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UN Joint Migration and Development Initiative



Success Stories

**A collection of good practices
and lessons learnt by local actors
harnessing the development
potential of migration**

Implemented by





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This publication has been produced with the assistance of the European Union (EU) and the Swiss Agency for Development and Cooperation (SDC) through the UN Joint Migration and Development Initiative (JMDI). The JMDI is an inter-agency initiative led by the UNDP in collaboration with the IOM, ITC-ILO, UNCHR, UNFPA, UNITAR and UN Women. The contents of this publication in no way reflect the views of the EU or those of their member states, the SDC, or the United Nations.

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The JMDI is committed to maximising the potential of migration for local development. The JMDI does this by scaling-up selected locally-led migration and development initiatives by providing financial assistance, technical assistance and capacity building to local actors. Moreover, the JMDI also collects and shares the good practices and lessons learnt from the initiatives for mutual support among local actors and feeds this into national and international dialogue in order to promote the key role of local authorities in managing migration for local development.

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Foreword

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. Local and regional authorities therefore find themselves increasingly at the forefront of confronting the transformations and opportunities that migration brings about in relation to service provision, integration, human rights and social security.

Less obstructed by the increasingly toxic debate on migration and displacement, local and regional authorities are necessarily applying a more pragmatic approach to migration governance in their territories in a bid to ensure social cohesion and the general welfare of their territories. Thus, local and regional administrations have become important learning and implementation laboratories for migration practitioners, which allow to draw timely observations, develop practical solutions and apply inventive approaches to migration management for development. This set of Success Stories is a true testament to these endeavours and shows how local and regional authorities can and do play a strategic role in contributing to the Sustainable Development Goals which have duly recognised the positive contributions of migration for development and outlined various migration-related targets.

Moreover, given that migration is a multi-faceted phenomenon that touches on all sectors, migration governance can be linked to the achievement of all Sustainable Development Goals. The 26 Success Stories outlined in this publication in the form of Case Studies is a celebration of this fact as we observe how the good practices touch areas such as health, education, entrepreneurship, agriculture, social cohesion and more.

I am therefore certain that the insight gained from these Success Stories will be of great value to practitioners and policy makers around the world working on migration and development topics.



Cécile Riallant

Programme Manager,
UN Joint Migration and Development Initiative

Introduction

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Cultural performance by Dalits promoted among the homestay community to entertain tourists in Kalabang Gharedi of the Kaski District in Nepal. Source: JMDI

Given that local and regional authorities are becoming increasingly responsible for dealing with the effects of migration where the drivers and impact of migration are most strongly felt, they therefore find themselves at the forefront in confronting the transformations and opportunities that migration brings about, which involves ensuring migrants' rights and integration to guarantee social cohesion. For this reason, the UN Joint Migration and Development Initiative (JMDI) focuses on the local dimension of migrants' contribution to development and aims to maximise the potential of migration for local development. To achieve this, the JMDI provides technical and financial support to up-scale existing locally-led migration and development initiatives across 16 projects in eight target countries.

What has become clear throughout the implementation of this programme is that through their migration and development efforts, local and regional authorities can and do play a strategic role in contributing to the Sustainable Development Goals (SDGs). While the Goals have recognised the positive contributions of migration to development and outlined various migration-related targets, given that migration is a multi-faceted phenomenon that touches on all sectors, migration governance can be linked to the achievement of all SDGs. Moreover, the key role of local and regional authorities in migration governance for development has been duly acknowledged within the New York Declaration and local and regional authorities are recognised as first responders to migration. This Declaration outlines the unprecedented agreement by all UN member states to come together to develop two Global Compacts on Migration and on Refugees for an integral and more effective international response to migration governance. Moreover, the Modalities Resolution that outlines how the Declaration will be implemented calls upon the international community to consult with and support them in this role.

Yet, what was also evidenced in the JMDI was the difficulties that some local and regional authorities encounter in understanding and managing the linkages between migration and development, accessing knowledge and learning directly from their counterparts or from the national level. Moreover, there are limited inter-institutional possibilities to facilitate exchange with counterparts in other countries and to build partnerships. It is within this context that the second phase of the JMDI strove to: (i) connect local and regional authorities and other local actors through building networks at country level; (ii) connect local and regional authorities and other local actors internationally via the JMDI M4D Net (online platform) and through global dialogues such as the Mayoral Forum on Human Mobility, Migration and Development and (iii) collect and consolidate the lessons learnt and good practices from the JMDI supported projects into various tools and knowledge products, like this set of Success Stories. Such tools are shared globally to support other local and regional authorities flourish in this role as well as to shape international policy towards the recognition of local and regional authorities' role in migration and development.

How to use this tool

This series of Success Stories on good practices, lessons learnt and recommendations builds on the results and lessons learnt from the JMDI supported projects. These are evidence-based and can serve to guide other local and regional authorities in implementing similar initiatives.

For ease, the JMDI has categorised these Success Stories into five digestible main themes as outlined below:

- Social inclusion
- Economic inclusion
- Engaging diaspora for development
- Mainstreaming migration into local development planning
- Partnerships for effective migration governance

The Success Stories therefore appear under their corresponding theme which are separated by colour and tabs.

The Success Stories themselves are structured around six sections: (i) 'Introduction' section which explains the topic to be addressed and why it is relevant in relation to migration and development; (ii) 'Context' section which highlights the migratory, development and political context in play in the territory in question; (iii) 'Overview of the Practice' section which describes how the main steps of the practice were carried out; (iv) 'Key Lessons Learnt' section which outlines what lessons have been learnt while implementing the practice; (v) 'Recommendations' section which provides suggestions on how to enhance and ensure the sustainability of the practice and; and a (vi) 'For More Information' section which refers the reader to other success stories, tools and publications that can provide further insight and knowledge.

The UN Joint Migration and Development Initiative (JMDI)

The JMDI is a global inter-agency programme led by UNDP in partnership with IOM, ITC-ILO, UN Women, UNHCR, UNFPA and UNITAR, with funding from the European Union (EU) and the Swiss Agency for Development and Cooperation (SDC). It focuses on the local dimension of migrants' contribution to development and aims to maximise the potential of migration for local development. To achieve this, the JMDI provides technical and financial support to up-scale existing locally-led migration and development initiatives across 16 projects in eight target countries: Costa Rica, Ecuador, El Salvador, Morocco, Nepal, Philippines, Senegal and Tunisia. It also provides capacity building for project partners and supports a large community of practitioners connect, share knowledge and link up with national and international dialogue on migration and development through our online knowledge platform www.migration4development.org (M4D Net) and through international events on migration and development.

The JMDI's M4D Net

The Case Studies can all be found on the JMDI's Community of Practice (M4D Net) together with many other tools, publications and information on events, news and more. Indeed, the M4D Net is a global knowledge hub aimed at mobilising and

giving local authorities, civil society and other migration and development actors a voice in international migration and development dialogues and provide support to strengthen their capacities.

The M4D net brings over 4,580 migration and development practitioners, including over 385 local authorities, from across the world together to exchange information and ideas, develop skills and provide each other with mutual support.

Modelled on a typical social network, the M4D Portal allows individuals and organisations to create user-generated content. After having created their profile, migration and development actors meet and connect with others working on similar initiatives. The M4D Portal functionalities are designed to: (i) Set up and reinforce networks of actors working on migration and development; (ii) Identify good practices and share information on what actually works at the local, national and international level among those who are active in this field; (iii) Provide advice and support; (iv) Share information and resources and; (v) Feed into policy-making on migration and development.

Other tools

The Success Stories in this publication are concrete examples of specific good practices from around the globe. For more information and insight into migration and development practices and processes, the JMDI has created further knowledge products and training materials which are outlined below:

Training Materials

One of the most notable JMDI training tools, which complement the Success Stories, are the **“My JMDI Toolbox”** (Toolbox) and the **“My JMDI e-Toolbox on Migration and Local Development”** (e-learning). The Toolbox is set of training materials developed by the JMDI and elaborated by the IOM and ITC-ILO, in close cooperation with UNDP, as part of the capacity building component of the programme, which aims to maximise the potential of migration for local development through the delivery of targeted support to local authorities and non-state actors. This Toolbox was turned into an online, self-guided, e-learning course, developed by ITC-ILO.

As a direct response to the specific needs identified from local stakeholders and practitioners working on migration and development issues, the contents of the Toolbox and the e-learning course were designed in a modular structure, and cover a wide range of practical issues connected with local development through 6 modules. In sum, both the Toolbox and the e-learning course offer a flexible and comprehensive tool for local stakeholders (local and national authorities, civil society, migrants’ associations, academia, international organisations etc.) on how to mainstream migration into local development planning in order to be able to better harness the development potential of migration.

Guidelines on Mainstreaming Migration into Local Development Planning

The Guidelines on Mainstreaming Migration into Local Development Planning are a user-friendly and simple tool developed to help local and regional authorities enhance their efforts to mainstream migration into all governance areas for enhanced policy coherence in migration and development. It achieves this through a set of

indicators that show how migration and development-related policies interact across a non-exhaustive variety of sectors, complete with examples of good practices and useful tools, handbooks and training materials. The indicators are accompanied with straightforward questions that practitioners can answer to identify institutional, policy and intervention gaps or weaknesses in mainstreaming migration and development in their local context. Thus, the Guidelines also serve to assist local and regional authorities to measure their implementation of migration-related SDG targets.

Guidelines on Integrating Migration into Decentralised Cooperation

This set of guidelines is a unique and unprecedented tool that walks interested local and regional authorities through the necessary steps to establish migration-related decentralised cooperation relationships. Decentralised cooperation can be considered as an international development cooperation activity carried out in partnership between two or more local or regional governments. The guidelines first outline the added value of migration-related decentralised cooperation and then describe, with examples of good practices, how to harness the development potential of migration within such partnerships. These steps are broken down into: (i) what can be done at the institutional level to establish decentralised cooperation partnerships around migration; (ii) what kinds of joint actions and initiatives can be done at the sectoral level; (iii) what financial and human resources are needed and how to ensure these; (iv) how to tap into the potential of decentralised cooperation for knowledge sharing and capacity building; (v) and ends with a set of overall recommendations.

White Paper on Mainstreaming Migration into Local Development Planning and Beyond

The JMDI, jointly with IOM, embarked on this study to analyse what has been done to mainstream migration into local development planning thus far and on a global scale, including various JMDI projects and other locally led migration and development initiatives. This allowed the JMDI and IOM to take stock of functioning practices and lessons learnt, as well as identify the similarities/differences between the mainstreaming processes applied in different local settings around the globe. Specifically, this document: (i) analyses and compares different existing local policies/initiatives/service provision frameworks where migration is taken as an important parameter; (ii) synthesises the main features of these policies/initiatives/service provision frameworks; (iii) identifies good practices and lessons learnt; (iv) provides recommendations and key success factors on how to mainstream migration into local practices (i.e. policies/initiatives/development planning/service provision frameworks); (v) systematises migration mainstreaming processes at local level into visual aids to serve as a base for further mainstreaming exercises.

Success Stories



**A collection of good practices
and lessons learnt by local actors
harnessing the development
potential of migration**

Social Inclusion



“Ensuring inclusion, protecting rights and valuing the contributions of migrants are essential aspects of building cohesive societies. In this respect the conditions of inclusion for migrants should be defined by the international human rights framework, including protection of their economic, social and cultural rights, in particular education, health, social security, and adequate housing. The inclusion of migrants leads to better outcomes for society as a whole.”



An Integral Model for the Management of Cross-Border Mobility



Key Words

Migration, Mainstreaming,
Economic inclusion,
Cross-border migration,
Human rights



Location

Municipality of
Upala, Costa Rica

Introduction



This case study describes an innovative approach to respond to the needs of people living in cross-border areas, where there is a legislative vacuum relating to the protection of cross-border migrants. The traditional laws on migration only focus on one type of migration: international migration – migrants crossing an international border to settle in another country. In many cross-border regions, however, migration dynamics are very different.

Cross-border migration can be described as a fluid movement of a cross-border population that – because of work or any other reason – lives life on both sides of the border. This situation is challenging because legal vacuums can make basic services not accessible to this population, given that their migratory status is categorised as irregular or they lack adequate documentation. Thus, when they are not able to access health care, education or any other basic social service, their opportunity for inclusion is reduced, and they are made increasingly vulnerable to abuse and exploitation. For this reason, the municipality of Upala in Costa Rica has opted for a holistic model for the management of cross-border mobility that responds to the dynamics that occur along its border with Nicaragua. This case study also reveals the distinctiveness and diversity of migration contexts that can occur within a State, and highlights the need for and added value of supporting local actors in responding to migration in a way that reflects the needs and realities of the territory.

Context

The Costa Rican municipality of Upala and the border communities along the southern coast of Lake Nicaragua make up a cross-border community whose members cross the border on a daily basis to attend schools, obtain medical care, buy food or to sell items in the neighbouring country. In addition, many people cross the border into Costa Rica to work in the domestic service sector or as a temporary worker with agricultural export companies. This generates an economic system that is dependent on the labour provided by cross-border workers in various agricultural areas.

This dynamic occurs within a legal and regulatory vacuum whereby the Nicaraguan cross-border population have limited or no access to health care, education and work since they do not have a recognised immigration status or appropriate documentation.



↑ Girl crossing the Nicaragua-Costa Rica border, which is demarcated by a chain

To address this, the local municipality of Upala and CENDEROS (the Centre for Migrants' Social Rights) have made major efforts to promote the comprehensive and inclusive development of those living in this area. They have contributed to this through the creation of the Cross-border Mobility Management Model¹, which is based upon inter-institutional and inter-sectoral coordination under the Law of Migration and Foreigners (Law 8764).² Through this, cross-border migrants are recognised and provided with an official cross-border status complete with ID card that ensures their equal access to services.

The goal of the Cross-border Mobility Management Model is to adopt a comprehensive approach that acknowledges the mobility and human security of the population living on the border of Costa Rica and Nicaragua. It derives from a project³ that covered aspects of public health and included an information system on cross-border people. The JMDI encouraged the development of this model by supporting its construction and implementing the model.

1 Passed by the National Council of Migration of Costa Rica in December 2011.

2 This law establishes as a principle the integration of migrants in the country's economic, scientific, social, employment, educational, cultural and recreational aspects.

3 The Binational Costa Rica-Nicaragua project "Promotion of Sexual and Reproductive Health (SRH), including the prevention of HIV and gender based violence, in migrant populations, particularly women and young people," carried out by UNFPA since 2008.



↑ Stones marking the border line between Nicaragua and Costa Rica

Overview of the practice

Since 2007, there have been 36 Binational Health and Culture Fairs – four fairs per year – organised by the Health Area, the Municipality of Upala, Costa Rica and the Department of Río San Juan, Nicaragua. These fairs were the first activities conducted to integrate migrants into the local context by providing them access to health services. These services were provided to respond to the needs of an undocumented, migrant population that did not have access to basic health services, education or opportunities for individual and collective human development. On average, around 800 to 1,000 persons received services at each fair.

In doing so, the Binational Health and Culture Fairs constructed inclusive alternatives so that the entire population could access physical and mental health care (in a region where the Costa Rican migration policy was not applicable because it related only to migrants that entered the country for a definite time period). Over time, new components were gradually added to the fairs, such as medical services, psychological services, recreational activities, educational games, thematic discussions, exhibitions of female, productive enterprises and options for documentation.

In addition, the fairs generated spaces for municipalities to create cross-border, inter-municipal partnerships, so that they could build infrastructure – such as roads – that would allow individuals to access emergency services, provide children with easier access to schools, facilitate the transport of agricultural produce and pave the way for tourism.

