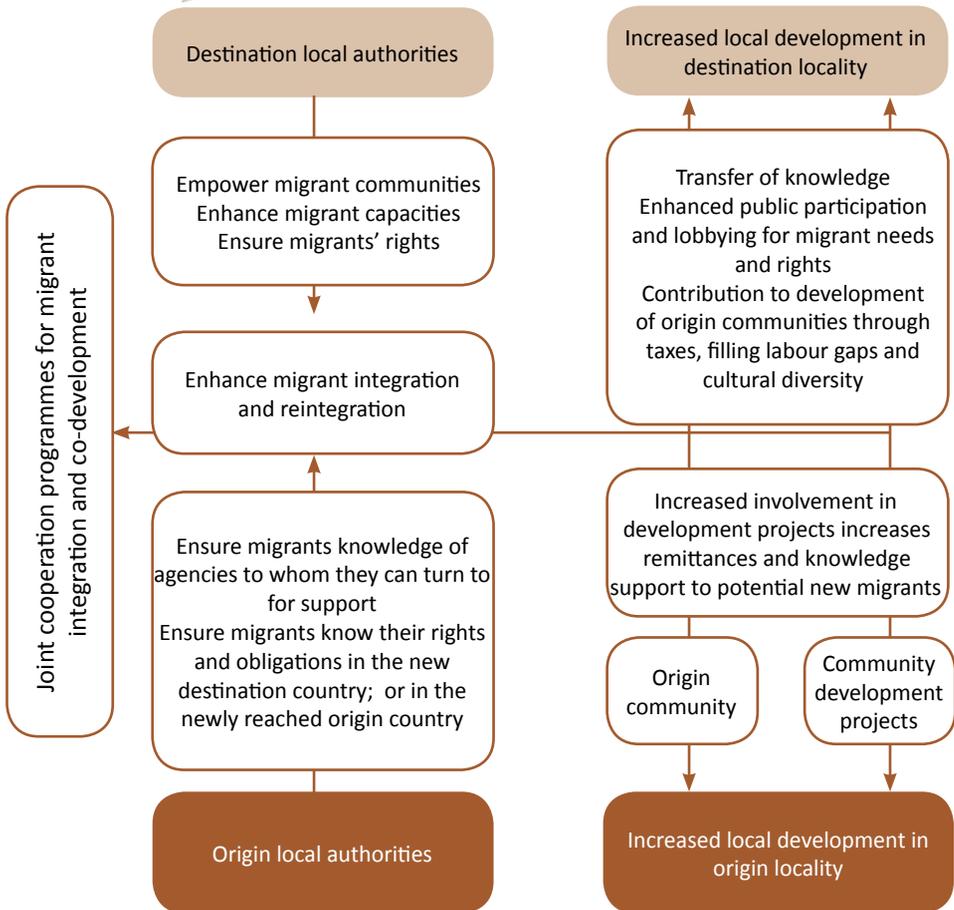
Local authorities in origin and destination territories are key players for ensuring the maximization of the potentialities brought by migration within this cycle, as they can set up structures and mechanisms to support preparation and integration/reintegration of migrants, thus directly affecting local development in both origin and destination territories. This is illustrated by Figure 3 below.



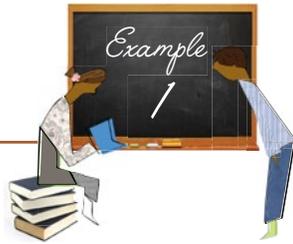
Do you want to know more about the way structures and mechanisms to support the preparation and integration/reintegration of migrants may affect local development in origin and destination territories? Go to Topics 2 and 3 in this Module 5.



### Integration/reintegration: Roles of local authorities in origin/destination territories, and outcomes in terms of local development.<sup>12</sup>



<sup>12</sup> modified from JMDI (2013)



## The Hugo Salinas story

The story of Hugo Salinas, a Salvadoran migrant who succeeded in getting elected in his origin municipality, is illustrative of the interdependence between good integration and successful reintegration, as well as of the impact successful integration/reintegration can have on territories (in this case through the involvement in politics of a returnee).

Intipucá is one of the municipalities making up the Department of La Unión in El Salvador, with a population of 7567 inhabitants and a surface area of 94,49 km<sup>2</sup>, made up of two cantons and 14 hamlets.<sup>13</sup> It is one of the municipalities with strong flows of migration, mainly to the United States. When one visits the municipality one can see in the Municipal Park a monument raised to the Intipucan emigrant, who its residents report as having left in February of the year 1967, looking for better opportunities. [...]

One of the important aspects as regards Intipucá is that among the candidates that put themselves forward for the position of Mayor in the municipal elections for the period 2009 to 2012 was an emigrant – Hugo Salinas – who after more than 20 years living abroad, more precisely in Arlington, Virginia in the USA, decided to put himself forward to seek to contribute to the development of his municipality of origin. Starting in the year 1992, in which he decided to emigrate permanently, Mister Salinas founded the “United for Intipucá–USA Foundation”, in conjunction with other friends, to the purpose of organizing the community. In order to shape that organization, popularly elected positions were created and people were invited who were interested in getting organized. They would hold community activities, raffles, donations, parties, excursions, meals and the election of the Intipucá patron saint festivities queen

<sup>13</sup> United Nations Development Programme (UNDP) and Dr. Guillermo Manuel Ungo Foundation (FUNDAUNGO), 2009. *El estado del desarrollo humano en los municipios de El Salvador* (San Salvador).



in Washington, DC, from among the daughters of Intipucan residents abroad, among other activities. Everything that they collected was for the implementation of aid. In Intipucá they worked with a local organization that was charged with development of the projects. Some of these are as follows: support for the Cultural Centre, extension of the land for the cemetery, aid to churches, the municipal stadium, school equipment and economic support for people who are ill, among other things.

Following an initial attempt (2005–2006), in the year 2008 he decided to get involved once again in politics and to run for the post of Mayor. That same year he returned to the country in order to participate in the election campaign and moved back permanently in order to participate in the elections for the 2009–2012 period. At that time he won the elections and took up the post of Mayor. The experience during his administration centred on the appropriate management of municipal funds. Despite encountering a town administration in debt, he modernized tax collection and carried out changes in the municipal rates, since they were still in *colonos* – despite the fact that the country was dollarized.<sup>14</sup> He managed to refinance the town administration's debt, and sought to carry out works in line with the needs of each one of the communities of the village. He held open town council meetings<sup>15</sup> to learn about these needs. During his management he managed to involve the Salvadorans abroad in various municipal development projects. He established the mechanism of municipal ambassadors, who were Intipucans abroad who were prepared to be linked to development processes in the municipality. This was instituted by means of a municipal agreement, taking into account community service and support of the people. They have recently accepted people coming from other countries as municipal ambassadors – at present they have people from Italy, United States and Nicaragua. These ambassadors participate in the municipality's patron saint festivities through the help that they provide.

One of the disadvantages faced during his period as Mayor was that due to being a migrant, many people thought that he did not know the needs of the village. Nonetheless, he showed that despite having been outside,

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<sup>14</sup> In 2001 El Salvador adopted the USD as its official currency, in place of the former colón.

<sup>15</sup> Known as “cabildos abiertos” in Spanish, these are public hearings periodically scheduled by the municipal authority; they usually function as a public accountability mechanism.



he always kept an eye on Intipucá and its needs, through the Foundation and the trips that he would take to the country. He showed that he always sought to continue to maintain his tie with Salvadorans abroad, and that it is important to establish the connection between migration, remittances, investment, development and Salvadorans abroad, so as to continue working and linking the brothers and sisters abroad with their communities of origin. He stressed that there are other compatriots who like him have resided abroad and have run for municipal posts. [...]

At present Mister Hugo Salinas is once again running for Mayor, for the period from 2015 to 2018.<sup>16</sup>

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<sup>16</sup> Interview carried out with Mister Hugo Salinas, Thursday, February 12, 2014 at 11:30 am in Intipucá, La Unión.

# 3. CHALLENGES AND OPPORTUNITIES

Policies and practices aiming to promote both integration and reintegration do so by responding to particular challenges and opportunities. Here as well, challenges and opportunities are quite similar for both arriving and returning migrants. They can be summarized as follows:



## Challenges and opportunities during the integration phase

### SOCIAL

- Transnational networks

### CULTURAL

- Migrants bring knowledge and values

### ECONOMIC & LEGISLATIVE

- Migrants may increase trade
- Migrants opening businesses
- Contribution to tax system

### SOCIAL

- Xenophobia
- Myths about migrants stealing jobs
- Ghettoization of migrants (urban planning challenges)
- Migrants may lack networks within the destination society

### CULTURAL

- Language barriers
- Misunderstanding of migrants' habits by local population
- Misunderstanding of local habits by migrants
- Tendency to form closed communities

### ECONOMIC AND LEGISLATIVE

- Difficulties in accessing the labour market
- Inequalities in the labour market
- Poor access to social protection
- Poor access to health services
- Other difficulties related to migrants' status
- Lack of information regarding rights and obligations
- Lack of information regarding institutions



## Challenges and opportunities during the reintegration phase

### SOCIAL

- Transnational networks

### CULTURAL

- Migrants bring knowledge and values

### ECONOMIC & LEGISLATIVE

- Return migrants may bring business opportunities
- Contribution to tax system
- Return migrants may increase trade

### SOCIAL

- Return migrants may be perceived as not belonging to the territory any more
- Return migrants may no longer have networks in their origin society

### CULTURAL

- After a long time abroad, return migrants may not feel they totally belong to their origin society
- Language problems
- Cultural changes that have occurred during their absence

### ECONOMIC & LEGISLATIVE

- Problems related to portability
- Lack of information regarding rights and obligations
- Lack of information regarding institutions
- In the case of an incomplete migration cycle: return migrants may lack the skills and resources for successful reintegration

The role of local authorities lies in building on the opportunities and overcoming the challenges, through the establishment of policies, services and initiatives – but also through partnerships with other actors at the international, national and local level.



Do you want to know more about partnership? Go to Module 2.



Do you want to know more about services? Go to Module 3, Topic 2.

## POINT FOR REFLECTION

### THE BALANCE BETWEEN MAINSTREAM AND SPECIFIC SERVICES/STRUCTURES/INITIATIVES

Focusing on migrant integration/reintegration requires specific actions by several local actors. However it is important to keep in mind that the challenges faced by migrants may not always be specific to them; they may also concern other parts of the population. Similarly, challenges faced by migrants in particular may be addressed through the adaptation/scaling up of pre-existing structures, institutions or services.

It is indeed important to differentiate between specific and mainstream structures/services/initiatives.

**Mainstream structures** are pre-existing and serve the whole population. These may be schools, hospitals, municipality services, etc.

**Specific structures** are ad hoc structures created to address very specific needs, such as language training, interpretation services, institutions dealing with integration etc. The former can be adapted to become migrant-friendly, ensuring migrants also have access and are able to benefit equally from such services. The latter can be set up specifically for migrants, or for a larger fraction of the population that also includes migrants (for instance, community centres bringing together the members of a neighbourhood where many migrants live).

**In the previous figures, which challenges/opportunities may be addressed by specific structures/services/initiatives, and which by mainstream ones?**



## KEY LEARNING POINTS

- Integration and reintegration are **very close in terms of complementarity, challenges, and opportunities**.
- They can both be defined as: *“the dynamic, multi-actor process of mutual engagement that facilitates effective participation by all members of a diverse society in the economic, political, social and cultural life, and fosters a shared and inclusive sense of belonging”*.<sup>17</sup>
- Successful reintegration depends on the **completeness of the migratory cycle**, which in turn depends on the success of integration during the migration phase. Similarly, integration benefits from good pre-departure preparation, while reintegration greatly benefits from good pre-return preparation.
- Migrants throughout the migratory cycle are **actors in integration and reintegration**:
  - returned migrants may support pre-departure preparedness, as well as participating in initiatives by diasporas abroad;
  - migrants can support the integration of newly arrived migrants, and facilitate pre-departure preparedness through their networks.

Integration and reintegration are **key elements in ensuring the maximum potential coming out of migrants’ engagement in development**.



<sup>17</sup> Ponzo, I.; Gildey, B.; Roman, E.; Tarantino, F.; Pastore, F.; Jensen, O., 2013: “Researching functioning policy practices in local integration in Europe: A conceptual and methodological discussion paper”, ITC-ILO. Part of the EU funded EU-MIA, developed by the ITC-ILO, with FIERI, Oxford University and COMPAS. Website: <http://www.eu-mia.eu/>



## TOPIC 2

# THE ROLE OF LOCAL AUTHORITIES IN FACILITATING THE INTEGRATION OF MIGRANTS

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## Learning objectives

By the end of this topic, participants will be able to:

- describe the importance of a cohesive society;
- identify the actors that intervene in integration;
- design modalities of partnership with different actors;
- explain the necessary steps for the establishment of a pertinent strategy.



## Introduction

Integration is an important part of building inclusive societies, in which differences of origin, gender, generation, health condition, etc. are overcome, and in which equal opportunities exist for all, allowing each individual and group to make the best of their abilities. Promoting and supporting the integration of migrants therefore means promoting and supporting inclusiveness – which in turn strongly increases the contribution each person or group can bring to the society he/she lives in.

Integration is an essential condition for cohesive societies, and it is also one of the policy domains allowing for the most creativity and requiring the greatest contextualization. Migrants bring with them diversity, and this may not be easily accepted by local populations. This also raises questions and debates about how to ensure that all members of a society can live together in the best way.

Therefore this Topic builds on the general aspects of integration strategies, in order to show how diverse the actions can be – but also how important it is to clearly define a strategy shared with as many stakeholders as possible.

# 1. WHAT DOES GOOD INTEGRATION BRING TO ORIGIN AND DESTINATION TERRITORIES?

In the first Topic of this module, some of the major challenges and opportunities related to migrant integration were mentioned (Figure 4, page 22).

It can be said that failing to address the challenges brings with it the risk of being unable to build on the opportunities – and therefore of losing a great potential in terms of local development. In addition, failing to address these challenges brings with it a risk in terms of social cohesion. One challenge, for instance, is the misunderstanding between migrants and non-migrants exacerbating xenophobia, eventually affecting the security of the territory.

Working on integration means creating the conditions to increase social cohesion, and to sustainably build on the assets brought by diversity and transnationalism.

While access to the labour market is usually regulated at the national level – as is access to social protection and other issues related to migrants' status – social and cultural integration is best addressed at the sub-national level.



Do you want to know more about labour markets? Go to Module 4.



## POINT FOR REFLECTION

### INTEGRATION AS A GLOBAL CHALLENGE

It is important to note that integration is not an exclusive feature of countries in the North: given the extent of South-South and North-South migration, and that territories are rarely exclusively senders or receivers, integration is indeed a global challenge.



**Reflect about the situation in your territory. How important is the issue of integration?**

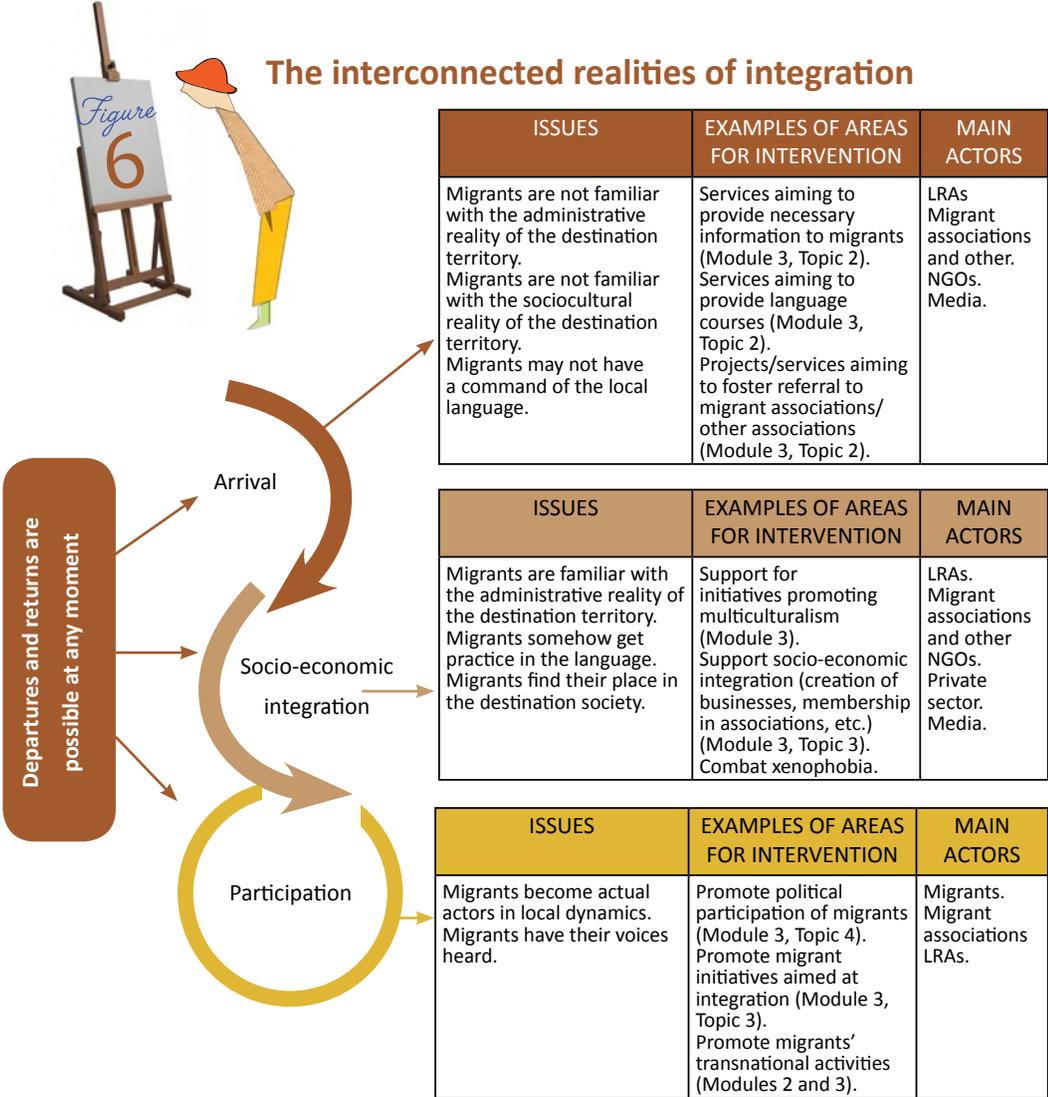
**Is it addressed in a satisfactory way?**

# 2. INTEGRATION AS A CYCLE

The word integration actually embeds several interconnected realities that can be seen as forming a cycle. **Note that departures and returns are possible at any moment during all three stages.**



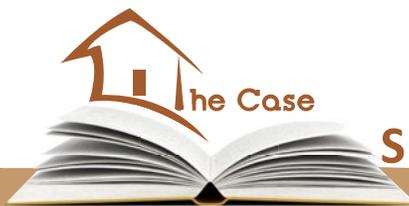
The interconnected realities of integration



Indeed, from their arrival up to the moment that migrants feel and are a full part of the destination society, the issues they face are not all the same, and the level of intervention by actors involved in integration differs. It is therefore important to be aware of the evolution over time of the dynamics associated with integration, as only the promotion of a complete cycle can lead to societies that are actually inclusive, where migrants' voices and actions have weight within the local dynamic.

What is important to note is that the need for the intervention of actors other than migrants themselves decreases throughout the integration process, until the point that migrants become actual integration actors. Of course the process is not as linear as it might appear from the scheme, and the frontiers between the three stages are more than blurred.

Skijpr's case below exemplifies how migration is a cycle with different stages.



## SKIJPR'S JOURNEY

Thanks to his temporary work permit, he also benefited from the national health insurance plan, which he had to pay into every month, but which was subsidized by the province, due to his low salary. However since his permit was temporary, Skijpr was not allowed to be covered by public unemployment insurance. Indeed, if the "City ID card" opened the doors to all of the services under the jurisdiction of the municipality, it did not provide access to other provincial and national services, in the cases in which these were not open to holders of temporary permits.

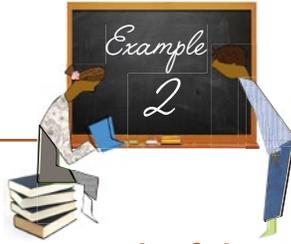


As the years passed, Skijpr mastered the Kenslandian language and got involved in the activities of a Kovanian organization that worked towards



the recognition by the Kenstownian population of diversity as an asset in their society. Xenophobia was quite present, especially since large numbers of Kovanians had immigrated during the war. They formed a network with other migrant associations and with local NGOs, and eventually succeeded in being provided with a platform for discussion with municipal and provincial authorities, and to get their voices heard. At that time, after three renewals of his permit, Skijpr also became eligible for a five-year work permit that provided him with access to a wider range of rights, comparable to those of nationals. Skijpr also accumulated some savings, which allowed him to undertake a training programme granting him a national vocational skills certificate. Thanks to the latter, he was able to find a new job as a mechanic in a big workshop, with a better salary. It was about time, as in the meanwhile Skijpr had married a young Kovanian woman named Pajkal, much to the joy of his family back origin, and they had a child. The couple was living in a flat in a neighbourhood populated mainly by migrants, and had very good contacts with a wide range of Kenstownians.