Nevertheless, many obstacles remained in addressing the needs for cross-border migrants due to the lack of proper documentation, which made it difficult for them to be considered as more than “irregular migrants”. Because of this situation, the local government of Upala joined with the CENDEROS foundation to draft a holistic Cross-border Mobility Management Model. When designing the model, it was important that different institutional actors were involved, such as the municipality of Upala, the regional office of the Costa Rican Social Security Fund (CCSS) (the public institution responsible for social security in Costa Rica), the Ministry of Labour

Refer to the JMDI Case Study **“Managing Migration and Development through Inter-Governmental Coordination”**, Province of Imbabura, Ecuador

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Core Module: Introductory Module on Migration and Local Development

- Topic 4: The Role of Local Authorities in Empowering Migrant Communities
- Topic 5: Adopting a Human Rights-based Approach to Migration and Development in a Local Context

Module 5: Increasing the Impact on Development through Integration and Re-integration Policies

- Topic 2: The Role of Local Authorities in Facilitating the Integration of Migrants

and the CENDEROS foundation. This collaboration made it possible to create a proposal that included not only the health-related needs of cross-border people, but also offered an alternative for the regularisation of their migration status and their access to decent work.

The model is aimed at improving the management of migration and health care access of migrants and displaced persons, as well as providing a mechanism to facilitate and grant work permits. It has seen the creation of two new migration categories: the “Cross-border Worker” and “Cross-border Inhabitant”. The “Cross-border Worker” (included in the Migration Law) is a status that provides access to formal, decent employment and access to health insurance and a pension. The status of a “Cross-border Inhabitant” makes it possible for cross-border inhabitants to remain in the territory and access education (established via a Regulation). The “Implementing Regulation” is currently under revision for the institutionalisation these statuses’. Once in place, successful applicants will receive a formal status and identity card which ensure their regularised identity as a cross-border worker or inhabitant and provide them with equal access to the various social and employment services that they need to fully integrate into society.

receive a formal status and identity card which ensure their regularised identity as a cross-border worker or inhabitant and provide them with equal access to the various social and employment services that they need to fully integrate into society.

The model is based on an information and documentation system shared between institutions. This information system was developed with the support of the JMDI and the University of Costa Rica (UCR) to register cross-border inhabitants and workers and provide this information to the General Directorate of Migration and Foreigners so that the migratory permits mentioned above could be granted. The Municipal Council also created a labour exchange to inform technical reports looking at the demand for migrant labour to support productive sectors.

In February 2016, municipal elections were held and there was a change of local government officials in March. With the new government, a new administrative structure was also established in the Upala Municipal Council, which meant that the office for labour insertion was transformed into a project management office. Despite this, the JMDI and CENDEROS continued to work together to support the implementation of the model through the construction of a database and systematisation of the information obtained in the census, including approximately 4,000 people in 1,000 homes, carried out previously in 2012 in the border zone.

Key lessons learnt

- **A multi-stakeholder and multi-institutional approach enhances the comprehensive nature of the Cross-border Mobility Management Model**
With the participation of different institutions and actors, it was possible to design a proposal that provided access to healthcare for cross-border people, an opportunity to regularise their migration status, and have access to decent employment.
- **Proposals that derive from the local level better reflect the specific needs of migrants and cross-border inhabitants**
An important aspect of the Binational Health and Culture Fairs is that they were originally set up to respond to the specific health-related needs of the local population. Based on the experience gained from these fairs, the Cross-border Mobility Management Model was designed. Thus, it arises from the local level where the realities of the cross-border population are acutely felt.
- **Including a local NGO in the process of model design ensures the sustainability of the process**
By including a local NGO, it can better ensure that the process of designing a model will continue despite potential changes within the local government. This is a crucial aspect to consider because the design process can be long and exceed the life of one administration. For this reason, the involvement of a well-established NGO, such as CENDEROS, was important for the sustainability of the model because it was not affected by local level political changes.
- **The construction of an information system is useful for the generation of regional-level public policies**
Through the registration of persons cared for and the censuses carried out, the model provided an opportunity to understand who the members of the cross-border community were, as well as who was living in the region and their state of health. This presented an opportunity to have better information about the local population, and thereby to design informed strategies, for example, to ensure the good health of all the inhabitants in the region.

Recommendations

→ **The model should be adopted by the institutions and its Implementing Regulation should be completed**

To effectively implement and institutionalise the Cross-border Mobility Management Model, the greater involvement of national level institutions responsible for managing all matters relating to the identification of persons, internal security, and public health, labour and education policies is required.

→ **Strengthen coordination between the institutions involved at national and local levels**

The success of this model will depend on the ability of the institutions involved to coordinate their work, mutually exchange information, and implement legal frameworks at the local level on such matters as health, employment, etc. Thus, in terms of employment for instance, the inter-institutional coordination of the Ministry of Employment and Social Security must be strengthened so that there is a better exchange of information relating to job vacancies and so that employers' obligations to regularise their cross-border works are complied with. With regards to health, the role of the Ministry of Health will continue to be crucial for the implementation of mechanisms for alternative forms of assistance for the most vulnerable in the region. If these mechanisms were not in place, the population would be excluded from accessing health care. In addition, the involvement of the Ministry of Education on matters relating to education and training is important because it fosters the human and economic development of cross-border migrants and inhabitants.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



16.7 – Ensure responsive, inclusive, participatory and representative decision-making at all levels.

16.9 – By 2030, provide legal identity for all, including birth registration.

16.B – Promote and enforce non-discriminatory laws and policies for sustainable development.

Mental Health: A Key Success Factor for Social Inclusion



Key Words

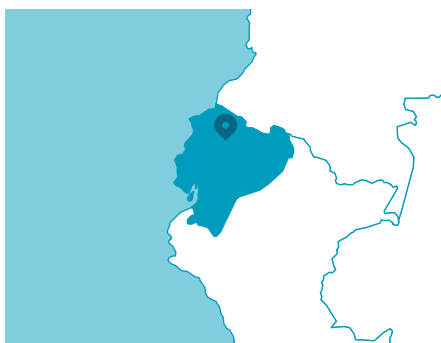
Data collection, Right to health,
Capacity building



Location

Province of Pichincha,
Ecuador

Introduction



This case study provides insight into an area of migration management that has not been thoroughly explored: the topic of mental health of migrants and displaced persons. The right to health from an integral approach, including social, physical and mental aspects, is largely recognised as a universal human right and a pre-requisite for a dignified and active/empowered life. In the case of people that migrate or are displaced, the difficulty

and complexity of the situations they face in the countries of origin, transit, or destination may have led to destabilising psychosocial effects that need to be adequately addressed in order to improve their well-being and allow for their successful integration into the community. Indeed, it is important to recognise that mental health is an essential condition relating to the social, economic and cultural inclusion of migrants and displaced persons.

Context

It is within this context that the Provincial Government of Pichincha (GADPP) in Ecuador has integrated the thematic issue of mental health into its migration management model by establishing complementary professional psychosocial support as part of the overall selection of services provided by the Human Mobility Unit

(HMU). This innovative undertaking is a component of a project that was supported by the UN Joint Migration and Development Initiative (JMDI), entitled 'Welcoming, Development and Sustainable Strengthening for Social, Productive and Cultural Inclusion of Migrants'. This project aims to strengthen the actions of the GADPP with regards to migration and development, in order to promote joint strategies among local actors that strive to ensure the rights of migrants from an integral human development approach.

Both this project and the migration management model of the GADPP reflect a concise and well-structured response to the high numbers of a wide array internal migrants, transiting migrants, immigrants, refugees and asylum seekers fleeing the violence in Colombia, and return migrants escaping the negative effects of the global financial crisis in other parts of the world.

The ability of the GADPP to manage its migratory context is also facilitated by the recent increase of political decentralisation in Ecuador, enshrined in the new constitution of 2008, which promotes a new territorial distribution of political competencies and recognises the key role of the GAD in territorial planning. Thus, these new competencies in the field of migration allow the GAD to: design policies to foster equality and inclusion; implement a model of public participation; and promote a human rights protection system. It is within this context that the GAD has been recognised as a key local actor in ensuring the inclusion of migrants and facilitating their contribution to local development.

Overview of the practice

The psychosocial services provided are now a key aspect of the integral management model of the HMU. The HMU falls under the Secretariat of Human Development and Environment of the GADPP and aims to ensure the dignity of migrants and displaced persons through a human rights-based approach to migration management. It was founded in 2013 by the prefect Gustavo Baroja, the highest provincial authority, and charged with creating a local public policy based on inclu-



↑ A psychologist at the HMU carries out an initial interview with a beneficiary

sion and equity for all priority target groups. The HMU first focused on providing legal assistance, psychosocial support and reception services. Later, the Unit increased its spectrum of activities to include the promotion of economic inclusion (by fostering entrepreneurship and labour insertion), advocacy, public inclusion and research. Psychosocial support is provided by a certified professional psychologist, who is an integral and formal part of the HMU team. Within the HMU office, the psychologist is provided with suitable space to receive and support those in need, together with their families or friends. Therapy with children is conducted in a room especially equipped to facilitate playful therapy through games

and interactive methods. The selected psychologist has also undertaken his or her own migratory journey and is thus more sensitive to the needs of migrants and displaced persons. In order to identify those migrants/displaced persons that may need mental health support, a screening process is carried out. The process begins with an interview with a social worker of the HMU, who is trained to evaluate the specific needs of each person, including mental health needs. At this point, the social worker strives to mitigate the stigma or anxiety that many people associate with mental health support, which might prevent them from acknowledging their needs. When a person is identified as needing mental health support, they are referred to an interview with the psychologist of the HMU. After the person indicates his or her interest and acceptance and there is a presented need, therapy can begin.

The first session acts as a needs assessment in order to evaluate the specific problems of the person and to determine the type and duration of the therapy, usually being between one to twelve sessions. It is crucial that the psychologist builds a space of trust to ensure the effectiveness of the support and the continued engagement of the individual receiving therapy. In addition to that, the psychologist may identify the need to include other members of the family, typically being their children or partner.

Furthermore, the integral approach of the HMU's migration management model ensures that those persons receiving psychosocial support are also pre-referred to other complementary services, such as participation in a Spanish language course or human rights awareness workshops. This ensures a tailored approach that responds to the specific needs of each person.

If a more serious psychiatric disorder is diagnosed, the case is referred to specialised professionals working in public health institutes. To facilitate this, the HMU signed an intra-institutional agreement with "Misión Pichincha", an entity that forms part of the GADPP and which offers specialised health support to the general population.

Refer to the JMDI Case Studies "**Mainstreaming Migration into the Design, Implementation, and Evaluation of Public Policies**", Province of Imbabura, Ecuador and "**Integrating Migration into Decentralised Cooperation Dynamics**", Kassérine, Tunisia

Or refer to the '**My JMDI Toolbox**' on Migration and Local Development)

Core Module: Introductory module on migration and local development

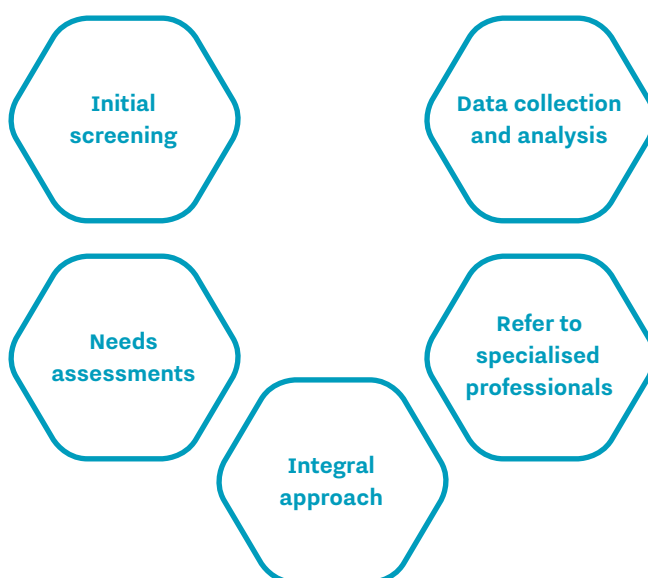
- Topic 5: Adopting a human rights-based approach to migration and development in a local context

Module 5: Increasing the impact on development through integration and re-integration policies

- Topic 1: The paradigms and challenges of migrants' integration and reintegration and their impact on development;
- Topic 2: The role of local authorities in facilitating the integration of migrants

Given the success of the HMU, in 2016, part of its budget was assigned to “Misión Pichincha,” allowing the institution to hire a professional psychiatrist to assist priority groups, including migrants and displaced persons.

Finally, in order to generate an in-depth understanding of the different dimensions of mental health with regards to human mobility in Pichincha, the GADPP has activated a mechanism to collect and analyse data related to its mental health services and the needs of the people assisted. The objective is to improve the services, and to translate the results into effective public policies in the area of mental health for migrants. The first data collected has been compiled and analysed in a report entitled “Right to Mental Health for Migrants”, which includes public policy recommendations for the Ministry of Health and the GADs across the country. Key components of psychosocial support provided by the HMU are also outlined in Figure 1.



↑ Figure 1: building blocks of psychosocial support at the HMU

Key lessons learnt

→ **Guaranteeing the right to mental health is a prerequisite for social, cultural and economic inclusion at the local level**

The experience of the GADPP shows that efforts to ensure economic, social, cultural and political inclusion of migrants and displaced persons will be limited if their psycho-emotional stability is not also guaranteed. This is indeed crucial for migrants and displaced persons to achieve their goals, to tackle daily life, and to generally ensure the most positive outcome of their migratory journey as possible. The HMU affirms that the impact of such support on migrants has been positive. This is because it enhances their capacity to face challenges relating to inclusion, and it motivates them to look for alternatives when difficulties arise relating to access to the labour market or discrimination.

→ **Psychosocial support for migrants and displaced persons should be adaptable to specific and changing needs in the territory**

While the institutionalisation of psychosocial support within the HMU has been crucial, this service needs to be flexible enough to adapt to the varying conditions and needs of the target populations in the territories at any given time. Indeed, given that migratory and asylum dynamics constantly change both in terms of migratory routes and in terms of cultural and geographic origins, needs and mental health problems will also therefore change. In fact, there are vast differences in migratory and development needs between varied local contexts. In line with this, it is thus necessary to avoid the practice of some civil society organisations: providing mental health support limited to one session within a framework of humanitarian assistance. This practice is less effective because, as the HMU understands, migrants and displaced persons may require psychosocial support at different stages of their migratory process. For example, even if the person finds stability, the situation can deteriorate and new complications, regarding their social and economic inclusion, can arise that may lead to a need for further support. This is why it is crucial to ensure public policies and programmes for mental health include the human and financial resources necessary to build a flexible and sustainable process.

→ **Mental health support provides a crucial local network for those people that do not have access to such networks**

The psychosocial support provided through the HMU has been able to provide a local support network to assist those in need who do not have family or friends for support. This service is crucial as local and community support networks are a key factor for migrants' successful inclusion in host territories. The value of this support is reflected in the low drop-out rate of those benefiting from the service as well as the fact that many beneficiaries eventually bring newcomers to the service.



↑ Diomedes received psychosocial support and legal counselling at the HMU to reinforce his resilience

→ **Psychosocial support sessions should be clearly differentiated from interviews to assess refugee status**

In order to be recognised as a refugee in Ecuador, asylum seekers must undergo a series of interviews with the authorities in order to prove their eligibility for refugee status. As a consequence, refugees, asylum seekers, and those denied refugee status tend to think that the first session of psychosocial support is another interview in which they must 'testify' again. Unfortunately, this creates occurrences of re-victimisation among the beneficiaries. Given this reality, the HMU adapted its psychosocial support to ensure that the migratory story and experience is addressed much later in the sessions. This allows for trust to be built first, so that the person can

eventually discuss their story and experience more openly and honestly, without the perceived pressure of having to ‘prove themselves.’ This in turn allows the psychologist to better understand the needs of the person.