Unfortunately, at that time Skijpr's mother got sick and needed care. Skijpr was thinking about returning to be near his mother, but he was unsure about the opportunities for jobs or for opening a business there. Pajkal did not really want to return, as she had a good hairdresser's job, but on the other hand she was ready to follow her husband. Their son was three years old at that time. During their yearly visits to Kovania, Skijpr and Pajkal already noticed that the economy was doing better than ten years before. In order not to take too many risks, they decided to split for some time, and Skijpr set off alone for Kovania, while Pajkal stayed in Kenstown with their son, but moved to a smaller flat.



## The integration framework of the Swiss Canton of Vaud

Note that this case study is presented in further detail in Module 3.

The Vaud canton in French-speaking Switzerland has an integration framework based on three main pillars (see the table below). The three pillars are defined at the national level, but the way they are addressed is decided at the regional (canton) level, through a cantonal integration office (*Bureau cantonal d'intégration* – BCI).



Pillar	Policy area	Examples
Information and counselling	Information	<ul style="list-style-type: none"> <li>• Issuing of an information document translated into 12 languages; setting up of an information website</li> </ul>
	Counselling	<ul style="list-style-type: none"> <li>• Experts for consultation available in each of the BCI regions</li> <li>• Specific offers for female migrants; accessibility ensured to information on integration projects</li> </ul>
	Protection from discrimination	<ul style="list-style-type: none"> <li>• Financial support for anti-discrimination project</li> <li>• Intercultural training</li> <li>• Support services for victims</li> </ul>

Pillar	Policy area	Examples
Education and employment	Language and training	<ul style="list-style-type: none"> <li>Improvement in language training programmes and their adaptation to the specific needs of immigrants</li> </ul>
	Early encouragement	<ul style="list-style-type: none"> <li>Development of special offers for families with children</li> <li>Creation of an exchange platform for schools, welcome centres, etc.</li> </ul>
	Employability	<ul style="list-style-type: none"> <li>Mentoring and coaching services for job-seekers</li> <li>Support for enterprises to adapt to the needs of immigrant workers</li> </ul>
Communication and social integration	Community interpreting service	<ul style="list-style-type: none"> <li>Interpreters for every language available for immigrants</li> <li>Support for the training of interpreters</li> </ul>
	Social integration	<ul style="list-style-type: none"> <li>Financial support for local integration projects</li> <li>Setting up of platforms for integration professionals to exchange</li> </ul>

To implement this framework, Vaud Canton set up a canton-level office for integration and prevention of racism (*Bureau Cantonal pour l'Intégration et la prévention du Racisme – BCI*). One of the main tasks of the BCI is to map and accompany projects implemented in the field by associations (both migrant associations and other NGOs), through funding and technical assistance.

However this administrative aspect also involves oversight of the programme that already includes migrants, who are at the same time its very target. This function is taken on by a canton-level consultative body made up of migrants (*Chambre cantonale consultative des immigrés, CCCI*). The committee is a platform where immigrants are invited to discuss all immigration matters with state officials and the Swiss people, thus influencing the immigration agenda of the canton. It is independent of the BIC, which is only responsible for implementation of programmes and is headed by the Cantonal Commissioner for Integration, who is appointed by the canton and is responsible for all immigration policies.

Looking at the framework presented in the table, which parts more specifically address each of arrival, socio-economic integration and participation?

## POINT FOR REFLECTION

### DEALING WITH DIVERSITY

The debate around integration is a very animated one, and the solutions proposed range from assimilation – in which migrants are compelled to assimilate into the culture and ways of life of citizens – to multiculturalism – in which society and institutions are built around diversity, in order to allow each community to live practising its own culture within a wider social context. Both approaches have been criticized, the first one because it is one-way, in which migrants have to give up their cultural traits to become locals – the second because it tends to build barriers between the different communities.

Nowadays cities are at the forefront of defining integration practices, and are increasingly seeking to learn from each other. Several tools have been developed to allow this exchange of practices.

Among these may be mentioned the following:

- **EU-MIA**,<sup>18</sup> a research-based cooperative learning and training initiative, implemented by the ITC-ILO, the Centre on Migration, Policy and Society (COMPAS) at the University of Oxford, and the International and European Forum of Migration Research (FIERI). The initiative collected case studies in several European cities, which were summarized into user-friendly files allowing the taking stock of different initiatives, their strengths and weaknesses, and ways forward.
- The **Integrating Cities process**,<sup>19</sup> launched in Rotterdam in 2006 and which is a partnership between EURO CITIES and the European Commission, to promote local-level implementation of the Common Basic Principles on Integration. It is based on a conference series and a programme of work led by EURO CITIES, in close cooperation with the European Commission. The “ImpleMentoring” method, aiming to foster city-to-city cooperation on integration, is built on the recognition that integration is also about learning and assessing other experiences.



**In your territory, does the vision regarding integration relate more to assimilation or to multiculturalism? What would you like to learn from other territories?**

**What could you share with other territories?**

<sup>18</sup> [http://www.eu-mia.eu/content\\_view](http://www.eu-mia.eu/content_view)

<sup>19</sup> <http://www.integratingcities.eu>

### 3. WHO ARE THE INTEGRATION ACTORS AT LOCAL LEVEL?

Integration is an issue that involves the destination society as a whole, with different roles, responsibilities and implications. In this sense, partnership is key in promoting pertinent policies and initiatives.

The actors in integration may be listed as follows, with their respective roles or involvement regarding integration:

ACTOR	ROLE
National authorities	<ul style="list-style-type: none"> <li>• Define the policy framework for migration</li> <li>• Define national integration policies</li> <li>• May fund local initiatives</li> </ul>
LRA's	<ul style="list-style-type: none"> <li>• Define the local/regional framework for integration</li> <li>• Set up institutions and mechanisms dealing with migration</li> <li>• Map/reach out to migrants and their organizations and initiatives</li> <li>• Provide migrants with accessible information.</li> <li>• Set up services</li> </ul>
NGOs	<ul style="list-style-type: none"> <li>• Develop projects and initiatives</li> <li>• Advocate</li> </ul>
Migrant organizations	<ul style="list-style-type: none"> <li>• Develop projects and initiatives</li> <li>• Advocate</li> <li>• Assist migrants</li> </ul>
Private sector	<ul style="list-style-type: none"> <li>• Employ workers</li> <li>• Affect the labour market</li> </ul>
Media	<ul style="list-style-type: none"> <li>• Share information</li> </ul>
Academia	<ul style="list-style-type: none"> <li>• Produce data and information</li> </ul>

ACTOR	ROLE
Individual migrants	<ul style="list-style-type: none"> <li>• Are part of the society</li> <li>• Work</li> <li>• Pay taxes</li> <li>• Set up businesses</li> <li>• May participate in the democratic process</li> </ul>
Non-migrant population	<ul style="list-style-type: none"> <li>• Interact with migrants</li> <li>• Work</li> <li>• Pay taxes</li> <li>• Participate in the democratic process</li> </ul>

## POINT FOR REFLECTION

### HOW GOOD PREPAREDNESS SUPPORTS INTEGRATION

Most integration actors are located in the destination territory, where migrants reside and integrate. However this does not mean that integration begins only upon arrival. Pre-departure orientation can also be provided along several axes, aiming to provide prospective migrants with basic knowledge about their destination (rights, obligations, cultural facts, institutions, etc.), as well as other skills such as financial literacy or speaking the local language. Although pre-departure training is most often organized at the national level, the principle can also be applied at the local/ regional level – for instance building on the experience acquired by return migrants.



**What kind of pre-departure activities can LRAs organize to foster integration? What kind of support can returned migrants bring to such activities?**

## 4. INTEGRATION IS ABOUT COOPERATION

Module 2, focusing on partnership and cooperation, aims to show how these are key in setting up sustainable M&D initiatives, and to highlight the fact that successful partnership and cooperation lie in:

- complementarity between actors;
- the legitimacy of each actor;
- a shared vision among actors;
- trust.

These are also key features of cooperation for integration. Indeed, as shown in the table above, a great variety of actors is involved in integration, with complementary roles.

Among these actors, there is a great variety of possibilities for partnership, labelled intra-local partnership. The following sections provide an overview of some possibilities LRAs have to promote integration through partnership.



Do you want to know more about intra-local partnership? Go to Module 2, Topic 1.

## POINT FOR REFLECTION

### A FUNDAMENTAL COMPONENT OF ANY INTEGRATION POLICY

A fundamental component of any integration policy is knowledge about migration in the territory. As underlined in Module 1, Topic 3, Local Migration Profiles can be a way to gather this information. These are studies developed at local level, which involve:

- **liaising with the national authorities** to set up a data sharing mechanism allowing local institutions to compile migration data acquired nationally;
- **designing a template** to be common to all the localities within a country (globalizing local migration profile templates would not allow them to be pertinent to the context);
- the template should allow for the provision of a **good snapshot** of:
  - o migration trends (statistics) and characteristics (qualitative aspects);
  - o sources of data on migration;
  - o migration actors and actions (associations, M&D initiatives...) present within a territory;
  - o local migration governance (integration, local policy frameworks) and relationships with national migration governance;
  - o recommendations.



**Based on your own experience, what kind of information is necessary to develop a good integration policy?**

## Cooperation between LRAs

As mentioned in the first Topic of this module, promoting integration does not necessarily mean creating specific services and initiatives that only target migrants. Indeed, mainstream structures such as schools, hospitals, employment services, etc. are key in successful integration. However they may not always completely fit with migrants' specificities. School teachers may not be prepared to deal with diversity. Hospitals and other public institutions may lack links with interpretation services. Municipality services may lack information material tailored to migrants, etc.

The setting up of a local/regional coordination body in charge of mainstreaming migration within local services may be a way to promote the necessary consistency between the various institutions.

In the example above, this role is played by the BIC.



Do you want to know more about mainstreaming? Go to Module 1.

The existence of such coordinating mechanisms allows among other things the setting up of one-stop shops providing information to newly arrived migrants, known as Migrant Resource Centres (Module 3, Topic 2), and the development of information packages for migrants.



Do you want to know more about services? Go to Module 3, Topic 2.

## POINT FOR REFLECTION

### COOPERATION AMONG TERRITORIES

Since integration is about developing the right practice in the right place at the right time, it is also about innovation and the exchange of ideas. Each territory has its own way to deal with integration, based on national policies and local realities. EuroCities, a network of European cities, developed the ImpleMentoring method, in which cities cooperate in order not only to exchange ideas, but also to put them into practice. In this ImpleMentoring method, cities mentor other cities in order to assist them in defining integration policies with impact.



**Based on your experience, what do you think would be the necessary steps for developing this kind of cooperation in your territory?**

To find out more, please visit:

[http://www.integratingcities.eu/integrating-cities/resources/implementing\\_toolkits](http://www.integratingcities.eu/integrating-cities/resources/implementing_toolkits) and [http://www.integratingcities.eu/integrating-cities/resources/implementing\\_methodology](http://www.integratingcities.eu/integrating-cities/resources/implementing_methodology)

## Cooperation between LRAs and associations (including migrant associations)

Migrant and other associations may be promoting integration, even if indirectly, through their projects. This is one of the most diverse sources of integration, and it is very important to design strategies in order to support these initiatives.

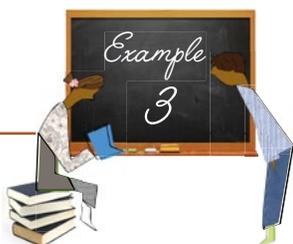
These strategies may assume various forms, such as:

- **creating networks/institutional settings linking several similar initiatives;**
- **creating funds dedicated to supporting integration initiatives;**

- **providing in-kind contributions to diasporas/other associations' initiatives** (providing a venue for events, meeting rooms, space for associations, etc.).



Do you want to know more about cooperation between LRAs and associations? Go to Module 3, Topic 4.



## Turin (Italy):

### *Case del Quartiere (Neighbourhood Houses)*<sup>20</sup>

“The ‘Neighbourhood Houses - *Case del Quartiere*’ is a project initiated in 2012 by the Municipality of Turin aimed at establishing a network between the seven already existing *Case del Quartiere* (CdQ). The CdQ might be roughly defined as neighbourhood community centres, but they are characterised by a number of peculiar features (e.g. their origin, spirit, functions, management model, relationship with the neighbourhood, etc.) that make them something more than community centres. For this reason they were called ‘houses’, because they were created to be felt, used and lived by everyone as their own house.



The gradual process that brought to the creation of seven CdQ started in the early 2000s as a neighbourhood-level initiative: in some cases it was a bottom-up process initiated by civil society organisations, in other cases it was the result of a municipal plan, and more often a combination of both the local community and associations activism and

<sup>20</sup> From EU-MIA project (source: Neighbourhood Houses - Case del Quartiere, Turin (Italie), EU-MIA report available on the website: <http://www.eu-mia.eu/cases/case-del-quartiere-neighbourhood-houses>)



the Municipality support. In any case this process was, at first neither planned nor coordinated at city level; each neighbourhood house was established independently from the other CdQ and often in very different ways, whilst the idea of connecting them in a network was a consequent step, strongly promoted by the Municipality.

The CdQ are public spaces with a social function: they destination and offer the most diverse educational, cultural and social activities, as well as public services and help desks. They are places that stimulate situations of aggregation and socialisation, allowing people, ideas and projects to meet and develop. They are also spaces of active citizenship and participation that destination, assist and support community associations, local NGOs, migrant associations and informal groups of citizens in planning and implementing their initiatives.

As regards stakeholders, all CdQ have an important partnership with their *circoscrizione*, in the form of both a small financial contribution and a tight cooperation in planning and implementing a number of initiatives. As concerns private foundations, some CdQ have been created with the direct support of private company foundations, such as *Fondazione Vodafone Italia* and both *Fondazione Vodafone Italia* and *Fondazione Umana-Mente Allianz*.”

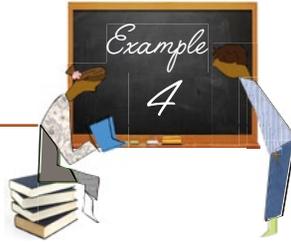
## Cooperation with the media and private sector

The media play an important role in shaping the perception the population has with respect to migrants. Indeed, integration strategies also imply an effort in communication, and in this sense, cooperation between LRAs and media is likely to bear fruit.

However, it is important to place such cooperation within wider anti-xenophobia strategies that also include capacity building, organizing events, and other related initiatives, and to promote the participation of other actors from civil society and the private sector. The latter are likely to benefit from impactful anti-xenophobia campaigns, and therefore to contribute to their success.



Do you want to know more about promoting the participation of civil society and private sector actors? Go to Module 2, Topics 3 and 4.



## The Barcelona BCN Anti-Rumour Strategy and Anti-Rumour Network<sup>21</sup>

Since 2010 the Municipality of Barcelona (Office for Immigration and Interculturality) has been promoting the Anti-Rumour Strategy. Although it does not envisage the participation of other partners, the practice relies greatly on the existence of a broad network of local stakeholders (400 actors) for its communications and awareness-raising strategy.



The Anti-Rumour BCN Strategy, implemented in Barcelona from 2010, consists of three main macro-level actions:

- awareness-raising and training activities, and production and dissemination of tools and materials to fight rumours (i.e. training of anti-rumour agents, catalogue of anti-rumour activities, a handbook for fighting against rumours and stereotypes, anti-rumour comic books, and anti-rumour videos);
- the establishment and implementation of the Anti-Rumour BCN Network for the planning, developing, supporting and implementing the actions envisaged by the Anti-Rumour Strategy;
- communications actions through the mass media, ensuring the broadest possible dissemination of what has been produced within the Strategy.

<sup>21</sup> Modified from [http://www.eu-mia.eu/cases/bar\\_infosheet](http://www.eu-mia.eu/cases/bar_infosheet)



These are the next steps the Strategy intends to undertake:

- improving the coordination Strategy, through the enhancement of co-leadership between the Municipality and the most active associations;
- reaching diverse and wider audiences, using all the tools displayed by the Strategy over these years;
- implementing cooperation with new strategic sectors, such as academia;
- focusing increasingly on the involvement of actors that are active at neighbourhood level;
- creating specific spaces for meetings, exchanges and positive interactions among Barcelona citizens from different cultures, as a fundamental prerequisite for continuing to fight against prejudices.

## 5. THE KEY TO INTEGRATION IS STRATEGY

This Topic shows in a non-exhaustive way that integration can take different shapes and involves multiple stakeholders. The only limit to integration is the creativity of these stakeholders.

However without the central role played by LRAs within the national framework governing migration, the efforts of local stakeholders can be in vain or without impact.

Indeed, in addition the specific role LRAs play in providing services and partnering with other stakeholders, they also have the key responsibility of coordinating the design of integration strategies. Although there are no rules for how to do this, there are several key actions that need to be undertaken to develop such a strategy.

These can be summarized by Figure 7 below.



### Key actions supporting the development of integration strategies

Mapping stakeholders, migration dynamics and issues

Setting up a coordination mechanism

Agreeing on objectives, priorities and roles

Setting up cooperation frameworks

## KEY LEARNING POINTS

- Integration is key in ensuring **social cohesion** within territories.
- If the national level sets the legislative framework, the local level is the **most pertinent** level to promote integration initiatives.
- The **needs related to integration differ from the moment migrants arrive in a territory to the moment they actually become full actors in the territorial dynamic**. This can be seen as a cycle.
- There is a multitude of integration actors, among which the following:
  - National authorities
  - LRAs
  - NGOs
  - Migrant organizations
  - Private sector
  - Media
  - Academia
  - Individual migrants
  - Non-migrant population
- Cooperation between these actors is key to successful integration policies, and **LRAs have a central role in ensuring such cooperation**.
- From the point of view of LRAs, cooperation can take different forms:
  - cooperation among local/ regional authorities;
  - cooperation with civil society;
  - cooperation with the media and the private sector.
- The way cooperation may take place **is limited only by creativity**: the examples given in this topic are not exhaustive.
- Generally however, a **strategy is necessary** to maximize the impact of cooperation for integration:
  - mapping stakeholders, migration dynamics and issues;
  - set up a coordination mechanism;
  - agreeing on objectives, priorities and roles;
  - set up cooperation frameworks.



## TOPIC 3

# THE ROLE OF LOCAL AUTHORITIES IN FACILITATING THE REINTEGRATION OF MIGRANTS

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## Learning objectives

By the end of this topic, participants will be able to:

- explain the challenges and opportunities related to return and reintegration;
- explain the issues related to the great diversity of profiles of returnees;
- consider the importance of a good knowledge base for designing policies and actions;
- appreciate the importance of building reintegration strategies on the basis of mainstream structures.



## Introduction

Return may be a difficult moment for migrants who have spent part of their life working abroad and who – by choice or by fate – have returned origin. Indeed, many things may have changed – in terms of the reality of the origin territory, but also in terms of their dreams and aspirations. Reintegration is therefore not always easy, in addition because those who did not migrate may perceive the returnees as not completely foreigners, but not completely locals either.

The role of LRAs as authorities in proximity to field level is a crucial one in providing key services and mechanisms to address the challenges brought by return, and to build on the opportunities return brings. Indeed, as stressed throughout this toolbox, migration can support local development only when migrants are both enabled and empowered in building on their assets. A successful reintegration is therefore a key condition to reach this goal.

This Topic aims to provide a view of the challenges encountered where reintegration is concerned, and of the possibilities LRAs have to make this step easier. We will not focus on what needs to be addressed at the national level (i.e. the legislative framework, and the issues dealt with by national policies) but rather on what can be done at the proximity level.



# 1. THE SPECIFICITIES OF REINTEGRATION

In the first Topic in this module some of the challenges and opportunities related to return were introduced, and the similarities with integration challenges and opportunities were highlighted, together the importance of a successful migration cycle for increasing the chances of a successful reintegration (Figure 5, page 23).

Indeed, while addressing challenges and opportunities similar to integration, reintegration policies in the destination countries and territories depend much more on the individual migrants' personal history prior to return. The same policy or initiatives will not suit in the same way a successful entrepreneur returning origin to set up a business, and a low-skilled worker who returns after failure or deportation. The two have very different paths, skills, needs and expectations. The same can be said for migrants returning after 20 years and migrants returning after a short period, as well as for migrants returning temporarily, periodically or permanently.

If the objective of integration policies is to have cohesive societies building on diversity, the objective of reintegration policies is to ensure that returning migrants – who very often also have citizenship in their origin countries — find a place back in their origin society (where they are not necessarily perceived as foreigners, nor as genuine locals). The difference may appear subtle, but it is actually quite deep, as reintegration policies and practices act more at the **individual** level, while integration policies and practices act more at the **societal** level.

Moreover, while it is convenient to see return as the end of a migration cycle, this is not always the case, as shown in Figure 8.



## The different circumstances of the return of migrants

Migrants return and migrate again, to the same destination territory or to another

- Migrants making several attempts before permanent return
- Migrants failing in reintegration
- Students going back origin after studies and lacking job opportunities

Migrants return periodically

- Seasonal migrants, or for instance seafarers (see example 5)

Migrants return permanently

- Migrants returning after retirement



## The complex case of returning Filipino seafarers

Filipino seafarers, also referred to as seamen, are typically male workers who work for a minimum of six months (or an average of nine to 12 months) on board shipping vessels that travel the high seas. Supplying more than 20% of the world's maritime workforce, the Philippines remains the top source country for seafarers. Seafarers constitute more than a quarter of the 1.5 million overseas Filipino Workers (OFWs) who have helped maintain the stability and growth of the Philippine economy over the years. In fact, remittances from sea-based OFWs alone reached a record high of US\$ 5.21 billion, accounting for 22.8% of total remittances for 2013.