→ **Ensuring access to statistical data is crucial in order to determine which aspects of migrants’ profiles and migratory conditions affect their mental health**

Though a monitoring process, the HMU determines the critical aspects that people in need of psychological support face in the territory. Topics that are evaluated include their inclusion as well as the most recurring factors related to the psychological disorders identified, including sexual identity, age, migrant status, origin, etc. This information can then be fed into more effective mental health policies and can be used as evidence to bolster efforts to advocate for policy change at the national level.



↑ Gladys is one of the beneficiaries of HMU and received psychological support

Recommendations

→ **Ensure monitoring and evaluation of the services provided to improve effectiveness**

In order to enhance the impact of the psychosocial services in the long-term, mechanisms and tools should be developed that allow for the monitoring and evaluation of the quality of these services so that they may be strengthened. When doing so, consultation with migrants and displaced persons, as well as other public and private institutions that offer services, should be carried out to make sure changes and improvements are responsive to real needs. To complement this, follow up mechanisms should be created to allow for continued support and monitoring once the sessions have been completed.

→ **Strengthen the inter-institutional coordination between the national and local levels through specific protocols and tools**

Given that a national policy on mental health of migrants and displaced persons does not yet exist in Ecuador, and that the right to integral mental and physical health is a competency of the national government, it is important not only to mainstream Pichincha's model into national public policy, but also to generate standard operating procedures on such service provisions. This would ensure clarity and coherence among all actors on how to provide such support, and thus enhance policy coherence and effectiveness.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



3.8 – Achieve universal health coverage, including financial risk protection, access to quality essential healthcare services and access to safe, effective, quality and affordable essential medicines and vaccines for all.

3.C – Substantially increase health financing and the recruitment, development, training and retention of the health workforce in developing countries, especially in least developed countries and small island developing States.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

Mitigation of Caste-based and Ethnic Exclusion in Rural Areas through Migration and Development



Key Words

Awareness raising,
Human rights, Anti-discrimination



Location

Kaski District, Nepal

Introduction



This case study analyses the role of migrant returnees in creating inclusive communities by extending opportunities to Dalits (also referred to as the 'lower caste' or 'untouchables') through the establishment of Dalit run homestay businesses. The purpose of the homestay tourism service is to generate self-employment opportunities and economic growth in the rural communities by providing homestay residential services that offer a local cultural experience to their guest.

The right to non-discrimination and respect, including social, physical and psychological wellbeing, is largely recognised as a universal human right and a precondition for a dignified life. Moreover, the extent to which the rights of migrants or displaced persons are protected and ensured is key for the successful integration of migrants and, consequently, their ability to contribute to society and community development. During the course of their migratory journey, migrants or displaced persons experience various forms of discrimination and xenophobia, which can affect their self-respect and prevent their full integration into their host communities. Furthermore, their personal experience of exclusion and their desire for

social acceptance can also be associated with what they have experienced in their own home communities, where rigid forms of social and ethnic exclusion may exist. It is within this context that migrants, and particularly returnees, can serve as a powerful catalyst for disintegrating caste and ethnic boundaries through their involvement in locally-led migration and development initiatives. For example, returnees can facilitate the social inclusion of the Dalits by organising, inter alia, regular information and awareness raising campaigns or holding interaction meetings among groups of those within different castes.

These initiatives can serve to promote the importance of social inclusion, principles of equality, and equal treatment irrespective of caste, ethnicity, sex, and religious affiliation, as is also enshrined in the new constitution (2015) of Nepal. Thus, the role of migrant returnees can be instrumental in changing local perceptions and caste-based discrimination by sharing their own experience of exclusion and the constraints they faced as migrants. The role of local authorities and other local actors is crucial to support and encourage this. Indeed, their endorsement can legitimise return migrants' efforts and thus give them more weight within the community. Moreover, working directly to support these initiatives can ensure they are in line with local development priorities. Finally, local authorities and other local actors can also link up returnees to target communities or groups.

Context

The Kalabang Ghaderi of the Kaski district in Tanahu has contributed to mitigating caste-based and ethnic exclusion through the inclusion of Dalits in their efforts to promote homestay businesses. This is a part of their overall strategy to eliminate caste and ethnic disparity in the community and promote local development. The newly formed Constitution (2015) of Nepal has also assured the rights of the Dalits so that they are able to participate in all agencies of the State based on the principle of proportional inclusion, including their right to use, preserve, and develop their traditional occupation. The constitution also makes a reference to a special legal provision of empowerment, representation, and participation of the Dalit community for employment in various sectors, including public services. This initiative is a key component of a project supported by the UN Joint Migration and Development Initiative (JMDI) entitled, "Sustainable Local Development by Promoting Local Tourism through the Homestay by Migrants and their Families (HOST)". The project aims to expand avenues of income generation for local youth (potential migrants, returnees and migrant families) by initiating homestay tourism services with a focus on community wellbeing.

This practice took place in the Kalabang Ghaderi of Kaski District, which is predominantly inhabited by families of migrants, and where persistent caste and ethnic exclusion has marginalised certain groups of people that freely



↑ Setting up the office of the HOST Project



↑ A community meeting with members of the HOST Project

exercising their rights for centuries. There is a total of 155 households in Kalabang Ghaderi in the Pokhara sub-metropolitan city. The community is predominantly inhabited by the Gurungs (68 households), followed by the Dalits (60 households), and the Brahmin-Chettris (27 households). Migration for foreign employment and to urban areas for livelihood opportunities is extremely common in the village. This is particularly the case for the Gurung community, who have traditionally migrated, since ancestral times, to serve in the Indian or the British Army. This practice still continues today, but with little variation in the countries of destination (i.e to Gulf Countries, Malaysia and Korea).

A number of historical moments have been responsible for re-structuring the state in Nepal, including the practice of caste-based discrimination and untouchability. One important marker was the promulgation of the *Muluki Ain* (National or Civil Code) of 1854 by the Prime Minister, Junga Bahadur Rana. The National Code had four-fold caste hierarchy: (1) *Tagaddhari* (Sacred thread wearing or Twice-born), including the *Bahun-Chhetris*; (2) *Matawali* (Liquor drinking, i.e. indigenous peoples); (3) *Pani nachalne choi chhito halnu naparne* (Castes from whom water is not acceptable and contact with whom does not require purification by sprinkling of water); and (4) *Pani nachalne choi chitohalnu parne* (Castes from whom water is not acceptable and contact with whom requires purification by sprinkling of water), including *Sarki, Damai, Kami, Gaine, Sunar, Badibhad, Cunara, Pode, Hurke* and *Cy-amakhalak*. These distinctions categorised the communities according to hierarchy, which led to the practice of caste-based untouchability and discrimination against Dalits, widely common on an everyday basis.

Overview of the practice

The Government of Nepal (GoN) first introduced and provided operational guidelines for the homestay programme in 2010 with the aim of encouraging the micro-economic sector, generating self-employment, and economic growth in rural communities. Given the patriarchal social structures and a deep rooted ethnic caste system embedded in the predominantly Gurung community of the Kaski district, the Homestay Tourism initiative, supported by the JMDI and led by the civil



↑ Cultural performance by Dalits promoted among the homestay community to entertain tourists in Kalabang Gharedi of the Kaski District

society organisation Asian Forum in coordination with local authorities of the Kaski district, focused on engaging migrants and their families, as well as the lower caste/ Dalits, in the homestay business¹ for income generation.

To increase the potential inclusion of beneficiary households from a lower caste/ Dalit community in the HOST initiative, culturally sensitive information campaigns were carried out that encouraged the equal participation of all community members irrespective of their caste, gender, or ethnicity in the targeted districts. The Asian Forum – an association of migrant returnees comprised of migrants who have experienced discrimination and exclusion during their migratory journey – encouraged the participation of the Dalits and lower caste community members in the initiative through a series of meetings, information campaigns, and counselling to promote acceptance, participation, and engagement in the HOST business set-up. Community members, including Dalit households that expressed their interest to establish the homestays, were then selected based on criteria developed by the Asian Forum and local authorities and in line with the operational guidelines² of the GoN. In order to provide equal income-generation opportunities and benefits to the lower caste households through the HOST initiative, an integral non-discriminatory approach was employed whereby all 18 participating households were coded with serial numbers for anonymity and the placement of the arriving guests was done on a rotational basis. This was ensured by the management committee comprised of the HOST business operators and community leaders, who are in charge of maintaining client records and allocating households for incoming guests. The guests were discouraged from changing their allocated household, as the business operators strove to implement a no change policy. This way each participating household

1 Homestays are community based residential sites for tourists. Through the homestay, visitors get to integrate into the host community's way of life by experiencing their local culture, customs and cuisine.

2 The guidelines from the government stipulate that the host family should offer the local cultural experience to their guest and serve the local food (i.e. whatever the host family themselves eat). Homestay operating houses have to ensure a hygienic, clean, safe, peaceful and secure environment with bathroom and toilet facilities that reach at least minimal standards.

had an equal chance to host the guests and ensured that individual HOST tourism service providers did not experience discrimination based on caste, ethnicity, or religious orientation. Given that the perception of *purity* is a key factor in the caste system and maintained through eating practices, upper caste households, who were initially hesitant to host any fellow national tourists belonging to the lower caste, constructed an annex building for kitchen or cooking purposes. This allowed for the hosting of the Dalit guests, who were previously discouraged from entering the households.

As a further step to mainstream the inclusion of Dalits in the target community, and what can constitute a truly inclusive approach, homestay business related meetings and training sessions were often organised at the homes of Dalit homestay entrepreneurs. This, together with the regular interactions among the heterogeneous community members promoted by the project in general, helped to build trust and cooperation among different caste and ethnic groups. In addition, meals served during the training and events helped to change separatist eating practices and bring all stakeholders together. This steadily changed the rigid norms, as the Dalits community members, who were reluctant to enter into higher caste households, started to interact and eat together with other castes.

Furthermore, a whole of community approach was also adopted whereby the HOST initiative ensured that those non-participating Dalit households also benefited through the provision of technical training in areas such as organic farming, tourist guide training, and language courses. This thus enhanced their capacity to respond to the derived service needs that accompany influxes of tourists and also fostered their ability to implement income generating activities.

Finally, in order to promote the socio-cultural rights of the Dalits with regards to their social inclusion and empowerment, a welcoming ceremony with a specific cultural performance (*Naumati Baja*) by the Dalits was publicly celebrated and promoted among the homestay community to entertain tourists. The fact that this cultural performance became increasingly popular among the homestay tourists increased its common support within the community and promoted the social integration of the lower caste.

Refer to JMDI Case Study “**Harnessing the Local Rural Development Potential of Migration**”, Kaski and Tanahun Districts, Nepal

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Core module: Introductory module on migration and local development

→ Topic 5: Adopting a human rights-based approach to migration and development in a local context

Module 5: Increasing the impact on development through integration and reintegration policies level

→ Topic 1: The paradigms and challenges of migrants’ integration and reintegration and their impact on development

FOR MORE INFORMATION

Key lessons learnt

- **Migrants or returnees can play an essential role in promoting the social, cultural and economic rights of the marginalised in their home communities due to their own experience of exclusion during their migratory journey**

Through the personal experience of their migratory journey, migrants and returnees empathise with and better understand the challenges faced by the most marginalised in their home territories. Thus, the participation of return migrants in local development planning or development initiatives brings a crucial added value through the transfer of their knowledge, values, and new cultural practices. In this case, through the HOST initiative, the inclusion of lower caste people in the community means that this group has been guaranteed an equal opportunity to engage in social life, exercise their cultural rights, and have equal access to the economic opportunities, which are crucial to tackle the daily challenges that relate to their exclusion.

- **Guaranteeing empowerment (both social and economic) of the lower caste is important for their social inclusion**

The key success factor for the social inclusion of the Dalits is their economic empowerment through the HOST business in the target community. Economic empowerment has been achieved through earnings from the homestays and associated diversified livelihoods, as well as the HOST policies that promote the equal treatment of all, irrespective of caste/ethnicity. This empowerment – reflected in the increasing numbers of the lower caste, or so called Dalits, interested in opening HOST tourism services due to the perceived benefits, including the gradual changes in social norms or perceptions as they increasingly take part in community life – created conditions for the personal recognition of Dalits, who were otherwise a socially oppressed community in Kalabang.

- **Measures that promote increased interaction among the diverse community members enhance their social cohesion and ethnic tolerance**

In order to improve social or ethnic tolerance, socially and culturally diverse members of a community should interact regularly to promote mutual understanding and address the reasons and misconceptions responsible for marginalisation. This creates a conducive environment for their social acceptance and integration. In this case, the Dalits and the lower caste generally refrain from social interaction due to their history of marginalisation. The HOST initiative was able to provide a platform for increased interaction among its varied beneficiaries that allowed opportunities for enhanced engagement, communication, and exchange of experiences, which are essential prerequisites to build trust and gradual acceptance among community members.

Recommendations

- **Ensure economic empowerment programmes have an all-of-community approach that aims to facilitate the social inclusion of the lower caste, including migrants and return migrants where possible**

In order to increase the impact of social inclusion programmes, economic empowerment schemes should be targeted at a mixed or heterogeneous community that allows for increased interactions and opportunities to

engage in similar economic activities, with equal incentives, in order to mitigate caste and ethnic differences. Such programmes should have provisions for the equal participation of all caste and minority groups (i.e. should introduce affirmative measures or quotas where needed). These initiatives should include migrant returnees when possible to bring the added value of their understanding, acquired values, and knowledge from abroad that can feed into the development of targeted and successful social inclusion programmes.

→ **Promote the participation of migrants (particularly returnees) and the mainstreaming of migration into national strategies and policies for social inclusion**

Based on the good practices and lessons learnt from the Kaski districts, migrants and return migrants clearly have a key role to play in supporting both the social and economic development of Nepal. Mainstreaming migration into national policies and ensuring the participation of migrants in its design and implementation, has the potential to enhance their effectiveness. Indeed, given its complexity, migration has an effect on and is affected by most sectors related to governance, from health to education and from social inclusion to private sector development. Thus, this implies the need to mainstream migration as a cross-cutting issue into legislation, policies, and programmes at all levels (local, regional and national) and across all sectors (access to housing, education, social security etc.). To achieve this, specific human and financial resources must be allocated for the creation of, for example, a special unit to deal with the mainstreaming of migration into social inclusion policies and generally into development policies.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



8.9 – By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



11A – Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.

Breaking Language Barriers to Strengthen Migrant Inclusion



Key Words

Access to services,
Language courses



Location

Municipality of Los Santos,
Costa Rica

Introduction



This case study demonstrates how overcoming language barriers facilitates the inclusion of migrants into their host communities, and makes a fundamental difference in their ability to exercise their rights.

Public institutions provide migrants and displaced persons with access to health services and other institutional processes, as well as legal acts such as the registration of marriage and birth or naturalisation;

thereby reducing their vulnerability and improving their living conditions. Nevertheless, the fact that there is no common language between the staff of these institutions and the migrants has the potential to seriously hamper and limit their access to services. The reality is that when the language of migrants and displaced persons is not known, those providing services may have difficulty in understanding migrants' real needs. Likewise, migrants' inability to communicate in the language of their country of destination can discourage them from exercising their right to access these services. Linguistic barriers and the lack of information in more than one language can even create a further barrier that prevents migrants from knowing their rights or about the services that exist for them to exercise their rights.

In addition, while a country's immigration policies are designed at national level, the protection of citizens' rights and their access to services – regardless of their immigration status – depends on local and regional authorities. These local and

regional authorities are the first to assist migrants upon their arrival and are at the forefront of providing services, including those related to health. For this reason, local and regional authorities play a key role in ensuring that the services they provide are appropriately adapted to migrants, and that their accessibility is not hampered by language barriers.

Context

Costa Rica is a coffee-producing country. The export of coffee is one of the country's most important sources of foreign currency, and the sub-region of Los Santos is one of the biggest producers. This area is located in the centre-south of Costa Rica. It encompasses three cantons, Dota, Tarrazú and León Cortés, and has a population of 35,428 (2011 census). Each year, between the months of August and March, Los Santos is home to around 15,000 indigenous people from the Ngäbe-Buglé ethnic group, who come from a region in Panama to work on the coffee harvest in Costa Rica. These people account for 65 per cent of workers in this sector, while 21.5 per cent are from Nicaragua and the remaining from other regions of the country.¹ In addition, it has been estimated that around 1,500 Ngäbe-Buglé people have settled permanently in the sub-region. The majority of them live in Costa Rica in poverty, with high rates of maternal and child mortality, illiteracy and malnutrition, and lacking basic necessities like water, food and a minimum income.



↑ A group of students from the Ngäbe-Buglé course at the graduation ceremony

In the case of Ngäbe-Buglé women, migration increases the conditions of their vulnerability. This is partly due to the indigenous family structure, marked by patriarchy, where the man receives all the family's income and is the head of the family. In addition, women's lack of official work contracts and job recognition puts them in a situation of enhanced personal, employment and social inequality.

Given that the Ngäbe-Buglé people who arrive in Costa Rica do not speak Spanish, and their language is unknown to the inhabitants in their country of destination,

¹ Taken from the census carried out by the Programme on Work and Health in Central America (SALTRA).

there are language barriers that limit migrants' access to basic needs and services, which heightens their vulnerability.

Taking this context into account, the goal of this project is to improve the living conditions of Ngäbe-Buglé migrants – particularly in regards to their employment, health, nutrition, as well as their financial, personal, communal and political security – through their empowerment and better access to quality public services that take their cultural customs into account. In this regard, one of the initiatives carried out is to offer Ngäbe-Buglé classes to public workers in the Los Santos area of Costa Rica.

The municipality of Los Santos tries to ensure that migrants have better access to services so that their rights are protected and their inclusion promoted, while increasing Costa Rican citizens' awareness of the situation of Ngäbe-Buglé migrants. This initiative is in line with the project supported by JMDI in Costa Rica, “Improving social, political and economic skills in Los Santos sub-region, based on intercultural coexistence”, with the objective of promoting multiculturalism, gender equality, and awareness among the host community in order to foster local socio-economic development through the integration of migrants.

THE NGÄBE-BUGLÉ LANGUAGE

It is an Amerindian language of the Chibchana family that is spoken by the Ngäbe people. There are 133,092 Ngäbere speakers in Panama (Ngäbe-Buglé region) and Costa Rica (province of Puntarenas). The language uses the Latin or Roman alphabet.

Overview of the practice

As an activity to be jointly conducted with the Human Security Project, the initiative arose to provide a basic course in the Ngäbere language to officials working in public institutions and staff of private companies serving the Ngäbe-Buglé population. This activity was part of the awareness-raising process on the relationship between migration and local-level development. This activity was important in order to break down communication barriers with this population, facilitate their participation in the workings and development of local spaces, and thus better integrate them into the social and institutional processes that are implemented in the subregion.

The course content was organised by a participant of the Indigenous Orientation Centre (COI, Centro de Orientación Indígena) Foundation, a member of the Los Santos Inter-Institutional Migrant Affairs Committee (CIAM, Comisión Inter-institucional de Asuntos Migrantes) which is a strategic partner of the project. The classes were taught by one teacher. It was a basic level course that was designed for a period of more than 100 hours. The classes were held at the headquarters of the municipality of León Cortés, and the teacher used his



↑ Seven officials singing a song with their Ngäbere language teacher during the graduation ceremony

See JMDI Case Study “**Combating Racism and Xenophobia through Awareness Raising and Multiculturalism**”, Province of Pichincha, Ecuador

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Core Module: Introductory module on migration and local development

- Topic 4: The role of local authorities in the empowerment of migrant communities
- Topic 5: Adoption of a human rights-based approach to migration and development in a local context

Module 5: Increasing the impact on development through integration and reintegration policies

- Topic 2: The role of local authorities in facilitating the integration of migrants

own experience as a Ngäbe migrant, as well as the inputs of course participants, to inform the content of the course. As a result, it was not a traditional language course, but rather an intercultural course. In other words, the course also focused on aspects related to the Ngäbe-Buglé culture, its non-verbal codes and its world view. These aspects provided the tools that officials needed to understand the people they were serving in their day-to-day activities, in order to better meet their specific needs.

The course was taken by 11 officials from public and private institutions in contact with the Ngäbe-Buglé population in their daily work, so that the institutions had at least one person who could communicate in Ngäbere. Participation was guaranteed by the institutions and, in some cases, identified by participants themselves as a necessity.

The officials who completed the course now have the foundations

necessary to provide this population with more comprehensive care, since language has ceased to be a barrier. As a result, this population can access information and institutional processes in the same way as the rest of the population. By respecting the rights of everyone and their culture in a multi-ethnic country, this helps the process of integration and equality within services provided by institutions. For example, a Supreme Elections Tribunal official who attended the course was responsible for administering procedures such as status recognition, testimony collection and affidavit preparation for the births of children born in private homes. Before the course, this official could not accept declarations from Ngäbe-Buglé witnesses who did not speak Spanish. However, after the course, the official could carry out the necessary legal acts, dealing with people in their own language and providing children with registration so that their identity and nationality could be institutionally recognised.

Key lessons learnt

- **Providing officials with spaces to attend language classes ensures their participation and commitment**
By offering officials the opportunity and time within the working day to attend language courses, their participation and commitment is facilitated and encouraged. This promotes the likelihood that each relevant institution that is providing services used by migrants will have at least one official who speaks their language.
- **Inter-agency coordination fosters the participation of key actors caring for the migrant population in language courses**
It is important that there are several institutions involved in creating the courses and carrying out different tasks. Such an approach capitalises on each participating institution's capacities, experience and contacts, so that they provide more effective support in creating courses and inviting participants.
- **Speaking migrants' language ensures the better delivery of services provided**
In this regard, it is important that each institution that offers services to the migrant population has at least one person who can communicate in the language used by migrants. This ensures that the services provided are more effective.
- **Overcoming communication difficulties between Ngäbere women and officials contributes to social integration and the breaking down of cultural prejudices**
When communicating in Ngäbere with Ngäbe-Buglé women who are receiving health-related services, there is an improved understanding of their needs and interests. In addition, this open communication helps dismantle the myth that Ngäbe-Buglé women are "very shy" and "do not talk to people who are not members of their community". After taking the language course, one health worker said that he/she found that Ngäbe women are as communicative as anyone else, and when they have an opportunity to be understood, they actively interact with their host community. Due to this broken-down language barrier, they have the opportunity to receive better healthcare because they can more easily convey what their symptoms are.

Recommendations

- **Provide the financial and personal resources needed to ensure the sustainability of the practice**
A budget line must be allocated to cover the costs needed to deliver the language courses, both basic and more advanced. Also, it is important to ensure that the budgets of the institutions providing services to migrants include a line for at least one of their members of staff to attend one of the courses.
- **Make institutions aware of the need to participate in courses to learn the language spoken by migrants**
To ensure the success of this effort, it is essential to facilitate institutions' access to courses and raise awareness of their need to take them.

Linkages to the SDGs



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



11.4 – Strengthen efforts to protect and safeguard the world's cultural and natural heritage.



16.7 – Ensure responsive, inclusive, participatory and representative decision-making at all levels.

16.9 – By 2030, provide legal identity for all, including birth registration.

16.B – Promote and enforce non-discriminatory laws and policies for sustainable development.

Ensuring the Provision of Services through Migrant Resource Centres



Key Words

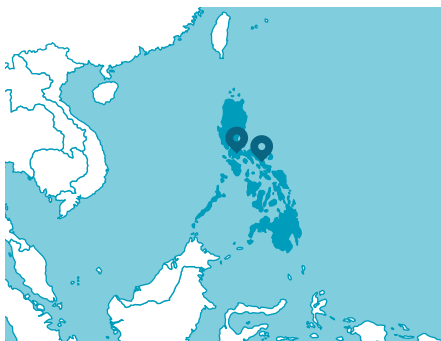
Mainstreaming migration,
Multi-level, Multi-sectoral and
Multi-stakeholder approach,
Diaspora engagement



Location

Bicol and Calabarzon Regions,
Philippines

Introduction



This case study looks at how to establish, operate, strengthen and assess Migration Resource Centres (MRCs). A MRC can be considered as a one-stop service centre that offers comprehensive, holistic, and gender-sensitive, rights-based programmes for migrants, and their families left behind. The objective of these centres is to minimise the social cost of migration and to maximise its gains. This is done by ensuring safe and legal

migration; timely and efficient processing of complaints and welfare concerns; and the promotion of the socio-economic development potential of migration. When set up at the local level, these centres are the most effective, since they can employ a tailored approach, based upon the local context, and they are more accessible to the target population and involve local service providers and actors, who are more tuned into the real needs and lived realities of the migrant population. Additionally, when these centres are set up by local authorities or in partnership with local authorities, the efforts of the MRC can be better aligned with and into local development priorities for enhanced development impact. Therefore, in this regard, MRCs can also serve to support the mainstreaming of migration into local development processes. Mainstreaming migration into local development planning is a process that aims to incorporate migration aspects across all different sectors through a multi-level and multi-stakeholder approach. This is particularly important given that migration affects and is affected by all sectoral areas (e.g. health,

education, housing). Successful mainstreaming efforts can therefore enhance coherence and migration management for development.

Context

The Philippines is a country of emigration. Since the 1970s, the native population has been increasingly mobile and, according to recent estimates, 47 per cent of Filipinos are citizens or permanent residents of other countries. As a result of this mobility, cash remittances generated by Filipinos overseas reached \$26.9 billion, contributing to 9.2 per cent of the Philippines' Gross Domestic Product (GDP).

Within this context of emigration, the Philippines has developed a comprehensive institutional and legal framework to ensure that the rights, interests, and the welfare of its migration population are protected. However, what is lacking in this context is a framework that links migration with areas related to development, including education, trade and industry, agriculture, and peace and security.

Despite the decentralisation process in the Philippines, no specific entity or office within the local government is mandated to perform duties related to migration and development. However, local institutions in the Bicol region, in particular, have distinguished themselves by promoting and mainstreaming migration and development issues at the local level. For example, Naga City is the first local government to include migration and development in its Comprehensive Development Plan for 2010-2020, through financial support from the International Organisation for Migration (IOM).

Now, migration-related topics are slowly being addressed at the local level, as seen in the institutionalisation of local MRCs that function as a one-stop service provider of migration and development services (relating to social, welfare, legal, economic, and training needs). These MRCs have effectively pulled together the strengths and resources of various levels to generate an integrated framework that addresses this link from a local, decentralised approach. As such, every local government unit (LGU) – especially at the provincial, city and municipal levels – is encouraged to establish its own MRC that is tailored to relevant, contextual needs. These MRCs improve and expand on the Overseas Filipino Workers (OFW) help desks that LGUs are mandated to establish under Republic Act (RA) No. 10022 (also known as the Migrant Workers Act) in the Philippines.

Presently, there are five MRCs in the Calabarzon province and two in Bicol province, which are fully functional. In



↑ The establishment of the Migration and Development Office (Migration Resource Centre) in the Province of Cavite, Philippines is a joint effort of various local offices such as the social welfare and development, cooperative, livelihood and entrepreneurial, planning and development, and public employment office and all are under the supervision of the provincial governor

addition to the mandate provided by RA 10022, local governments can issue legislation to encourage other LGUs within their jurisdiction to establish an MRC or OFW desk. In response to this legislation, the Sangguniang Panlalawigan (provincial legislature) of Batangas, located within Calabarzon, passed Resolution No. 527 in 2012, which required all local government units in the region to create their own OFW desks or centres. However, because of the cost implications of establishing an MRC in every city and municipality, migration desks have been established in 21 of the 31 municipalities and in 1 of the 3 cities in the province so far.

It is within this context that the JMDI has been involved in the creation or strengthening of 2 MRCs, 12 OFW desks, and 18 local migration and development committees in the Bicol region and 5 MRCs and 5 local migration and development committees in the Calabarzon region. This has been done through two projects, one being the “Mainstreaming migration and development in the governance of local authorities in Bicol” project, which sought to localise, mainstream and actualise migration and development issues and projects among key provinces, cities and municipalities in the Bicol Region. The second being the “Strengthening, upscaling and mainstreaming international migration and development in Calabarzon” project, which aimed to strengthen, upscale and mainstream migration and development in the local level through inclusive and sustainable programmes to minimise social cost and maximise gains of overseas migration. Notably, over the duration of the JMDI supported project, approximately 1,000 individuals have benefited from the various programmes and services provided by the MRCs. Among other results, the presence of the MRCs made national programmes and services accessible to the communities. This includes expedited delivery of services (including availability of jobs), referral of cases, and response to redress of grievances; expanded the understanding of locals to issues such as safe migration, legal recruitment processes, etc. This case study therefore provides an overview of how to set up an MRC and the lessons learnt and key tips in doing so that were gleaned from this experience.

Overview of the practice

To create an effective and sustainable MRC, a dedicated budget must be put in place to finance the physical office place and related expenses, supplies and equipment; personnel; training and capacity development activities; as well as informational materials about the MRC and other migration and development programmes, services and activities. These funds may be gathered from the LGU, who often provides them by tapping into the existing budgets of partner agencies, such as the Gender and Development (GAD) budget. Additionally, LGUs may add a specific line item in their Annual Investment Plan (AIP) to finance related migration and development projects, and, on a national and international level, development grants, loan facilities, financial assistance or subsidies may be provided. In general, resources and funding allocations vary between localities in the Philippines. For instance, in Quezon, the main source of funding comes from the Provincial Gender and Development Fund, while in Laguna the funds derive from the Public Employment Service Office (PESO) budget.

After the appropriate funds are gathered, an important first step is to establish a coordinating council or committee to oversee the operations of the MRC and ensure coordination and coherence among the various actors involved. To assist in this task, sub-committees can also be developed to manage the principal functions of the centre and the delivery of services to its target clientele. The first task of such a committee should be to undertake an environmental analysis of the province to

generate relevant information (such as profile of migrants/families/organisations, available business/investment/entrepreneurial opportunities for migrant families, available skills/competencies of locals needing employment, various social issues and challenges faced by families left behind) that can be used for strategic planning by the Centre.



↑ The Batangas province in Calabarzon region established the first Migration Resource Centre in the Philippines to respond to the expanding social, economic, legal and other needs of migrants and their families

In the context of the Philippines, the provincial Committee on Migration and Development (CMD) – the multi-stakeholder group that implements migration and development programmes at the local level – oversees the operations of the MRCs. To complement this function, the Provincial Migration and Development Coordinating Council (PMDCC) monitors the operations of the MRC at the provincial level. At the regional level, National Economic and Development Authority (NEDA), through its Regional Project Monitoring Committee (RPMC), monitors the MRCs as part of its mandate to provide oversight to all funded projects.

Furthermore, it is necessary that the MRC has the support of local authorities and is operated by career officers (civil servants) and preferably not under a “job order” or temporary employment status. In the Philippines, the MRCs receive support from the Local Chief Executive (LCE) and were operated by local government officers, such as a Planning Development Coordinator, PESO Manager, Social Welfare Officer, or, in the case of Cavite, the Provincial Cooperative, Livelihood and Entrepreneurial Development Office. This support is important in the case of the Philippines since MRCs must obtain a legal mandate in the form of an Ordinance or have an Executive Order.