Factors such as low labour costs, competence in the English language and a better work ethic contribute to the high demand for Filipino seafarers. Hence the Philippines is expected to supply this demand for seafarers globally for the next ten years.

However several studies have shown that the seafaring occupation has had higher mortality compared to other working groups, and encounters more diverse issues and concerns in their working conditions, environment and family situation. The work profile of seafarers is diverse – some are ship captains or maritime engineers who earn as much as US\$ 10,000/month, while others are cabin crew earning US\$ 300/month. They are also under an unpredictable service contract, with six months as the minimum and up to an average of nine to 12 months, with no assurance of being employed after their contract, immediately or within the next six months. Without immediate employment, they can be idle



for six months, with their savings from previous sailings being fully used up.

In addition, in accordance with international maritime standards, Philippine law requires that a seafarer complete specific training or certifications before the next sailing. Some seafarers complain that their vacation time of one month (for those who are assured of immediate employment after their last contract) is spent complying with the maritime certifications. These complicated conditions of Filipino seafarers – aggravated by personal issues such as having several family members, or health problems – require specific, responsive “return and reintegration” policies and programmes, from both the national and the local institutions.

Private sector programmes exist, mostly from the big placement and manning agencies, supporting returning seafarers with such things as health benefits, free training and certification, and loan facilities with minimal interest rates. However seafarers and their organizations demand a client-based return and reintegration programme that will respond to their varied issues and needs.

## 2. THE IMPORTANCE OF DATA

Since reintegration implies addressing very diverse challenges according to the profile of returnees, data on these profiles are key in the establishment of adequate reintegration policies and initiatives.

Indeed, the nature of the challenges faced by return migrants can be very diverse, as a function of their profile and personal history. The lack of data on these aspects can lead to ineffective policies, or to policies that fail to fit the lived reality in the territory.

As introduced in the previous topic, data can be gathered through the establishment of “migration profiles”, which can focus on specific territories. These allow a taking stock of the profile of migrants and return migrants, but also of institutions dealing with migration and of existing initiatives by civil society, migrant (or return migrant) associations, and the private sector. The design of strategies aimed at producing such profiles (through specific surveys, building on administrative data or registration mechanisms, etc.) is therefore a very important step towards reintegration frameworks.



Do you want to know more about local migration profiles? Go to Topic 2, and Module 1, Topic 3.



## Coping with emigration in Baltic and East European Countries

The OECD publication titled *coping with emigration in Baltic and East European Countries*<sup>22</sup> provides several examples initiatives aimed at enhancing reintegration. Some of these were driven by local authorities.

Among these we can mention the following examples in Poland:



- “*Opolskie voivodship – Here I stay* is a programme initiated in 2008 by the self-government of the Opolskie voivodship [province] and the Regional Labour Office in Opole. The main goals were to increase work and educational opportunities in the region and encourage the return of people working abroad. Target groups were graduates, unemployed persons and persons residing and working abroad (mostly in the United Kingdom, Germany and the Netherlands).”<sup>23</sup>
- “*The 12 cities. To go back, but where to?* introduced in 2009 by Poland Street (a London-based Polish diaspora organisation), was one of the most ambitious initiatives to encourage return, drawing much media attention. Twelve Polish cities were to be promoted in London through monthly presentations covering different aspects relevant to return migration, such as potential for individual development, educational and labour market opportunities and business opportunities. Meetings were open to the public and aroused much interest in the United Kingdom. Unfortunately, the programme was abandoned shortly after its inception due to the deteriorating economic situation in Poland.”<sup>24</sup>

The author mentions that these programmes were not necessarily successful, due to the lack of an evidence base on Polish returnees, and due to a lack of precise evaluation mechanisms. The second example also shows the importance of external factors (the economic situation in this case) in the success of initiatives.

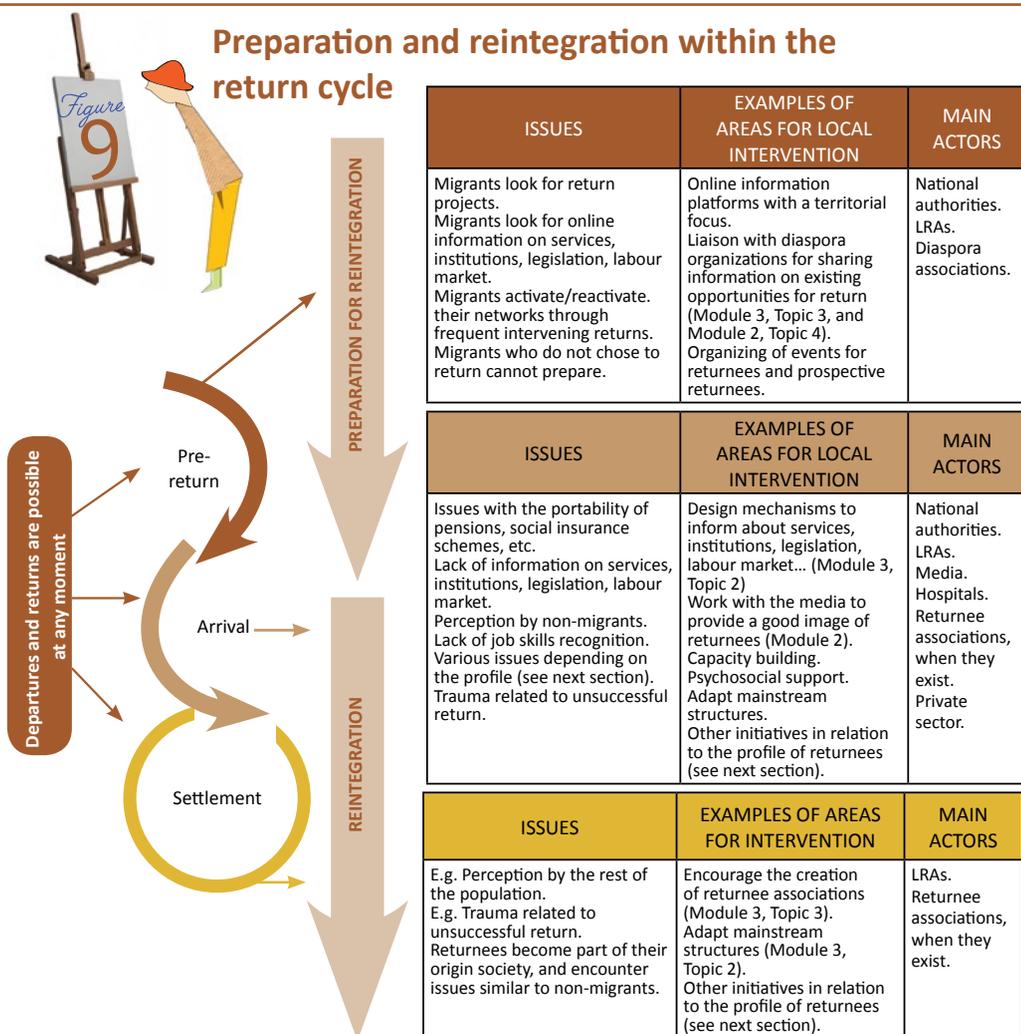
<sup>22</sup> OECD, *Coping with Emigration in Baltic and East European Countries*, OECD Publication, 2013 - 144 pages

<sup>23</sup> P. Kaczmarczyk, “*Matching the skills of return migrants to labour market needs in Poland*”, in OECD, *Coping with Emigration in Baltic and East European Countries*, 2013, p.122.

<sup>24</sup> Ibid

### 3. RETURN AS A CYCLE

As is the case with integration, return can as well be seen as a cycle – one that may end up with permanent settlement, but may also be interrupted with new migration. In terms of reintegration, this cycle itself can be seen as composed of two fundamental moments: **preparation** and **reintegration** as such.





As introduced in the first topic, successful reintegration implies a **willingness** to return, as well as **preparedness**, which in turn depend on the conditions found in the destination territory, and therefore on integration policies as well.

The willingness to return is a personal feeling of the migrants. Preparedness largely rests on migrants' ability and capacity to plan their return, through frequent visits, careful planning, additional training, networking, etc. Preparedness is indeed a key factor affecting the whole return cycle.

Preparedness can therefore be supported through policies and initiatives, some of which can be established by LRAs, while others depend on national policies (like legislative frameworks for return, portability of social security, recognition of certificates, etc.).

Once back in the origin territories, the challenge lies in supporting returnees in their journey toward successful reintegration, returning to a status as regular citizens, while still being able to build on the networks and experiences acquired abroad.

## POINT FOR REFLECTION

### A ROLE FOR DECENTRALIZED COOPERATION

Preparedness for return is something that can be ensured when migrants are in their destination territory. As we have seen in the previous topic, preparedness is also very important before migration, from a perspective of integration. This means that there is an avenue for building on decentralized cooperation to set up mechanisms aiming to strengthen the whole migration cycle, from pre-departure to return.

**Based on your own experience, how do you think that such mechanisms can be set up within the framework of decentralized cooperation?**



Do you want to know more about decentralized cooperation? Go to Module 2, Topic 2.



One important aspect to note is that the reintegration actors are as varied as integration actors, and **cooperation and partnership are key, following the same principles as these listed in Topic 2 of this module. Therefore even if this is not mentioned, the next two sections imply that actions are undertaken through partnership.**

## 4. FOSTERING PREPAREDNESS

Prospective returnees who have spent a long time outside their origin country may have a fuzzy vision of the institutional setting in place and of the actual opportunities they will find, as well as the constraints they will face.

LRAs can develop online platforms that act as one-stop shops to provide prospective returnees with the necessary information, such as in the following (non-exhaustive) list:



### Online platforms provide prospective returnees with needed information

Online platforms act as one-stop shops, providing prospective returnees with information relating to:

Rights and obligations and national return policies	Institutions and services	Administrative steps to undertake upon return	Labour market	Investment opportunities	Training opportunities	National skills certification frameworks	Families with children born abroad
-----------------------------------------------------	---------------------------	-----------------------------------------------	---------------	--------------------------	------------------------	------------------------------------------	------------------------------------



It is important to note that, as suggested in other modules, LRAs are encouraged to develop such online tools for other purposes, such as diaspora engagement. Indeed, these platforms should provide services to a wide range of migrants, from those newly arrived to those aiming to return, through those organized in migrant associations and those aiming to invest or to develop initiatives in their origin territory. When it comes to return, these platforms should not only target migrants who originated in one specific territory, as return does not always take place to the origin territory. People may decide to go back to a locality where there are more opportunities.



Do you want to know more about online tools developed by LRAs? Go to Module 3, Topics 2 and 3, and to Module 2, Topic 4.

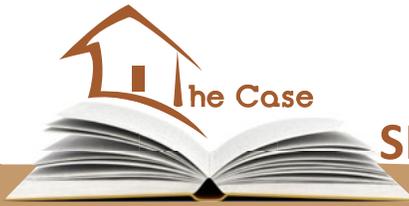
This also means that such online platforms are likely to have a better impact if they constitute national networks, for instance through the centralization of references to different platforms created in different local/regional settings.

Finally, when developing online tools it is very important to ensure that they are known and used. For this reason, it is very useful to have good contact with diaspora associations in destination countries, which are likely to circulate the information and participate in its development, and therefore to have a strategy for reaching out and communicating with the diasporas.



Do you want to know more about this topic? Go to Module 2, Topic 4 and to Module 3, Topic 3.

Skijpr's case shows how online platforms can provide prospective returnees with the necessary information.



## SKIJPR'S JOURNEY

Back origin, Skijpr noticed that many things had changed since he opened his first workshop more than ten years earlier. Of course, as a mechanic he was looking at the opportunities to open a workshop. He noticed that the number of cars had increased, and that if he was going to settle in a city bigger than his origintown he could succeed.



However, rent prices had also increased, as had the prices for tools and equipment, and Skijpr noticed that his savings were not enough to open a business. He spent three month in Kovania, looking for information on credit, regulations and the labour market – but also visiting his relatives and old friends in order to renew his networks and gather information on opportunities. He learned that several returnees had been successful and were living with good salaries. A friend who had studied medicine in Kensland became a surgeon, while the newspapers were telling the story of a carpenter who had returned and set up an emerging and successful construction company already employing 50 workers.

Two weeks before going back to Kensland, he found a website set up by the Municipality of Kovantown, the capital city, providing information for returnees, including information on the labour market. Browsing on the website, he noticed that his impression was correct, and that there was a market for car mechanics. He also had information on the educational system, and was reassured to know that there would be a future for his son as well. What worried him however was the information he found on the portability of pensions. For years he had been contributing to a public pension fund that he was not sure could be transferred in Kovania. The website referred to a brochure issue by the Municipality, and explained the issue. Skijpr found that although he would lose his Kenslandian pension, to encourage return the state was covering the years missing in Kovania. Back to Kenstown, Skijpr decided to find a solution for the money that was



missing. Through the internet and through his network in Kovania, Skijpr found out that he had the advantage of having been trained on brand new cars, which were slowly populating Kovania as well, while mechanical training there did not adapt very quickly. A Kenslandian carmaker was settling in Kovania, proposing franchising contract to workshops. A second trip to Kovania led Skijpr to meet with the national representative of the Kenslandian brand of cars, who in view of his qualifications and of his networks in Kensland, accepted having him open a franchise in the capital city. Although this was not the same thing as owning his own workshop, Skijpr's savings were enough for that, and even with lower benefits he could successfully settle back in Kovania. Since the capital city is three hours' drive from Skijpr's origintown, the solution looked acceptable to him.

Once the decision was taken everything went very quickly, and after three months the whole family was settled in a flat in Kovania's capital and the workshop had opened. While this was good for Skijpr, Pajkal was finding it very hard to find a job. As a hairdresser in Kenstown she had a fixed job, while in Kovania – particularly in the capital – she was far away of all her professional and personal networks. As a Kovanian national however, she was eligible for municipal employment services, and she found out that the city – under a plan to improve the labour market – was providing training for job-seekers.

This is where Skijpr and Pajkal are now. They are turning 30, Skijpr's workshop seems to be running, and Pajkal is being trained as a beautician, while their son is at school.

Putting together the efforts needed to support migrants while preparing for return can have a strong impact on local development, as it allows returnees to have greater chances of directly integrating into the local economy and society. This means that several potential challenges related to return can be addressed, making more space for the opportunities.

## POINT FOR REFLECTION

### ONLINE PLATFORM IN TUNISIA

In Tunisia, ANETI (National Agency for Employment and Self-employment) and OTE (Tunisian Diaspora Office) set up a web platform aiming to provide information for:

- tunisian return migrants;
- tunisian prospective migrants;
- migrants in Tunisia.

The web platform is therefore divided into three portals, each of them providing useful information. For instance, the portal for return migrants has the following sections:

- Practical life:
  - o Money transfer
  - o Civil status
  - o Social security
  - o Administrative services
  - o Customs
  - o Tax system
  - o Education
  - o Employment and vocational training
- Investing in Tunisia
- Citizenship



The platform refers the user to specific services, as well as to Migrant Resource Centres,<sup>25</sup> so that migrants are equipped with the necessary information, as well as professionals who can answer specific questions.

The fact that the platform is national has the undeniable advantage of offering one single reference website for all migrants – however information on the local context is missing. How could local authorities participate in this process through contextualized information?



Do you want to know more about Migrant Resource Centres? Go to Module 2, Topic 2.

<sup>25</sup> <http://www.centresmigrants.tn>

## 5. REINTEGRATION BY BUILDING ON THE SPECIFICITIES OF RETURNEES: MAINSTREAM STRUCTURES VS. SPECIFIC INITIATIVES

Once back origin, and depending on the degree of preparation and on the opportunities migrants actually had to prepare themselves, several challenges may remain before successful reintegration.

As mentioned above, most of these challenges may differ strongly depending on the returnees' profiles, which makes reintegration an issue to be dealt with at the individual level. However it may be impossible to accompany returnees with tailor-made services, even in the event that data on the returnees' profiles have been acquired exhaustively.

It is therefore necessary to develop strategies aiming to define what challenges are faced exclusively by return migrants, and what others are also faced by other groups in the population. In other words, it is necessary to think in terms of what was defined earlier as **mainstream** and **specific** structures.



Do you want to know more about mainstream and specific structures? Go to Topic 1 of this Module.

A reminder: **mainstream** structures are structures already in place, developed to serve the entire population: schools, hospitals, services such as occupational guidance, services for job-seekers, etc. **Specific** structures are structures designed to meet the needs of a specific part of the population – such as returnees or immigrants – who face challenges that are not faced by the rest of the population.

As in the case of integration, a good strategy for reintegration is needed in order to take concrete actions – and therefore it may be very useful to set up of a mechanism aiming to mainstream migration into local service provision.



Do you want to know more about mainstreaming? Go to Module 1.

The paths for defining the strategy would be similar to these presented in the preceding Topic on integration: **Mapping stakeholders and migrations dynamics > Setting up a coordination mechanism > Identifying priorities and roles > Setting up cooperation frameworks.**



Do you want to know more about the paths for defining a reintegration strategy? Go to Topic 2 in this Module.



## Issues specific to return migrants

Lack of up-to-date information on institutions, services and legislation

- These issues can be addressed through information packages and Migrant Resource Centres, or any other mechanism aiming to ensure that information reaches migrants (see Module 3, Topic 2).

Language problems

- Return migrants with children born abroad may see reintegration as more difficult for the children than for themselves
- Partnerships to provide language courses are an asset to foster reintegration (see Module 3, Topic 2).

Incompatibility between administrative features in origin and destination countries

- Skills recognition, recognition of certificates, portability of social protection and pensions
- These issues are addressed at the national level, in line with national legislation.

The above-mentioned issues are also faced by immigrants, and addressed under integration mechanisms. In those cases where territories are characterized by both immigration and return, these aspects can be coordinated.

The great diversity of profiles of return migrants implies a great diversity of issues faced. The list below is far from being exhaustive; its purpose is to highlight the importance of carefully assessing the situation of returnees:



### Issues shared with others

#### Problems in accessing the labour market

- Issues faced by most job-seekers. Structures should not focus on return migrants; existing employment services should be empowered
- Migrants may face difficulties in adapting skills acquired abroad
- Capacity building programmes may be addressed to non-returnee job-seekers as well as immigrants. They may be inserted into existing services like professional orientation

#### Psychosocial problems related to return

- If not voluntary, return may be lived as a trauma requiring psychosocial support
- If services already exist, without specifically targeting return migrants, these can be widened through the provision of capacity building for medical personnel

#### Lack of resources and capacity to set up a business

- This issue can be felt by any would-be entrepreneur, and it may be badly perceived by the population if seed funding, grants, or capacity building, are reserved for return migrants, who are already perceived as more fortunate
- Eligibility criteria for entrepreneurship programmes should be carefully designed to be open to a diverse population.



Do you want to know more about problems in accessing the labour market?  
Go to Module 4.

Other examples can be provided, such as issues related to gender, specific professions, etc. – but the message here is that when possible, it is important to address these issues through the empowerment of existing services, following a logic of mainstreaming migration into local planning. For the same reason, when specific structures are being created for return migrants, it is important to assess whether these may be made use of by a wider group in the population.

## POINT FOR REFLECTION

### BUILDING ON THE OPPORTUNITIES BROUGHT BY RETURN MIGRANTS



The final aim of the principles mentioned above is to allow migrants to fully reintegrate, and therefore to build on the assets they may have acquired abroad: skills, expertise, networks.

**In your experience, what mechanisms can be developed to support migrants to take advantage of the assets they bring with them, without creating inequalities of treatment with the local population?**

## KEY LEARNING POINTS

- While it is convenient to see return as the end of a migration cycle, **this is not always the case:**
  - migrants may return and migrate again, to the same destination territory or to another;
  - migrants may return periodically;
  - migrants may return permanently.
- The nature of the challenges faced by return migrants can be very diverse, according to their profiles and personal history. **The lack of data on these aspects can lead to ineffective policies, or to policies that fail to fit the lived reality of the territory.**
- Return can be seen as a cycle – from **preparation, to return, to settlement** – and the cycle can be **interrupted by remigration.**
- Within this cycle, reintegration begins by preparation.
- Local authorities can support preparation by providing online information.
- Reintegration can be supported through specific and mainstream structures, acknowledging the fact that **challenges faced by return migrants may be faced by other people too.**
- **Policy-makers should be careful not to favour return migrants over other people,** as this may alter perceptions of them.





## TRAINING ACTIVITIES

<p><b>Activity 1:</b> Introduction to Module 5</p>	<p><b>Overall Module 5</b></p>
<p><b>Activity 2:</b> How is identity defined?</p> <p><b>Activity 3:</b> Links between integration and reintegration, local authorities in destination and origin territories, and the impact on local development</p>	<p><b>Topic 1</b></p>
<p><b>Activity 4:</b> Policies and practices addressing challenges and opportunities during the integration and reintegration phases</p> <p><b>Activity 5:</b> Analysing local integration measures</p>	<p><b>Topic 2</b></p>

<b>Activity 6:</b> <b>The variety of migrants' profiles and factors affecting their reintegration process</b>	<b>Topic 3</b>
<b>Activity 7:</b> <b>Wrap-up</b>	<b>Review and conclusion of Module 5</b>



If you are starting your training course with Module 5, make sure that the first Activity you propose to your participants is Activity 0, available in the Core Module. Activity 0 will enable the creation of a conducive learning environment.