Once properly set up, the MRCs should serve as a one-stop centre where migration-related services of key government agencies and institutions or information about them are readily and regularly available and accessible. In the Philippines, the following services are provided by the MRCs:

a) Access to accurate and timely information: Information that is relevant to migration is readily available to all users of the MRC such as: documentary requirements in applying for jobs overseas; advisories from national government agencies

ensuring protection and safety of migrants and new programmes and services for families such as health insurance and scholarships for children of migrants.

b) Serve as a venue for consultations and forums for migrants, their families and other stakeholders on important migration-related issues and concerns: For example, an organisation of migrants' families is now partnering with their respective local government on the improvement of agricultural lands through migrants' investments. The MRC served as a venue to bring other relevant stakeholders, such as the local investment and agriculture office, together to consult on this and move forward on the project.

c) Provide psycho-social services (e.g. counselling, crises response, gender sensitivity training) and economic-related training and information (e.g. savings, investments, financial literacy): Localising these services through their provision under the MRCs ensures their accessibility for the local population and thereby enhanced outreach and reduces the expense of attending these in the capital. Provision of psycho-social and financial services also help reduce vulnerabilities associated to migration such as contract violations, illegal recruitment and disintegration of families, and gear them towards safe migration, sound integration or reintegration, and social protection, among others.

d) Assist the local government in developing and maintaining a database or profile of migrants and a registry of migrant associations abroad connected with the locality: For every visitor of the MRC (whether as a training participant, complainant, family member seeking support or a returning migrant getting information about the LGU), they are requested to complete a form requesting their personal details (as may be allowable by law) as well as the nature of their case or the reason of their visit in order to build a database of clientele. Thus, MRCs also provide an excellent resource to ensure data collection on migration at the local level. For more detailed information on this, see the JMDI Case Study on "Collecting Data at the Local Level to Enhance Migration Management for Development."



↑ City Government of Naga signed a Memorandum of Agreement with DOLE, POEA, OWWA, NRCO, TESDA and other government agencies for joint initiatives on migration and development on 19 December 2015

e) Serve as a channel for diaspora philanthropy: Many migrants wish to contribute to their territories of origin. An MRC can be an effective structure to channel funds, skills transfer and organise medical missions, relief assistance and infrastructure support, volunteering and development projects. An example of this is the Cavite MRC which helped solicit support from Caviteños/Filipino medical/health professionals in the United States, sometimes accompanied by American health professionals, to conduct health/medical missions to the indigent local community during their (OFs) vacation in the Philippines, especially during December.

Refer to the JMDI Case Study “**Migrant Reception and Orientation Offices**”, Municipality of Taliouine, Souss-Massa Region, Morocco

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Module 1 : Managing the link between migration and local development

- Topic 2: Local development and migration: coordination, synergies and policies
- Topic 3: Data on migration and local policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 1: M&D partnerships: forms and frameworks, from the global to the local level

f) Assist in the strengthening of overseas Filipino family associations through training and provision of office space: For example, the Pamilyang Migrante Kan Naga holds its office in and co-manages the MRC.

In order to ensure the sustainability of the MRC, and its migration and development programmes and services, it is important to establish ownership by the public and private sectors at the local level of migration and development programmes and services (including LGUs, national and regional governments, civil society and faith-based organisations, academia, migrant and family organisations). This is important to ensure they successfully carry out their respective roles in the continuity, expansion and sustainability of the MRCs. For example, in order to encourage and coordinate all the actors involved at the local level, provincial migration and development councils were created via provincial ordinances to primarily oversee the operations of the

MRCs, as well as other migration and development related programmes in the provinces. In Calabarzon, all of the provinces – with the exception of Rizal – have migration and development councils. In addition, to formalise the commitment of the various stakeholders, a unified memorandum of understanding has been developed across all actors (rather than the many bilateral MoUs that were signed between different actors) in order to provide programmes and services to the migrants and their families through the MRC. Thus, one LGU will have an agreement with at least 10 agencies using a single document. This also helps to avoid overlap of functions and activities.

In order to ensure the effectiveness of programmes and services, these should be responsive to the needs and concerns of migrants and their families. To achieve this, MRCs should encourage and foster the participation of migrants and their families in the operation, planning, activities and service delivery of the MRCs. This can be done by involving those concerned in the planning and budgeting of programmes and activities, or, as in the case of Naga, in co-managing the MRC. In addition, the work of the MRCs must be continuously monitored and evaluated. In the Philippines, three types of assessments are preformed: **1)** Activity Monitoring and Evaluation, **2)** Outcome Evaluation, and **3)** Comprehensive Evaluation.

Additionally, to complement these and better understand the experience of the beneficiaries, an assessment questionnaire is given to them after they receive a MRC service. The monitoring, evaluation and regular assessment is necessary to ensure that the programmes and services being offered are appropriate and responsive to the needs of the clientele and beneficiaries and that they are in line

with the priorities and work plan of the LGU, thus ensuring enhanced coherence and effectiveness. In the particular case of the Calabarzon MRCs, the Regional Committee on migration and development regularly/quarterly monitors the programmes and services of the provinces vis-à-vis their respective workplans. Atikha has also developed a Pre-Course Assessment questionnaire to generate baseline data, and a Post-Course Assessment questionnaire to determine the impact of savings, investment, and entrepreneurship trainings provided to migrants and their families.

These questionnaires serve to inform the preparation of the Outcome Evaluation. In addition, a SWOT analysis – evaluating the strengths, weaknesses, opportunities and threats in the work being carried out – is performed each year to inform the annual Comprehensive Evaluation.

To ensure that all of these services are of the highest quality and respond to real needs, it is also important staff are equipped with the necessary knowledge, skills and technology to operate the MRC, as well as confront migration and development topics with a gender-sensitive and rights-based approach. A way to ensure this competency is by requiring the staff to undergo various capacity building activities to prepare them for the job, and by providing them with operating procedures and guidelines. In this case, the following supporting documents were prepared by the projects culling from the lessons learnt in implementing the JMDI in the Philippines:

- **Migration Resource Centre in Naga City Operations Manual**
Presenting strategies and processes to operate a MRC, including the required budget, qualification of personnel, schedule and prioritisation of activities, and supervisory and reporting mechanisms.
- **Sustaining Migration and Development Centres, Councils and Other Local Structures and Mechanisms**
Presenting opportunities in strengthening and sustaining both the migration and development councils and MRCs. These opportunities include the mobilisation of resources from various sources, continuous capacity building, coaching and monitoring, and involving non-traditional partners as key stakeholders.
- **The MRC Pathways: A Guide to Operating, Assessing and Sustaining Migration Resource Centres**
Focusing on the short and long term means and tools to assess and evaluate MRCs. Tools include the use of the logical framework, SWOT analysis, monitoring and evaluation checklist, client feedback forms, and pre and post training/activity evaluation, among others. This material is being used by the MRCs established under JMDI to better guide in monitoring, assessing and evaluating their programmes and services.



↑ Sorsogon Province's Public Employment Service Officer (sixth from left) explains to the municipal PESO officials the various programmes and services and services of Sorsogon City's Migrants and Overseas Help Desk/Centre

These publications are being disseminated nationwide to pertinent migration and development stakeholders or organisations during various forums and trainings to serve as guides in strengthening and expanding their MRCs by drawing from the innovations and lessons of the JMDI.

Key lessons learnt

- **Trust between migrants and governmental entities leads to better development outcomes**
In institutionalising the MRCs and strengthening the OFW desks, overseas Filipinos and their families are provided with a space to seek redress; file complaints; receive advice or information related to business, capacity building and training; and share skills and expertise. Such a space establishes better collaboration, trust, and planning between governmental institutions and migrants. This level of confidence enhances the empowerment of the Filipinos living abroad and their families, which can subsequently encourage a steady flow of investments and development activities to support livelihood opportunities for returning migrants and their families.
- **Local and regional authorities play a pivotal role in the success of MRCs**
Local and regional governmental entities are valuable contributors to the technical working groups, councils and committees, which animate and institutionalise the MRCs and OFW desks. To the same end, these authorities are useful in forging partnerships and coordination among a wide range of stakeholders in order conceptualise the most effective approaches and strategies for migration and development.
- **A multi-stakeholder approach is necessary to best address migration and development linkages**
The spectrum of migration and development policies and programmes is very comprehensive and diverse. Thus, it is crucial that strategic partnerships are in place – with a wide range of actors to realise a more integrated migration and development approach that addresses the needs of the migrants and their families, at all stages of the migration cycle.
- **A lead focal point to manage the MRC must be identified**
A committed focal point is necessary – whether it be a person or agency – to take the lead in establishing successful MRCs. The purpose of this function is to address and coordinate the centre's logistics and ensure the effective operation of the MRC. This is important for making certain that the gains of migration for local economic development are maximised and that the negative impact of migration felt by migrants themselves and their families are mitigated. Additionally, focal points are critical for ensuring that the lessons learnt, good practices, and pertinent information gathered from the MRCs are fed into broader mainstreaming efforts to incorporate migration into development planning.
- **Migrants and their families, both located within the Philippines and abroad, should be considered as partners**
Migrants are not only the beneficiaries but also the drivers of initiatives attempting to link investment and development activities to the benefits of mobility. Consequently, every step from planning, establishment, operations, service delivery, monitoring and evaluation of the MRCs has to be carefully undertaken in consultation with migrants and their families, to ensure the services respond to real needs.

Recommendations

→ **Institutionalise PESO at the local level to serve as the migration and development focal point for LGUs**

In the Philippines, the PESO – as an office which is mandated to, among others, conduct job fairs and community education campaign on migration, provide pre-departure orientation seminars, and assist in preventing illegal recruitment – is well positioned to support migrant families that are organised within the locality. This support could be further institutionalised by having a migration and development focal person within each LGU from PESO, who is responsible for migrant-related services and sustaining and institutionalising migration and development programmes. However, in order for this to materialise, PESO needs regular funding, permanent and competent employees, continuous capacity building, and a strong support network within the locality.

→ **MRC programmes and services should be flexible enough to evolve with the changing needs of the migrants, families and organisations**

For example, responding to migrants in crises was not envisioned as a priority programme at the local, yet it is a concern that the MRCs have to be prepared to act. Flexibility can be ensured through consistent monitoring and evaluation combined with needs assessments and studies on migratory and development contexts which allow for the MRCs to stay up to date with real needs and priorities and thus adjust and adapt programmes and services to these changing realities.

→ **Engage with both the public and private sector to better ensure successful and sustainable migration and development mainstreaming**

It is important that local stakeholders – including not only migrants and civil society, but also public and private actors – take ownership of migration and development mainstreaming efforts. In order to deepen this relationship, public institutions, such as the LCE, were encouraged to participate in the migration and development councils/committees. In practice, it was found that the public actors in focus should be adapted to reflect the specific mainstreaming approach. For example, it was found that when trying to mainstream migration into local development plans, the planning office should be in lead, and when mainstreaming efforts are initiated through service provision, then the public employment or social welfare offices should take charge. Additionally, the private sector, including academia, micro-finance institutions and/or enterprise development organisations, should also be involved in these migration and development councils/committees or mobilised to support the operation and service delivery of the MRCs. This involvement of both the public and private sector is of added value, as a multi-stakeholder approach can better ensure the sustainability of the centres.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.4 – Enhance policy coherence for sustainable development.

Combating Racism and Xenophobia through Awareness Raising and Multiculturalism



Key Words

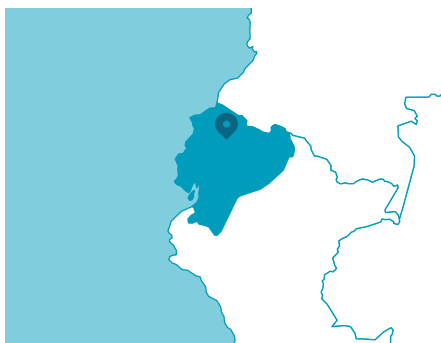
Awareness raising,
Integration, Empowerment



Location

Province of Pichincha,
Ecuador

Introduction



This case study analyses the generation of local public policies to counter discrimination against migrants and displaced persons. The inclusion of migrants and refugees and their access to their rights are substantial challenges when they are faced with stigma, racism and xenophobia. Thus, migration governance should include effective policies that facilitate inclusion in practice, promote multiculturalism to generate equality, and build

a more democratic society that guarantees rights, freedoms and opportunities for everyone living in the same territory.

In addition, guaranteeing the rights of migrants and displaced persons is a pre-requisite for successfully supporting their integration into the social, economic, cultural and political life in their country of destination. Through this integration, migrants and displaced persons can truly develop themselves as agents who contribute to their own development, as well as to the development of their communities of origin and destination.

This human rights-based approach that ensures that equal treatment is granted everyone – regardless of social or migratory status – was adopted under the

innovative concept of “human mobility” employed by the national and provincial governments of Ecuador. This holistic vision is overarching, and promotes non-discrimination against all migrants and displaced persons.

Context

The Decentralised Autonomous Government of the Province of Pichincha (GADPP) included a specific component in its human mobility management model to address the problem of exclusion that many migrants and displaced persons experience due to intolerance and discrimination. This was encouraged by the UN Joint Migration and Development Initiative (JMDI) project “Reception, development and sustainable capacity-building for the social, productive and cultural insertion of migrants and displaced persons”. The goals of this project were to strengthen the GADPP’s actions in the field of migration and development, promoting strategies among local actors from a comprehensive human development approach so that migrants and displaced persons can exercise their rights.

Both this project and the GADPP management model respond to the high numbers of migrants and displaced persons in the province of Pichincha, and to the complexity of these associated flows which include internal migrants, immigrants, refugees and asylum seekers (most of Colombian origin fleeing violence in Colombia), returned emigrants (as a consequence of the global financial crisis) and migrants in transit to other countries.

The capacity of the GADPP to respond to the context of migration and displacement in its province has been enhanced as a result of the increased decentralisation in Ecuador. The process of decentralisation was bolstered in 2008 with the Political Constitution that promoted a new territorial distribution of political powers and advanced the key role of decentralised autonomous governments. By designing policies centred around equity and inclusion, implementing a citizen participation system and promoting the institutionalised protection of their rights, local and regional actors were able to better manage the issues faced by migrants and displaced persons.



↑ An example of a brochure that was created under the awareness campaign for migration week

In February 2016, to effectively address the issues of discrimination and xenophobia the migrants and displaced persons face, the GADPP approved the Ordinance for Equal Rights and Social Development in Pichincha, which is a provincial, legal framework to strengthen the adoption of public policies, programmes and projects that are targeted to ensure that all inhabitants can equally exercise their rights. The creation of this Ordinance was informed by principles of non-discrimination, multiculturalism, citizen participation and universal citizenship.

Overview of the practice

The GADPP human mobility management model is implemented through a special unit that is related to the decentralised authority's Secretariat of Human Development and the Environment. The Human Mobility Unit (HMU) was formed in 2013 by Prefect Gustavo Baroja – the highest authority in the province – in response to a territorial public policy on inclusion and equality aimed at all priority attention groups. The purpose of the HMU is to create spaces that are dedicated to upholding dignity of migrants and displaced persons. As such, the HMUs provide holistic responses to address their protection needs and promote their rights, and are focused upon four axes: 1) care and reception (offering advice and support on legal and psycho-social issues when needed); 2) economic inclusion (through employing strategies for self-employment and insertion into the workforce as employees); 3) research and knowledge generation; and 4) political lobbying and social participation.