## Activity 1: Introduction to Module 5

### Carousel



*A carousel is an activity that involves rotating small groups from one workstation to another, so that each group has the opportunity to discuss different topics.*

*This activity is very useful for collecting ideas, knowledge and opinions. It will facilitate participants' understanding of the topics discussed in this module.*



### Objectives:

- raise participants' awareness of the main topics that will be examined during Module 5:
  - What are the challenges of migrants' integration and reintegration, and their impact on development?
  - What is the role of local authorities in facilitating migrants' integration?
  - What is the role of local authorities in facilitating migrants' re-integration?

Place three flip charts at three different locations in the room, making sure there is enough space in between the workstations so that participants have enough room and quiet to work at each of the stations.

Write the following questions on the three different flip charts (one question per flip chart):

- Flip chart 1: *What are the challenges of migrants' integration and reintegration and their impact on development?*
- Flip chart 2: *What is the role of local authorities in facilitating the integration of migrants?*
- Flip chart 3: *What is the role of local authorities in facilitating the reintegration of migrants?*

Divide participants into three groups (as diverse as possible), and provide each group with markers of a given colour (for example, Group A gets red, Group B green and Group C black).

Ask each group to go to a different workstation. Participants have ten minutes as a group to answer the question raised on the flip chart.

When the time has elapsed, ask each group to move to another workstation (as a group). At the next workstation, the group reads answers from previous group and makes its contributions to the question. They may also discuss why they agree or disagree with answers from the previous group (10 minutes).

When the time has elapsed, repeat the previous step (10 minutes).

When each group has visited each of the three stations, call participants back to the plenary.

Read the answers written on each flip chart, correct any mistakes, and complement with additional information.

Wrap up with the PPT presentation (designed from the information presented in this manual).

### Tips



- Organize this activity at the very beginning of the topic, as it will allow participants to explore the main concepts discussed in this module
- Chairs do not necessarily have to be provided at the workstations, as standing is a good way to energize participants
- Groups should be as diverse as possible. This activity also provides a good opportunity for participants to meet each other

### Materials



- Three flip-charts
- Markers in three different colours

### Time



- 5 minutes to present the activity and each of the three questions to be discussed
- 10 minutes for each round of group discussion (10 minutes x 3 rounds = 30 minutes)
- 15 minute wrap-up and discussion (excluding PPT presentations)

## Activity 2: How is identity defined?

### Take a stand



The facilitator goes around the circle, asking each participant to express one idea about a given topic.



### Objective:

- explore the concept of identity.

### Before the activity

Create some space in the classroom and divide that space into four areas.

Identify the first area with “strongly agree”, the second one with “agree”, the third one with “disagree” and the fourth one with “strongly disagree”.

Strongly agree

Agree

Disagree

Strongly disagree

### During the activity

Explain that you are going to read four statements aloud.

After each statement, participants should move to the section representing their opinion about the statement that was just read.

Read statement 1: “*Identity is generally only constituted by personal features*”, then ask participants to stand on the section of the floor representing their opinion in relation to this first statement.

Ask participants from each section, to substantiate their position.

Offer a final answer (when there is one).

Repeat the steps for the other three statements.

- Statement 2: “*A French inhabitant of Paris mainly identifies her/himself as French.*” (Here it is suggested to replace the city and the country with examples closer to the participants’ origin or experience).
- Statement 3: “*Migration does really not influence identity.*”
- Statement 4: “*Migrants primarily identify themselves with the country they migrate to, hence the national level is the most pertinent one to carry out integration/reintegration activities.*”

### Tips



- This activity should be organized at the beginning of Topic 1, before the section “What are integration and reintegration, and how are they linked?”
- When dividing the space, make sure there is enough room for several or all participants to congregate in each of the four spaces
- The different areas can be identified by placing flip charts or large Post-its in each space (with corresponding text)
- The statements should be changed or updated as needed to respond to the participants’ working contexts

### Space



- Space in or outside the classroom

### Materials



- Flip-chart or large Post-its

### Time



- 30 to 45 minutes, depending on the complexity of the questions and the intensity of the discussion

## Activity 3: Links between integration and reintegration, destination and origin local authorities, and impact on local development

### Puzzle activity



### Objectives:

- raise awareness on the impact of successful integration/ reintegration on the development of both destination and origin societies;
- highlight the role of local authorities in the integration and reintegration processes.

### Before the activity

Make several copies of “Figure 3: *Integration/ reintegration: roles of local authorities in origin/ destination territories, and outcomes in terms of local development*”, available from Topic 1 of this module. If possible, enlarge the figure to the size of an A3 sheet.

You will need as many copies as there are groups.

Cut out the different blocks of the figure (be careful not to mix up the blocks from the different figures).

### During the activity

Divide participants into three or four groups (depending on the total number of participants – a group should preferably be composed of four to five participants).

Give each group all the blocks making up one figure, and ask them to recompose that figure and indicate the links between the different blocks.

Ask them to glue/ tape their figure onto a piece of flip-chart paper.

When the time is up, ask each group to put up their figure on the classroom wall, and invite participants to walk around and take a look at the different figures. Share the original figure and explain it as needed.

As a debriefing for the activity, you can discuss the following questions with the participants:

- What are the links between successful integration/ reintegration in both origin and destination territories, and the impact on development on those territories?
- Do they agree with this figure? What is missing? What should be different?
- Which activities can facilitate the integration/ reintegration processes? At what level (local, regional, national, etc.) should they be carried out?

<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• This activity should be organized during Topic 1, once the different types of migration cycles have been presented</li> <li>• Make sure to devote enough time to the debriefing for this activity, in order to ensure a good understanding of the figure as well as a critical vision</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Copies of “Figure 3: <i>Integration/reintegration: roles of local authorities in origin/destination territories, and outcomes in terms of local development</i>”, available from Topic 1 of this module, if possible in A3 format.</li> <li>• One pair of scissors</li> <li>• Glue or tape</li> <li>• Flip chart paper and markers</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 20 minutes to recompose the figure</li> <li>• 10 minutes to walk around and look at the different figures as recomposed by the groups</li> <li>• 20 to 30 minutes debriefing time</li> </ul>

## Activity 4: Policies and practices addressing challenges and opportunities during the integration and reintegration phases

<p><b>Group work</b></p> 	<p> <b>Objective:</b></p> <ul style="list-style-type: none"><li>• identify the role of LRAs and other local actors in addressing the challenges and building on the opportunities.</li></ul> <p>Divide participants into four groups, making sure that groups are as heterogeneous as possible (with a variety of experts and countries/ territories).</p> <p>Ask Group 1 and Group 2 to list the services that LRAs and other local actors could put in place to address the challenges and build on the opportunities related to the <b>integration phase</b>.</p> <p>Groups 1 and 2 both receive a copy of Annex 1: <i>Challenges and opportunities during the integration phase</i>.</p> <p>Ask Group 3 and Group 4 to list the services that LRAs and other local actors could put in place to address the challenges and build on the opportunities related to the <b>re-integration phase</b>.</p> <p>Groups 3 and 4 both receive a copy of Annex 2: <i>Challenges and opportunities during the reintegration phase</i>.</p> <p>Preparation time is 40 minutes.</p> <p>When preparation is over, each group presents its work in plenary.</p> <p>Facilitators should correct any incorrect information, and complete it as needed.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"><li>• Organize this activity once you have presented the section on “Challenges and opportunities”.</li><li>• When organizing the group work, it is your role as a facilitator to circulate amongst the groups, ensuring that instructions are understood, and as necessary to guide participants in their discussion and/or task attribution.</li><li>• In the event that the total number of participants in the course does not exceed eight to ten, you may decide to form only two groups (with four to five people in a group being a good number).</li></ul>

<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Flip-charts and markers</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 40 minutes preparation time</li> <li>• 5 minutes for presentation per group (5 minutes x 4 groups = 20 minutes)</li> <li>• 15 minutes for Q&amp;A</li> </ul>

## ANNEX 1: Challenges and opportunities during the integration phase



**SOCIAL**

- Transnational networks

**CULTURAL**

- Migrants bring knowledge and values

**ECONOMIC & LEGISLATIVE**

- Migrants may increase trade
- Migrants opening businesses
- Contribution to tax system

**SOCIAL**

- Xenophobia
- Myths about migrants stealing jobs
- Ghettoization of migrants (urban planning challenges)
- Migrants may lack networks within the destination society

**CULTURAL**

- Language barriers
- Misunderstanding of migrants' habits by local population
- Misunderstanding of local habits by migrants
- Tendency to form closed communities

**ECONOMIC AND LEGISLATIVE**

- Difficulties in accessing the labour market
- Inequalities in the labour market
- Poor access to social protection
- Poor access to health services
- Other difficulties related to migrants' status
- Lack of information regarding rights and obligations
- Lack of information regarding institutions

## ANNEX 2: Challenges and opportunities during the reintegration phase

### SOCIAL

- Transnational networks

### CULTURAL

- Migrants bring knowledge and values

### ECONOMIC & LEGISLATIVE

- Return migrants may bring business opportunities
- Contribution to tax system
- Return migrants may increase trade

### SOCIAL

- Return migrants may be perceived as not belonging to the territory any more
- Return migrants may no longer have networks in their origin society

### CULTURAL

- After a long time abroad, return migrants may not feel they totally belong to their origin society
- Language problems
- Cultural changes that have occurred during their absence

### ECONOMIC & LEGISLATIVE

- Problems related to portability
- Lack of information regarding rights and obligations
- Lack of information regarding institutions
- In the case of an incomplete migration cycle: return migrants may lack the skills and resources for successful reintegration

## Activity 5: Analysing local integration measures

### Group work



### Objective:

- recognize the interdependence of the different domains affecting the integration process.

### Before the activity

Print different practices available on <http://www.eu-mia.eu/cases/>, selecting the ones that are best suited to the participants' contexts.

### During the activity

Divide participants into five or six groups (depending on the number of participants).

Groups have 40 minutes to read and analyse the case they have been given. Their work will consist in investigating how the integration measures presented in their case address the six following domains, which are known to facilitate integration:

- integration into the labour market;
- education and language skills;
- housing and urban issues;
- health and social services;
- social and cultural environment;
- nationality, citizenship and respect for diversity.

**For each domain**, groups must write their findings on one **large Post-it** (i.e. one Post-it per domain for each group).