↑ The cover of a publication called 'Life told in a story: Accounts of migrants and displaced persons' to raise awareness about the realities of migration, which is composed of fifteen stories of migrants and displaced persons

The HMUs policy on fostering multiculturalism and awareness rests upon the fourth axis. To define this policy, a person to lead the Unit was first appointed. This person was responsible for analysing quantitative and qualitative information on the different dynamics related to human mobility in the province, and identifying the main difficulties experienced by this population that affected their ability to exercise of rights. This information gathering exercise was undertaken in two ways. First, the person had to analyse the migration profile of Ecuador that the IOM prepared in 2011 and compare the information with more recent academic studies. When it discovered that there was an under-reporting of data in the 2011 profile – especially with regard to the immigrants and Ecuadorian returnees – an analysis was carried to incorporate the statistics recorded by the National Migrants' Secretariat (which in 2013 became the Vice Ministry of Human Mobility). Thus, the systematised information made it possible to identify trends (even without precise statistics) and corroborated the need to work on two complementary fronts to implement the policy:

Refer to JMDI Case Study “**Mainstreaming Migration into the Design, Implementation, and Evaluation of Public Policies**”, Province of Imbabura, Ecuador

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Core Module: Introductory Module on Migration and Local Development

- Topic 5: Adopting a Human Rights-based Approach to Migration and Development in a Local Context

Module 5: Increasing the Impact on Development through Integration and Re-integration Policies

- Topic 1: The paradigms and challenges of migrants’ integration and reintegration and their impact on development
- Topic 2: The Role of Local Authorities in Facilitating the Integration of Migrants

i) **Creation of awareness and the generation of empathy in the local population:**

To challenge perceptions and stereotypes, the HMU set out to create educational and communication products that were broadly disseminated. These products used language that was easy to understand, and presented the enhanced vulnerability and discrimination that migrants and displaced persons face. The first product was the book “Life told in a story: Accounts of migrants and displaced persons” (Spanish title: *La Vida contada en una historia: Relatos de personas en movilidad humana*), which was composed of 15 testimonies and stories of immigrants, refugees and returned emigrants. These testimonies were collected by the HMU through the relationships formed between the HMU team and those receiving support and services. The book is powerful because it highlights the voices of migrants and displaced persons, and the meaning that they have given to their migration process. This humanised approach allows readers to see beyond stigma. The stories contained in this book can also be used to inform local development policy so that it is more

comprehensive and reflects the lived realities and experiences of migrants and displaced persons.

The second product was “Radio stories” (*Historias Radiofónicas*), which is a set of 10 radio interviews in the form of testimonies that were broadcast on the GADPP radio station and are now available on their radio website. By having stories in this audio format, listeners were able to get a glimpse of the story-tellers’ daily lives. When listening to their stories, empathy was generated because the local population could identify with their stories.

Following the success of the “Radio stories”, the station chose to create a weekly programme broadcast called “Crossing borders” (*Cruzando Fronteras*), produced by a Venezuelan who had immigrated to Ecuador. This producer was also a contact person of the HMU, which allowed them to position awareness and contribute content.

Since stigmas and stereotypes can be combatted with accurate information and verifiable facts, the axis of research and knowledge generation of the HMM management model has been key in supporting the implementation of this policy. For instance, the care and reception services of the HMM assist in this process by identifying dynamics of discrimination that must be overcome.

ii) **Promotion of recognition and appreciation of the diversity and richness inherent to human mobility:**

In order to demonstrate the potential contribution of migrants and displaced persons to the local development of their destination communities, the HMM noted the importance of establishing spaces and opportunities for intercultural encounters. To do this, the HMM generated an inter-institutional partnership with an organisation with extensive work experience with young people in awareness raising, social mobilisation, and identity and culture expression. Thus, the HMM launched the MIGRARTE process, together with the Hip Hop Voices Alliance for the Streets Foundation (*Fundación Voces-Alianza Hip Hop para las Calles*), to address the issue of human mobility through symbolic and cultural expression. Nearly 180 boys, girls and young people from the province participated. This was organised through a series of peer education and dissemination workshops, where Ecuadorian boys, girls and young people – including those who are migrants or displaced persons – were able to tell their own stories through artistic and collective tools. At the same time, intercultural encounters were generated among them. Those spaces gave boys and girls the opportunity to create and express themselves while experimenting with urban genres, languages and concepts from their own culture and their host community. The products they made in the workshops reflected the views that boys, girls and young people have on migration, along with the associated stigmas that often weigh on them. These created products included pictograms (on stickers and pins), hip hop songs, a documentary, and graffiti.



↑ Leticia, César, Brad and Keros' successful integration in Ecuador has been supported by the services provided by the Human Mobility Management Unit, which offers psychological, health and labour insertion services as well as legal counselling.

As a complementary exercise, the HMU conducted several mass events in public spaces to raise the visibility of different migratory dimensions as well as the rights of migrants and displaced persons. To do this, the HMU coordinated inter-institutional actions with the Decentralised Autonomous Municipal Authority of Quito, the Ministry of Foreign Affairs and Migration, civil society organisations, international cooperation organisations, consular and diplomatic representations of countries with a significant presence of immigrants in the province and with migrant organisations. The focus of the events was to get across key messages in order to break down the most common stereotypes, to raise awareness in the local community on the need to construct different understandings of diversity and to approach the topic of human mobility from a holistic viewpoint, as it is just another dimension of humanity. For one of the events, for example, the Human Mobility Management Unit (UGMH) organised a “Solidarity Party for LGBTI Pride 2016” (*Fiesta Solidaria por el Orgullo LGBTI 2016*) – jointly with the Municipal Social Inclusion Secretariat – to highlight the multiple forms of discrimination that affect the various components that make up the identities of some migrants and displaced persons.

Key lessons learnt

→ **The inclusion of migrants and displaced persons facilitates their ability to be agents for development**

The experience of the HMU shows that no human being can fully reach their potential if they are excluded, marginalised, stigmatised or if they cannot fully exercise their rights. The work done by the HMU to guarantee the rights of migrants and displaced persons and improve their political, social and economic situations, is underpinned by social and cultural actions of inclusion that facilitate their contribution to the development agenda in the province.

→ **Promoting multiculturalism and awareness can generate discourse on the topic in the local community**

The HMU has found that changing negative associations or ideas of human mobility is a complex, long-term process. Still, by increasing the level of public awareness, Ecuadorian women and men are able to see themselves and their shared humanity in the stories and experiences of migrants and displaced persons, and thus come to understand the topic from a rights-based perspective.

Recommendations

→ **Strengthen spaces of dialogue between the local population and migrants and displaced person**

Multiculturalism can be strengthened by generating spaces for dialogue and exchange so that solutions to socio-cultural conflicts arise and come from the people. Migrants and displaced persons should be empowered, and local authorities should generate linkages between the different groups of the population and the State agencies that must meet their basic needs and ensure that they can exercise their rights. If this does not happen, coherent responses to their needs are not generated.



↑ Designed in an artistic workshop where migrant and local children expressed what migration meant to them, these leaflets were created within an awareness campaign to draw attention to the vulnerabilities and rights of migrants

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

Protecting the Rights of Migrant and Cross-Border Women



Key Words

Women’s rights,
Empowerment,
Cross-border migration



Location

Municipality of Upala,
Costa Rica

Introduction



This case study explores the creation of a mechanism to protect the rights of migrant and cross-border women. Regarding the nature of cross-border migration, border communities are characterised by their environmental, ethnic and historical unity, established long before borders came into existence. Cross-border migrants living on one side of a border often cross to the other territory on a daily or weekly basis in search of employment opportunities, access to social services and better living conditions.

These migrants face particular vulnerabilities due to the often irregular nature of their migration. In addition to cross-cutting gender barriers, women, in particular, face a large number of obstacles such as gender-based violence, a lack of legal assistance and psychological support, limited access to decent work, and a lack of access to basic services such as healthcare, education and justice. These barriers increase their vulnerabilities and consequently make it impossible to guarantee their fundamental rights.

Given the unique nature of this phenomenon and the fact that it is limited to specific geographical areas close to border regions, national legislation and policies on migration tend to disregard these realities. For this reason, a vacuum is created where there is no provision of services for those affected. Therefore, a localised

approach to the management of migration is crucial, since it can be adapted to the very particular migration dynamic that occurs even within a country or along the border areas of two countries, as represented in this case study.

In this particular case, a mechanism for the protection of cross-border migrant women's rights addresses this vacuum. This mechanism consists of a group of committed actors at local level who work together to: (i) Raise awareness on issues of gender and violence against women; (ii) Support and strengthen a network of women community promoters responsible for guiding and assisting affected women in order to prevent femicide and violence; (iii) Provide a safe space for affected women to go to, where they can receive the support they need to move forward. Thus, the main activities of the mechanism aim to improve the capacity of the institutional response to violence against migrant and cross-border women.

Context

The municipality of Upala in Costa Rica is on the border with Nicaragua, where a large number of cross-border migrants live. This cross-border migration occurs because many people living in Nicaraguan communities along the southern border have a daily relationship with Upala (a community on the northern part of the Costa Rican border) to meet their needs. In addition, many people who live in the Costa Rican part cultivate lands in Nicaragua and sell the produce in Upala. In Costa Rica, 9 per cent of the population is born abroad, 74.6 per cent of which is from Nicaragua. In the specific case of Upala the migrant population is greater, with 12.7 per cent of the population being immigrants, 50 per cent of whom are women.¹

To address the presence and rights of this population in Costa Rica, the country has a legal framework that protects the rights and obligations of every individual without distinction and includes international protection instruments ratified by the Costa Rican State. Similarly, the National Development Plan 2015-2023, as in the National Comprehensive Migration Plan 2013-2023, establishes that human mobility is a vital driver of the comprehensive development of the country, and seeks to generate mechanisms to manage it and increase the inclusion of migrants. For cross-border migrants, however, these advances often do not directly meet their practical needs, relating to barriers that can still be found at the local level.



↑ CENDEROS participated in the orientation, assistance and protection of migrant and cross-border women who have experienced violence

To better institutionalise the intent of the national level and to directly eliminate the barriers that cause the vulnerabilities mentioned, the Centre for the Social Rights of Migrants (CENDEROS), working with the Municipality of Upala, has created an "Action Mechanism to Guide, Assist and Protect Migrant and Cross-border Women Victims of Violence". This mechanism guides, supports and protects migrant and cross-border women in the community of Upala and the cross-border territories located on the Costa Rican side.

1 National Institute of Statistics and Censuses (INEC), 2011.

The UN Joint Migration and Development Initiative (JMDI) supported the process of consolidating the mechanism through the project “Strengthening the capacities of key social actors in the Municipality of Upala for the coordination of actions aimed at sustainable human development with a human rights and gender approach and a cross-border perspective”. The goal of this project was to improve the quality of life of those living in the Upala border region – particularly cross-border workers, young people and women – by strengthening the capacities of key social actors in the municipality so that they can better coordinate actions aimed at sustainable human development, with a human rights-based approach. This demonstrates the importance of the local level in guaranteeing and institutionalising the protection and rights of migrant and cross-border women.



↑ The Network of Female Promoters is composed of volunteers from different localities who work together to identify women that might need their support

Overview of the practice

The Inter-institutional and Inter-sectoral Action Mechanism is part of a comprehensive strategy designed by CENDEROS to guide, assist and protect migrant and cross-border women who have experienced violence. This is done by jointly working with State institutions and social organisations. CENDEROS is a civil society organisation that has been working for years on the empowerment of migrant and cross-border Nicaraguans, especially women and young people.

The Action Mechanism is composed of three main axes, which include: (i) the Network of Female Promoters, whose members are responsible for actions to protect women experiencing violent situations; (ii) the House of Women’s Rights, which is the physical space where women facing violence can find immediate accommodation, and receive additional guidance, assistance and protection, and finally, there are the (iii) Action Guidelines, which are a series of protocols established between the various State institutions and civil society organisations that must be carried out to give adequate, comprehensive care to these women.

The Network of Female Promoters is made up of women volunteers from different areas of the municipality. Their role is to guide other women and members of the community through information sharing, as well as providing care for victims of violence through legal advice and psychosocial support, and providing support throughout the processes of reporting offences to formal bodies and legal proceedings. Together with these measures, the promoters identify individual cases of violence in the communities to which they belong and work to ensure that the violence experienced by the victim is stopped. Similarly, they carry out actions on prevention and education in the community, with the goal of providing information on rights and how to access them.

When there are cases of violence occurring that have been identified by the Promoters’ Network, the Network has a pathway of action to follow that is found within the Action Mechanism and made up of four steps. The first step is to identify the

woman in a situation of violence. This identification can be facilitated by the woman herself, who approaches the community promoter, or by an institution in the community, a neighbour, or a family member.



↑ Members of the Network of Female Promoters have helped women in this cross-border region get out of situations of violence and foster their personal development

Once the person has been identified, the promoter must assess whether immediate intervention is necessary or not. If there is an immediate for protection, the Police or the Red Cross are informed to bring the victim to a shelter, such as the House of Women's Rights. If it is not an emergency situation, promoters accompany the woman to the Women's Rights House for her to receive psychosocial support and legal advice, if she is prepared to file a complaint before the Courts. In addition, the woman is invited to take part in a range of support and self-help groups that are held in the House.

In a third phase, if the victim has asked the Misdemeanour Court for protective measures or has reported the situation to the Criminal Court, CENDEROS and one of the promoters can accompany her to the relevant authority. If the woman is a minor, she is put in contact with the National Child Welfare Agency (PANI). If the woman is undocumented, CENDEROS coordinates with the General Directorate of Migration and Foreigners (DGME) and the Joint Social Assistance Institute (IMAS) to support her through the process of documenting or regularising her migration status, in accordance with the mechanisms established for that purpose.

In a fourth phase, it is ensured that the case is monitored and receives the long-term support necessary. The Network of Female Promoters, and the Migrant Women's Network in Upala take responsibility for carrying out this process. To do this, the case is transferred to the local Socio-educational Management Unit to prepare a personal development plan and carry out the coordination needed with other State institutions to give continuity to the process.

The JMDI project has made it possible to coordinate this Promoters' Network through the creation of a Coordination Committee that facilitates the development and continuity of the Mechanism in order to ensure its future sustainability. The Coordination Committee is composed of nine promoters representing every

district in the Municipality of Upala. It regularly meets twice a month to coordinate actions to be carried out. They are the link with the other promoters. The decision to add new female promoters to the network is analysed by the Coordination Committee with guidance provided by CENDEROS. This analysis evaluates whether the women who want to join meet the basic requirements to do so, such as a strong interest in working together on the issue and time availability, among others. The Promoters' Network currently has 58 women promoters in 36 of the municipalities' communities.

It is worth highlighting that the network is formed by women working within their own communities, which means that there is an inward response to situations of vulnerability. In addition, the JMDI-related project has supported the creation of awareness and training spaces for authorities from various sectors of the municipality, who are involved in services dealing with these women and CENDEROS staff. Training focused on topics such as the prevention of violence against the women, emphasising the importance of psycho-social skills, communication, and a human rights and gender approach. In addition, the need to effectively implement the Domestic Violence Law, the right of access to primary and secondary education, and free access to justice was highlighted.

Running the House of Women's Rights is the second axis of the Action Mechanism. The House is managed by an employee of CENDEROS and provides care 24 hours a day, seven days a week. The House is totally equipped to serve as a small emergency refuge for a maximum of 72 hours, while the relevant institutions seek a longer-term solution for the cases that arise. The services provided by the House include support for the creation of micro-enterprises, employability, or training for future employability once qualified. The aim is to provide solutions and support to these women so that they do not have to live in shelters. Since the House operates 24 hours a day, seven days a week, it offers complete assistance in the event that an emergency is reported that requires shelter and support.

Lastly, the third axis of the Action Mechanism is the establishment of Action Guidelines, which provide standard operating procedures so that there is clarity on the measures to be taken in the event there are reports of women in situations of violence in the municipality. To this end, specific actions have been established that the various bodies in the municipality (civil society organisations, State institutions, NGOs and local government officials) must carry out in this event. Persons of contact have been

Refer to the JMDI Case Study
**"Breaking Language Barriers to
Strengthen Migrant Inclusion"**,
Municipality of Los Santos, Costa Rica

Or refer to the **'My JMDI Toolbox'**
on Migration and Local Development

Core Module: Introduction to Migration and Local

- Topic 4: The role of local authorities in empowering migrant communities
- Topic 5: Adopting a human rights-based approach to migration and development in a local context

Module 5: Increasing the impact on development through integration and re-integration policies

- Topic 2: The role of local authorities in facilitating the integration of migrants

FOR MORE INFORMATION

established in each of the institutions involved so that constant contact can be maintained to effectively monitor and respond to this issue in the community.

In addition, work has been done to raise awareness on issues of gender, violence against women and migration, and on training officials of various, key institutions of care, such as the Ministry of Health, the Joint Social Assistance Institute, the General Directorate of Migration and Foreigners and the National Children's Trust, among others. This type of coordinated work process allows for the tracking and monitoring of the Action Mechanism; the objective being to act directly to prevent femicide and violence. The community-based process has paved the way for improvement in the institutional response to violence against migrant and cross-border women.



↑ The Women's Rights House hosts women who are victims of violence that require immediate assistance, and also offers assistance and protection to all women who find themselves in situations of violence

In parallel to the implementation of the three axes of the Action Mechanism, activities to raise the awareness of and share information with the public, particularly on the prevention of violence, were carried out. Through the Binational Health and Culture Fairs, cultural, educational and awareness activities on the provision of healthcare services took place, encouraging the public to become involved in these empowerment processes. Furthermore, various State and civil society institutions, such as the Costa Rican Social Security Fund, the Municipality of Upala, the Ministry of Health, the Alcoholism and Drug Dependence Institute, the Regional Directorate of Migration, the Ministry of Education, the National Institute of Women, World Vision, CENDEROS and the Migrant and Cross-Border Young People's Network have engaged in a joint effort to bring these spaces of empowerment and community awareness into being.

The holistic perspective of the Inter-institutional and Inter-sectoral Action Mechanism implemented in Upala has helped develop a successful practice in the community, through which local actors have been able to work together to promote women's rights and strengthen the prevention of violence and femicide. By ensuring women's integration and empowerment, the contribution that women make to local development in Upala has been enhanced.

Key lessons learnt

- **It is essential that the approach takes all interested parties into account**
Rapid and effective action in cases of violence against women has been achieved due to the joint work done by a range of local actors in the municipality. This, in turn, has awoken the interest of officials in the institutions to raise awareness on gender and migration issues. Interaction between the different actors is key to successfully create the capacities necessary to institutionalise practices and ensure their sustainability over time.
- **The participation of local and national authorities is crucial for the implementation of the Mechanism**
The Municipality of Upala has constantly committed itself to the practice of the Mechanism throughout its implementation, which has contributed to its legitimisation in the community on both a local and national scale. Coordinated responses have been rapidly developed, as contact persons have been appointed to work together with government institutions in each agency to better assist migrant cross-border women.
- **Protection, assistance and support for women in violent situations are essential components to help them improve their lives (not only from the point of view of their physical and psychological security, but also their economic security)**
This practice has led to positive advancements in the lives and development of the women who have received assistance. One clear example of this is seen in the formation of a group of “cocoa women” who – through capacity building and help groups – joined together and developed an initiative that was a source of empowerment and financial independence. Nevertheless, in most cases, the environments that these women are used to typically view violence as normal. Additionally, when violence is experienced, there is often a fear of leaving their partners or living situation, which prevents them from leaving or seeking assistance. Therefore, projects such as this one become a resource to help women escape from cycles of domestic violence.

Recommendations

- **Encourage the development of the Network of Female Promoters**
Community promoters play a fundamental role in the successful implementation of such a mechanism. As such, promoters, through their voluntary work, become a central part of the effectiveness of the Action Model. In this regard, it is essential to continue to train these women on various topics so that they can enhance the technical development of their skills in order to provide better assistance and support for victims of violence.
- **Advocate for the implementation of local governmental measures to contribute to the implementation and development of these practices**
The involvement of the municipality is essential, as they provide tangible measures that support the training and capacity development of those involved in the mechanism. The municipality also complements pre-existing support provided to migrant and cross-border women by promoters through their own strategy development.

→ **Ensure the sustainability of the House of Women's Rights in Upala**

To guarantee the continued operation of the House, it is important to ensure that human and financial resources are stable, and supported, for example, by either the local government or the CENDEROS foundation. Both long-term funding and human capital are necessary to ensure 24-hour care, seven days a week.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



16.B – Promote and enforce non-discriminatory laws and policies for sustainable development.

Economic inclusion



“Diaspora and migrants play a significant role in job creation, entrepreneurship and investment. Most of this economic contribution sits within the Small and Medium Enterprises (SME) sector. Since the SME sector is often supported at the local level by municipalities, CSOs and LRAs, ... financial, trade and employment actors can support them to develop local development plans that stimulate the sector locally. It is important that this planning also involves and supports diaspora and migrant-led entrepreneurs and investors to add value to the sector by creating jobs and ensuring decent work.”



Harnessing the Local Rural Development Potential of Migration



Key Words

Remittances, Rural development, Entrepreneurship, Tourism



Location

Kaski and Tanahun Districts, Nepal

Introduction



This case study provides insight into how migration and the capitals migrants possess can be harnessed to promote rural local development through homestay tourism services provided by migrants' families and supported by the diaspora. Often-times, migration is a direct result of the local conditions migrants live in, including poor infrastructure, lack of access to services (health, education, employment) and limited livelihood opportunities. Indeed, in

many countries, under-development can result in in large-scale migration (from rural to urban areas as well as internationally) in search of better living conditions and increased employment prospects. Rapidly increasing rural to urban or international migration can pose severe development challenges, such as the absence of an active workforce (between ages of 15-49 years) who have migrated, creating a dependency on remittances of the elderly and dependent persons (children) to meet their basic needs. Therefore, viable income generation opportunities within communities of origin, which also promote rural development, are essential to mitigate this as well as strengthen overall development. To do this well, an 'all-of community' approach is essential to ensure that development efforts have positive outcomes for the entire community and are not restricted to migrants' families.

Given that business creation and support is usually a competency of local authorities due to the grass roots nature of entrepreneurship, together with the fact that



↑ Beneficiary who received goat rearing training from District Agriculture Development Office (DADO) to gain knowledge about the most profitable breeds of goats

diaspora associations can provide transnational linkages between territories, it is local actors that are best placed to link up these two processes and ensure that homestay business development has an integral approach that benefits the entire community. Moreover, given the local-to-local dimension of migration, whereby migrants tend to move from the same territory of origin and settle in the same territory of destination, diaspora members and diaspora associations that launch development initiatives or businesses tend to prefer to do this for their communities of origin, where the results of their efforts will be more visible and where their families and friends will benefit directly. Finally, diaspora members can bring much needed knowledge, human and financial resources and link businesses back home with their host territories for business growth and internationalisation.

Context

The homestay initiative by migrants and families in Nepal was designed under a project supported by the UN Joint Migration and Development Initiative (JMIDI) entitled “Sustainable Local Development by Promoting Local Tourism through the Homestay by Migrants and their Families (HOST)”. The project is implemented by civil society actor Asian Forum in close collaboration with local and national authorities, the private sector, and other key actors. It aims to expand avenues of income generation for local youth (potential migrants, returnees and migrant families) by initiating homestay tourism services with a focus on community well-being. This was achieved through the promotion of diversified livelihoods opportunities in the target communities for potential migrants, return migrants, families of migrants, and the general community. The Government of Nepal (GoN) first introduced the homestay programme in 2010, with the aim of encouraging and generating employment and economic growth in rural communities. Since the start of the programme, homestay tourist services have been governed by the Homestay Working Procedure (2010) guidelines of the national authorities.

Foreign employment is indeed the most significant motivation for international migration from Nepal in the twenty-first century. More than 3.8 million permits to work abroad (excluding India) were issued by the Government during the 1993-94 – 2014-15 fiscal years, which represents almost 14 per cent of the current

population.¹ Nearly half of all Nepali households have at least one family member currently abroad or living in Nepal as a returnee.² As per the census conducted by the Government in 2011, 12 per cent of the population in Kaski (Western Development Region) and 14 per cent of the population in Tanahu (Central Development Region) had migrated and were counted as ‘absent population’.

Rural to urban migration as well as international migration is a prominent phenomenon in both the villages, mainly among men. During the time of a baseline survey conducted by the JMDI at the initial stage of the project, almost one fourth (25 per cent) of the population in Kalabang and Ranagaun had left the village. Of those, 16.6 per cent were outside the country (i.e. 2.9 per cent in India and 11.7 per cent in Gulf Countries and Malaysia). Moreover, the survey revealed that the main reason Nepalis from the Kalabang and Bhanu municipalities of the Kaski and Tanahun districts consider emigrating was to seek employment (43 per cent). Further important factors included the interest or willingness to go abroad (38.4 per cent), pressure from family members to do so (9.5 per cent), and debt bondage (7.9 per cent), among other unidentified reasons (1.2 per cent). Since the majority of those who migrated were previously working in the agriculture sector (68 per cent), the sector has been adversely impacted, agricultural lands being left uncultivated. Also, the migration of predominantly male family members has overburdened female family members (over 35 per cent of women are the head of household in both the villages) responsible for household and agricultural chores. The lack of livelihood opportunities, including access to basic services such as education, health, and financial services, have also promoted rural to urban migration, particularly with the in-flow of remittances sent by migrant family members abroad. Oftentimes this perpetuates circular migration, as financial resources that are sent by migrants are primarily consumed.



↑ A subcommittee of women that is responsible for organising the welcome functions of the homestay community, welcoming guests with flower garlands

1 ILO, *Labour Migration for Employment: A Status Report for Nepal 2014/2015* (2016). Available from http://www.ilo.org/kathmandu/whatwedo/publications/WCMS_500311/lang--en/index.htm

2 The World Bank, “Nepal,” 2013. Available from <https://data.worldbank.org/country/Nepal>

Overview of the practice

Firstly, in order to identify beneficiary villages, a consultative process was carried out with the District Development Offices (DDO) of the Kaski and Tanahu districts and relevant tourism authorities. The Kalabang Ghaderi, Kaski, Ranaguan Bhaldanda, and Tanahun districts were selected using a set of rural development indicators. These indicators looked at the geographic isolation and under-development (i.e. those deprived of essential support services such as schools, hospitals, financial institutions), the concentration of an ethnic minority, as well as the scale of labour emigration. Kalabang Ghaderi was prioritised due to the large scale of emigration from the community and also because of its geographic cross section with popular trekking trails. Ranagaun Bhaldanda was also prioritised as a result of various factors, including: under-development, migration and inhabitation by ethnic Magar communities.

A baseline survey was then carried out to assess the socio-demographic context, migration dynamics, local economy, and livelihood options as well as to gauge the interest of identified communities to participate in the homestay initiative in Kalabang and Ranagaun Bhaldanda, thus ensuring a whole-of-community approach. Specific activities (such as training and infrastructure support) planned under the initiative were modified based on the results of the baseline survey. This ensured a tailored approach that responded to the needs of the targeted communities.

FOR MORE INFORMATION

Refer to the JMDI Case Studies **“Mitigation of Caste-based and Ethnic Exclusion in Rural Areas through Migration and Development”**, Kaski District, Nepal and **“Supporting Youth-led Entrepreneurship with the Help of Diaspora”**, Department of Morazán, El Salvador

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Core module: Introductory module on migration and local development

→ Topic 3: Migrants as local development actors

Module 4: Creating jobs and economic opportunities through migration at local level

To identify potential beneficiary households to operate homestays, information centres were established and information campaigns conducted in Kalabang and Ranagaun. Community members that expressed their interest in establishing the homestays were then selected based on criteria developed by Asian Forum and local authorities in line with the operational guidelines of the GoN. As a result, a total of 29 households, 18 in Kalabang and 11 in Ranagaun Bhaldanda mainly made up of returnees and migrant families were selected to open the HOST business.

To ensure successful management and operation of the homestay businesses, the following committees and advisory groups were established:

1. Homestay Management Committees were created for technical and managerial support and coordination among the homestay operators. Senior and influential leaders and homestay operators were comprised of an eight-member management committee, including 1 chairperson, 1 vice chairperson, 1 secretary, 1 treasurer and 4 members. The committees were entrusted with the responsibility to upgrade and operate the information centre, set and review the standard fees, reach out to clients, support client's placements in the homestays (ensuring that all selected households have equal opportunities to cater to a uniform numbers of clients), manage finance, organise technical training, and initiate coordination with other sub-committees.
2. Advisory Groups were established and were comprised of local authorities, senior and influential leaders in the community, chairpersons of Homestay Management Committees, and the Kalabang women's sub-committee to provide technical and advisory support to the homestay management committee. The role of the Advisory Group was to link homestay initiatives to overall community development efforts through advisory and technical guidance, for instance by allocating certain funds for education, community development, and tourism promotion that would allow the benefits of the homestay initiatives to spread to the general community. Their role was also to be a liaison with local and national authorities, assist in the mobilisation of development budgets, and promote the homestays to potential clients.
3. In a further effort to ensure the participation of other community groups, sub-committees composed of women were created and were responsible for organising the welcome functions of the homestay community. The welcome functions incorporated the traditional way of welcoming the guests, presenting flower garlands and serving traditional snacks. A group of school volunteers were responsible for organising environmental, hygiene, and sanitation campaigns to promote proper waste management and a clean environment in the homestay community. Finally, a group of youth were involved in the cultural sub-committee, which is responsible for organising cultural performances and other cultural events in order to entertain the guest arriving with traditional folk lore music and dance.
4. Given their experience in the hospitality sector and linkages with the potential clients, tour operators were also actively involved in supporting the initiative. These operators, including the Trekking Agencies' Association of Nepal (TAAN), Hotel Association Nepal (HAN), Restaurant and Bar Association of Nepal (REBAN) and Village Tourism Promotion Forum for Nepal (VITOF – Nepal), who lent their expertise to the advisory committees and assisted in attracting clients to the homestays.

During a one-year period, each of the 29 participating households in Kalabang and Ranaguan hosted 12 to 14 guests. As a result of the homestay initiative, there was a steady rise in household income (as each participating household made approximately 12,000 to 14,000 NPR) and the popularity and demand for homestays increased, as noted by the Homestay Management Committee. Towards the end of the project, there were instances when some clients had to be turned away since all rooms were already taken.

Furthermore, capacity building was provided to the homestay staff as well as other community members who were not directly involved with the homestays but have a role to play in their development. Training was provided in various areas, such as organic farming, cooking, hygiene, tourist guide training, and coffee growing. This was done to enhance the services of the homestays; thus, enhancing further income generating opportunities around the homestays as the services become more desirable for tourists. Additionally, in order to improve the experience of the visiting tourists and widen the client base of the homestays, a village interaction programme on culture and environmental conservation was carried out. This was also done to sensitise the community members on the importance of environmental conservation and also utilise cultural promotion for the benefit of the community. This helped reinforce their cultural values and identities, while also promoting cultural tourism in the village. A total of 40 individuals from the community participated actively in this.

Moreover, due to the monetary incentives linked to homestays and the training provided, there has been a noticeable behavioural change in the community. Many community members have taken on further efforts to construct appropriate latrines and bathing spaces and many have become more active in improving waste management and livestock rearing practices. Access to quality education has also become more of a priority for the community, as seen in the increased financial investments in schools thanks to migrants' remittances and the profit generated from the homestays. In addition, enhancing the conditions of infrastructure, such as roads and reinstating cultural heritage sites have also been recognised as other key ways to facilitate and promote tourism. Furthermore, tapping into the enhanced skills of returnee carpenters, plumbers, and electricians has also allowed for the more successful reintegration of returnees. Finally, traditional division of labour between men and women also saw a significant change, as more men engaged in activities traditionally considered to be responsibilities for women, such as cooking, cleaning and house maintenance.

Acknowledging the positive development effects that the homestays have had for the communities, the District Development Offices of Kaski and Tanahun have now mainstreamed support to the homestay initiatives of migrants and their families in their Annual District Development Plans and Annual Municipality Plans of the respective districts through the allocation of appropriate funding to support them. Thus far, specific budgets have been allocated for the construction of roads (an amount equivalent to NPR 300,000 and NPR 150,000 in Kalabang and Ranagaun respectively) and essential infrastructure to promote the homestay facilities and the local economy of the community. Moreover, the municipality of Tanahun had allocated NPR 50,000 to construct stairways to the famous Kali Temple in the village and also allocated NPR 100,000 to erect a hall to showcase Margat cultural arts and artefacts.