While participants are working, divide a flip chart paper or a whiteboard into six spaces, and write the following titles:

Integration  
into labour  
market

Education and  
language skills

Housing and  
urban issues

Health and  
social services

Social and  
cultural  
environment

Nationality,  
citizenship and  
diversity

Once the preparation time is up, ask each group to come **one by one** to the board to briefly explain their case, then read aloud the information they have on each Post-it and place them on the board in the corresponding sections.

### Tips



- Organize this activity once you have presented the section on *"Integration is about cooperation"*
- Group size may range from two to three for this activity. The larger the number of groups, the larger the number of practices reviewed

### Materials



- Printed copies of different practices (a different practice for each group) available from <http://www.eu-mia.eu/cases/>
- Large Post-its and markers

### Time



- 40 minutes for the group work
- 10 minutes per group for presentations
- 15 minutes for wrap-up and discussion

## Activity 6: The variety of migrants' profiles and factors affecting their reintegration process

### Power walk



### Objectives:

- raise awareness on the different factors affecting reintegration;
- raise awareness on the variety of migrants' profiles.

### Before the activity

Print the eight biographies (one copy of each) for this activity. See Annex 3 below.

### During the activity

Ask for eight volunteers for this activity and request them to stand at a starting line.

Give each one a different biography and give them a few minutes to read and assimilate their roles.

Explain that you will be reading statements, and that the volunteers will have to take a number of steps forward or backward, according to the statements that are being made and in relation to the role they have been assigned.

### Statements:

1. If you have secondary or post-secondary education, take one step forward
2. If you have not completed primary school, take one step back
3. If you consider you have had time to organize your return, take one step forward
4. If you were assisted by an institution to return origin, take one step forward
5. If you have been expelled from your country of immigration, take two steps back
6. If you have accumulated some capital before returning origin, take one step forward
7. If you have a job in the formal economy, take two steps forward
8. If you are employed in the informal economy, take one step forward
9. If you are not engaged in income-generating activities, take one step back
10. If you belong to an association or receive help from an NGO, take one step forward
11. If you have access to social security benefits once you have returned, take two steps forward

	<p>Once all the statements have been read, ask the participants to stay where they are in the room and undertake as debriefing for this activity by discussing the following questions:</p> <ul style="list-style-type: none"> <li>ask participants the farthest from the starting line to explain who they were, why they are ahead of the others, and how they feel about it;</li> <li>ask participants the closest to the starting line to explain who they were, why they are behind the others, and how they feel about it;</li> <li>ask observers which factors (personal and environmental) contributed to the differences they can observe;</li> <li>ask observers how the experience of migration affects reintegration prospects in the country of origin.</li> </ul>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>The debriefing part of this activity is very important. Make sure to allow enough time for discussion</li> <li>Weather permitting, it is even better to organize the walk outside, as it will energize the participants even more</li> </ul>
<p><b>Space</b></p> 	<ul style="list-style-type: none"> <li>Enough space in the classroom to have eight participants standing on a line and moving forward</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>Copies of the migrants' profiles</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>5 minutes to present the activity</li> <li>5 to 7 minutes preparation/reflection (reading of profiles)</li> <li>10 minutes for the walk</li> <li>20 to 30 minutes for the debriefing session</li> </ul>

## ANNEX 3: Biographies for the Powerwalk activity

### AZFAR'S BIOGRAPHY



#### Personal Information

**Name:** Azfar

**Nationality:** Indian

**Age:** 45 years old

**Family:** Married with children

#### Occupational information

**Education:** Master's degree in management and international trade

**Occupation:** Businessperson in the export sector

#### Additional Information

- Azfar lived for ten years in the UK and France
- His diplomas are recognized internationally
- Worked for three years in France for an import-export company
- Before returning to India, he completed training in human resources management and accounting
- Has created his own company four years ago in India
- Has maintained his social security benefits acquired abroad

## IRINA'S BIOGRAPHY



### Personal Information

**Name:** Irina

**Nationality:** Ukrainian

**Age:** 38 years old

**Family:** Married with two children

### Occupational information

**Education:** Hairdresser

**Occupation:** Hairdresser at origin (with no contract; she works in the informal sector)

### Additional Information

- Irina returned to Ukraine after three years in Germany.
- The return was her husband's decision; he wanted to return to their country of origin because of her mother-in-law's health
- She would have preferred to stay in Germany
- She obtained her hairdresser's certificate in Germany and worked in a hairdressing salon as an employee for two years
- She would like to open her own hairdressing salon in Ukraine, but she does not have the necessary financial resources. She has not worked on a regular basis since she returned
- She works as a hairdresser sporadically with her contacts from origin (informal economy)
- No maintenance of her social security rights

## SONIA'S BIOGRAPHY

### Personal Information

**Name:** Sonia

**Nationality:** South African

**Age:** 40 years old

**Family:** Single with one child

### Occupational information

**Education:** Graduate studies in Medicine – specialist in dermatology

**Occupation:** Dermatologist



### Additional Information

- Sonia finished her studies in the USA and worked for ten years in Washington
- She benefited from a national programme that aims at reintegrating migrant workers from the health sector. She returned to Johannesburg two years ago
- She works in a public hospital, and also opened her own private medical clinic thanks to the savings she earned in the United States (and to the deregulated health sector, where professionals are allowed to work both in the public health system and privately)
- Her financial resources dramatically decreased compared to what she used to earn in the USA
- She will hopefully benefit from a private pension scheme to which she contributes on a monthly basis
- She thinks that her situation as a working single mother is not as well accepted in South Africa as it was in the United States

## ALY'S BIOGRAPHY

### Personal Information

**Name:** Aly

**Nationality:** Nigerian

**Age:** 24 years old

**Family:** Single

### Occupational information

**Education:** He completed only primary school

**Occupation:** He works sometimes in the construction sector



### Additional Information

- Used to live as an irregular migrant in Italy and work illegally as a waiter in a restaurant
- He was deported after two years as a clandestine migrant
- He returned to Nigeria about one year ago, with no follow-up (vocational training, reintegration assistance, psychological assistance, AVRR...)
- He is thinking of returning to Europe any way he can
- No access to social protection in Italy nor in Nigeria

## PEDRO'S BIOGRAPHY



### Personal Information

**Name:** Pedro

**Nationality:** Uruguayan

**Age:** 39 years old

**Family:** Married with five children

### Occupational information

**Education:** Secondary school

**Occupation:** Temporary worker in agriculture

### Additional Information

- Used to work as seasonal worker in Argentina (grape harvest)
- When he is in Uruguay, he also works in agriculture
- He always emigrates without his family; it stays in his country of origin
- He remits 70% of his income to his family
- He receives full accommodation when he is in Argentina
- He never received any vocational training, neither in Argentina nor in Uruguay
- Uruguay and Argentina are members of Mercosur

## LUCY'S BIOGRAPHY

### Personal Information

**Name:** Lucy

**Nationality:** Chinese

**Age:** 21 years old

**Family:** Single

### Occupational information

**Education:** Primary school

**Occupation:** Unemployed



### Additional Information

- Victim of trafficking in France, where she worked in a sweatshop as a seamstress. She was working 18 hours a day, seven days a week
- Returned to China eight months ago
- Has been supported by associations working with victims of trafficking in France, and also once she returned to China
- Suffers from stigma since she returned to her region of origin
- Excluded by her family and her community
- She is thinking of leaving her village to work in the closest city as a waitress. A girl she knows told her that a nightclub was frequently looking for waitresses
- No access to social protection

## JEAN-BAPTISTE'S BIOGRAPHY

### Personal Information

**Name:** Jean-Baptiste

**Nationality:** Haitian

**Age:** 40 years old

**Family:** Single

### Occupational information

**Education:** Primary and secondary school

**Occupation:** Micro-entrepreneur

### Additional Information

- Worked for five years in the informal sector in the construction field in the Dominican Republic. Did not benefit from any vocational training in this field; acquired his skills on the job
- Was working irregularly in Dominican Republic. Benefited from an Assisted Voluntary Return and Reintegration (AVRR) programme implemented by an international organization
- He didn't want to return, but he was about to be deported
- In Haiti he opened a small grocery with the AVRR funds, but it is not working out
- He is particularly traumatized by his migratory experience and his return, which in his opinion is a failure. He wants to go abroad once again
- His siblings and friends do not support him since his return, since they do not receive remittances anymore
- No access to social protection



## LUZ MARIA'S BIOGRAPHY

### Personal Information

**Name:** Luz Maria

**Nationality:** Peruvian

**Age:** 42 years old

**Family:** Divorced without children



### Occupational information

**Education:** Diploma in Nursing

**Occupation:** Unemployed

### Additional Information

- After graduating as a nurse in Lima, Luz Maria left Peru and went to Switzerland with her husband, where she was unable to have her diploma recognized. She was thinking of going back to school and retaking her diploma in order to be a nurse in Switzerland, but she gave up owing to the time and costs
- She has worked for five years for various employers as a domestic worker (some declared, others not)
- She contributed to the social security system in Switzerland
- Five years after her wedding, she got divorced
- In Switzerland she was in a regular situation; she still benefits from a valid residence permit
- She left Switzerland after 15 years and went to Chile, where her sister is living, in order to co-manage the business she had opened. However she did not like this new job and decided to go back to Lima (Peru), where she thought she could work as a nurse
- Since she went back (six months ago) she has been unable to find a job as a nurse, because she has been out of Peru

for almost 17 years without practising nursing. Her skills and competencies are therefore no longer up to date

- She is thinking of going back to Switzerland to do her former job and enjoy the social benefits to which she has contributed for 15 years

# Activity 7: Wrap-up

<p><b>The interview</b></p> 	<p><b>Objectives:</b></p> <ul style="list-style-type: none"><li>• to review the most important topics in Module 3;</li><li>• to clear up doubts and concerns;</li><li>• to add complementary information.</li></ul> <p><b>Before the activity</b></p> <p>Take a few moments to select the most important topics in the module, the most complex ones, or the ones requiring deeper reflection or further discussion.</p> <p>Find an object that can be used as microphone (for example a marker with a paper sheet wrapped around).</p> <p><b>Conducting the activity</b></p> <p>Walk around the classroom while pretending that you are a journalist conducting interviews, and ask your questions to different participants. When a participant makes an incomplete or incorrect answer, ask another learner to complete or correct the answer.</p> <p>The activity is over when all questions have been discussed.</p>
<p><b>Tips</b></p> 	<ul style="list-style-type: none"><li>• This activity should be conducted towards the end of the course, for example at the start of the last day of the course</li><li>• It also acts as a good energizer to start a day</li><li>• This activity can be organized with any number of participants</li><li>• This activity is also very useful to assess whether all of the information has been understood properly. Should that not be the case, it is important to take time to clarify potential misunderstandings</li></ul>

### Materials



- Questions for reviewing the course
- Object to act as microphone (could be a marker with paper wrapped around)

### Time



- 30 to 40 minutes (excluding preparation time)

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**TOPIC 3**





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