Key lessons learnt

- **Participatory, inclusive and consistent coordination mechanisms were crucial to ensure the engagement of all actors and the successful set up of the homestay businesses**

The experience of the homestay initiative shows that its success is contingent on a strategic coordination mechanism that is participatory, inclusive, and consistent with the engagement of all relevant actors (local authorities, tourism entrepreneurs, beneficiaries, migrants, youth, women, and

the community more generally). Indeed, a multi-stakeholder approach and coordination has been helpful not only to tackle the daily challenges related to homestay management, but for the effective functioning of the homestay services so that each actor provides their own expertise and resources.



↑ A sub-committee of women that is responsible for organising the welcome functions of the homestay community within the HOST project

→ **Homestay initiatives provide an excellent opportunity to foster development in rural communities**

While homestay businesses can enhance household livelihoods, they also possess great potential to foster overall community development when the right conditions are in place. This can be achieved by linking homestay initiatives to broader community development approaches and tapping into the resources of return migrants, investing in community infrastructure and cultural heritage sights, and promoting further income generation by providing services for tourists using the homestays.

→ **Homestay initiatives can influence key behavioural changes that are essential for community development**

The experience from the HOST initiative demonstrates that key behavioural changes of the community can be triggered when linked to the economic incentives and development benefits derived from the homestay businesses. It is crucial for businesses operators and interested community members to follow the standard operating guidelines of homestay management as well as to ensure quality services for the users in order to maximise the financial gains that the homestays generate. These gains can then be used for community development efforts in areas like infrastructure, education, hygiene, waste management, and further services to cater to tourists. This then also encourages ownership over the development initiatives and thus enhances their sustainability.

→ **Continuous capacity building is essential to maintain the quality of homestay services and for the identification of the livelihood diversification opportunities within communities of origin**

Capacity building is particularly important as it helps to enhance existing

skills and identify new areas and opportunities that allow for the continued improvement of homestay services, as well as the creation of complementary income generating initiatives that build on the positive impact of the homestays. The effectiveness of capacity building in the case of the HOST initiative was reflected in the low dropout rate of the beneficiaries of the training, along with the increasing number of newcomers, including returnees, interested in opening homestay businesses due to the perceived benefits of doing so.

Recommendations

→ **Ensure monitoring and evaluation are part of the national guidelines on homestay to implement improvements for enhanced effectiveness**

To maximise the impact of the homestay services in the long-term, mechanisms and tools should be developed that allow for monitoring and evaluation in order to ensure the progressive improvement of services. In order to do this, consultations with the relevant national and local authorities, homestay entrepreneurs, and beneficiaries should be carried out to ensure changes and improvements are responsive to the perceived needs of the relevant stakeholders.

→ **Strengthen institutional coordination between national and local authorities and ensure the lessons learnt at the local level are mainstreamed into national policies**

Although national guidelines exist on homestays, support to homestays has not been mainstreamed into national policies and plans. Enhanced coordination among the relevant national government authorities (ie. the Ministry of Tourism) and the local authorities/development offices would help ensure that national policies respond to real needs at the local level. It is also important to ensure that the lessons learnt from the experiences on the local level are also fed into a revised set of homestay guidelines at national level, to enhance effectiveness and ensure the replication of good practices in other territories.

→ **Increase aggregate financial and development benefits of homestays through continuous capacity building and upgrading of the homestay services**

Given that capacity development in the communities, through skills training, has been an important factor in the success of the HOST initiative, it will be essential to enrol the community in the community skills development programmes as well as the follow up training to enhance their recently acquired skills. The role of local authorities and development partners are crucial in this regard as they can ensure that community members are included in the government run employment and self-employment programmes or in any new learning opportunities. Moreover, in view of the increasing demand for homestays, host business operators can therefore be supported to increase the homestay occupancy and thus ensure the delivery of consistent services so that the aggregate monetary benefits can be maximised. The role of homestay technical committees and management committees will be key in facilitating this process.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.

1.A – Ensure significant mobilisation of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for developing countries, in particular least developed countries, to implement programmes and policies to end poverty in all its dimensions.



8.3 – Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalisation and growth of micro-, small- and medium-sized enterprises, including through access to financial services.

8.5 – By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.

8.8 – Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

8.9 – By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products.

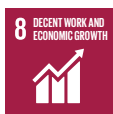


10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.



11.A – Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.

The Development of Local Welfare and Support Services for Migrants



Key Words

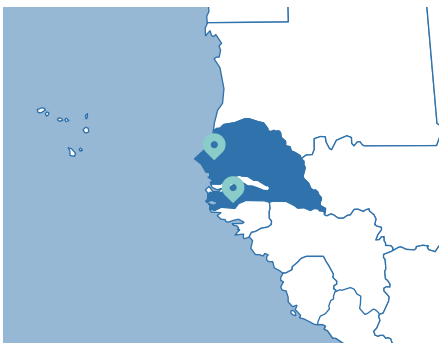
Migrant services, Multi-sectoral approach, Data collection



Location

Regions of Diourbel and Sédhiou, Senegal

Introduction



This case study focuses on the methodologies put in place by the Senegalese Regional Development Agencies (RDAs) to operationalise dedicated local services for migrants.

The need to set up this type of service arises from the fact that immigrants, returnees and those in transit are mainly active in their territories. As such, their projects (be they centred around invest-

ment, return, solidarity, etc.) and their needs are informed by the difficulties as well as by the opportunities that they encounter at the local level. The capacity of migrants to act, mobilise or integrate at the local level largely depends on trust in the local environment in which they are living, in which they are travelling, or to which they are returning. It is, however, still difficult for support mechanisms to gain contact with and the confidence of relevant migrant populations. These difficulties, as well as the difficulty at times to meet their needs, are all challenges that can influence the effectiveness of resources and support for migrants.

Nevertheless, different techniques make it possible to operationalise these efforts, such as engaging in awareness-raising campaigns, strengthening the knowledge of service providers, mobilising local support networks or entering into innovative collaborations with local authorities and associations.

Context

Senegal is a country of origin, transit and destination with most immigrants in Senegal coming from West Africa. The country is administratively divided into 14 regions and 45 departments, and the process of decentralisation was initiated in 2008. This process strengthened the role of regional and local authorities and established departmental councils. The RDAs – linked with the Ministry of Local Government, Development and Land-Use Planning – play a particularly important role in local development, as they are responsible for providing technical support to local authorities and departmental councils.

Diourbel and Sédhiou RDAs, supported by the UN Joint Migration and Development Initiative (JMDI), committed themselves to the provision of dedicated services to migrants. In line with this commitment, the RDA of Sédhiou, as part of the PAICODELS project, created the *Help Office for Migrants (HOM)*. The HOM in Sédhiou was a support structure for migrants' issues and projects, and, similarly, the JAPPANDO project enabled the RDA in Diourbel to establish a network of four service points (*Helpdesks or Desks*) to direct migrants' investments towards productive sectors in the four regions. In order to strengthen its capability to work with local authorities on migration, the RDA in Sédhiou formed a partnership with Grdr Migration, Citoyenneté et Développement (*Grdr Migration, Citizenship and Development*) – an international non-profit association with long-standing presence in Casamance, Senegal and in France – in order to take advantage of Grdr's vast experience in this field.

The implementation of these services at the regional scale arises within a context marked by growing levels of decentralisation, where municipalities and departments are increasingly encouraged to enter into partnerships with migrants and to take them into account in their local development plans. In addition, the General Directorate of Senegalese Abroad expressed interest in decentralising its support services for Senegalese abroad by using the dynamism of these RDAs to locate offices for Support, Guidance and Follow-Up for Senegalese Living Abroad (BAOS) at regional level.

THE EXPERIENCE OF THE SEDHIOU REGION

In Sédhiou, the PAICODELS project established a range of tools to improve the response to and support of migrants (by local authorities, migrants' associations and local actors). A main task of the already-existing HOM was to carry out a census of migrants (using an existing database) and to identify their needs and projects. The Sédhiou RDA PAICODELS project expanded this service base, which made it possible to develop various activities and types of support for the diaspora as well as local authorities. The HOM also worked with Grdr, which not only helped it improve its proposed support but also locate focal points in France and Spain to help cover HOM activities.

Overview of the practice

At first, the JAPPANDO project of the RDA in Diourbel encountered difficulties in making its network of Helpdesks and services for migrants known. This was mainly due to two reasons: 1) the limited numbers of visitors, which is related to the vast geographical distances between Desk locations and 2) the nature of migrant's requests, which were mainly for public funds that are difficult to access in Senegal and did not match the self-funded aim of the project.

With technical support from the JMDI, the JAPPANDO project chose to reorient its strategy in an effort to increase the use of its offices and make the services offered more relevant. It was consequently decided to strengthen the operational capacity and tasks entrusted to the service points, so that they could set up a network that reached out to more migrants and, at the same time, provide more targeted support to local authorities and associations present in the territory. To this end, while a general methodology was developed to define the role of these offices, each Desk retained its ability to adapt its strategy and target its action towards certain municipalities particularly affected by migration. This made it possible to adapt support methods to each region's particular context and associated challenges. The tasks entrusted to all Desks include:

1. **Raising the awareness of local actors to the importance of taking migration into account** – The Desks were tasked with forming a network of local authorities to promote their activities. To do this, Desk facilitators organised awareness/training sessions for local authorities on the issues and opportunities of migration governance, and on how to engage in dialogue with migrants at local level. One Focal Point with an interest in these issues was also appointed in each municipality in order to initiate regular collaboration between the RDA and local authorities. This made it possible to have people within each municipality familiar with migration issues.
2. **Gathering information on migrants in target communities was assigned to the Focal Points** – the Desks supported the Focal Points in the data-gathering process (through neighbourhood delegates, resource persons, technical services, etc.). This allowed the Desks and authorities to obtain an initial list of migrants living in these municipalities.

Based on this data, Desk facilitators offered targeted training to municipalities on the management of certain local migration and development issues, and set up specific workshops that brought migrants and municipalities together to initiate dialogue on these issues.

Refer to the JMDI Case Study **“Integrating Migration into Local Development Plans”**, Regions of Diourbel and Sédhiou, Senegal, Senegal

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Module 1: Managing the link between migration and local development

- Topic 2: Local development and migration: coordination, synergies and policies
- Topic 3: Data on migration and local policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 2: Decentralised co-operation, co-development and territorial partnerships

Module 3: Empowering migrants at the territorial level

- Topic 3: Promoting and engaging migrant organisations

THE HOM AT THE CENTRE OF SERVICES FOR SEDHIOU

Sédhiou RDA is very committed to the issues of migration and development. Every service provided by the RDA, such as organising of meetings between local authorities and migrants abroad, funding migrants' projects, supporting local governments, supporting the creation of a Migration Development Space in Sédhiou region, etc., is articulated around the HOM. This makes it possible to link up economic and governance activities, as well as territorial marketing and capacity-building, and to promote support for migrants or local authorities who are taking projects forward.



↑ The HOM of Sédhiou supports the activities of HOM Focal Points so that they can better follow up with the requests of its residents abroad

At this stage, the relationships established with local actors raised the profile of the Desks and provided information on specific services for, as well as the needs and interests of, both migrants and communities. To capitalise on the relationships of trust and the local networks now established, the Desks were then able to start their work on supporting the project creation of migrants, migrants' associations and local authorities.

The RDA facilitators' expertise – mainly derived from tools developed as part of the JAPPANDO project and by JMDI – made it possible to facilitate links between issues related to migration and local authorities' planning processes.

The support provided by RDA facilitators to local authorities has also improved territorial strategies in each municipality, enhanced awareness of the opportunities offered by migrants, assisted in the formation of new partnerships, and provided training tailored to each region's needs.

The operationalisation of the services provided by the RDA has sparked the interest of local authorities; started new practices in migration and development by municipalities; created new networks of local actors able to provide mutual support around migration and development initiatives; and brought territories' services closer to migrants' lives.

THE 5 STEPS FOR SUPPORT DESKS

- Step 1** Receiving applications and information
- Step 2** Development of the project idea, contact with relevant services and actors
- Step 3** Implementation of the work plan / strategic project document
- Step 4** Submission of files for funding, follow-up of applications, formalisation of collaborations
- Step 5** Project start-up and monitoring: the collaboration process is set up

THE JAPPANDO PROJECT'S DIFFERENT APPROACHES FOR EACH REGION OF INTERVENTION

Given the presence in the Diourbel region of many returned emigrant associations, the Diourbel Desk decided to include them in meetings with local authorities. Conversely, while the Thiès region also has many migrants, they are still very loosely organised. For this reason, the Desk chose to make them the focus of networking events in order to give them the opportunity to interact with the municipality. The Louga regional departmental council is particularly active on migration and development issues, and provides significant support for the success of the Desk in that region. In order not to be overwhelmed by requests, however, the Desk has opted to target and support just two municipalities. By way of comparison, as the Kaolack region was less familiar with these issues, its Desk focused on setting up departmental information-sharing workshops to kick-start dialogue.

Key lessons learnt

→ **Focusing on a small number of targets makes it possible to effectively operationalise the proposed services**

It matters little whether services providers are local authorities, a departmental council, a migrants' association or even migrants settled abroad. However, it is useful to start small when providing migration-related services. While targeting a limited number of municipalities particularly affected by migration may seem to limit the scope of the project, it turns out that, in the long term, this is a way of maximising its effects. It makes it possible to form a network of local partners most likely to be able to work as intermediaries and start dialogue with migrant communities and/or local authorities. The results achieved on the local level are then communicated via word of mouth, making the services known and facilitating the potential opportunity of upscaling.

→ **Flexibility of services offered makes it possible to adapt to local needs**

The services offered must achieve a balance between the mandate and commitment that the service-providing body wishes to take and local realities, being the specific needs and expectations of migrants. The methodology used must rest upon a flexible approach and a prior assessment of the context in which the project is to be undertaken. It should also position itself in relation to the expectations of local authorities, in order to be able to make a more effective link between the expectations of migrants and the institutions present in the territory.

→ **A local presence and the mobilisation of a decentralised network are imperative for the success of the Desk activities**

When RDA activities are too centralised, it hinders the successful execution of the Desks' activities because then only the migrants in the municipality where the RDA is located are likely to participate in its activities. Thus, intensified awareness campaigns among the most remote municipalities and the appointment of a Focal Point in each of them (tasked with data collection) are effective ways to build the autonomy of local authorities and extend the coverage of the Desks. This option is also less expensive than the establishment of community contact points. While the establishment of a network of decentralised contacts is very helpful for the operationalisation

of services, it is still necessary to set an operating budget to allow the Desk facilitator to regularly visit target communities in order to both train Focal Points and strengthen cooperation with local actors.

→ **Networking enables service points to be more effective**

A migrants' service point cannot claim to have the answers to every request that migrants make, and does not have capability to deliver every type of service. The most effective migrant resource centres have developed active, flexible partnerships with technical or civil society entities that either help to meet certain demands or work collaboratively to reach out to migrants. This, for example, is what Grdr did when it shared its methodologies for supporting communities with migration issues, and helped the HOMs establish themselves abroad with the support of its network and methodologies.



↑ The JAPPANDO project started in the Diourbel region and later extended to 3 other regions, which each experimented with different support techniques before harmonising practices between offices

Recommendations

→ **Share experiences and strategies**

While it is important to allow Desks' facilitators to adjust their mobilisation strategies to suit the realities within the territory they are operating in, in the long term, it is desirable for the strategy of each region to be harmonised. This would allow for the possibility of comparing outcomes from one region to another, working together on mobilisation strategies, and developing training modules shared by various Desks. The final challenge is to establish a clear methodology to promote these services to different partners and to extend the scope of actions undertaken by the Desks.

→ **Avoid duplication and enhance synergies**

While increasing the number of institutions engaged in issues of migration allows the possibility of better covering migrant needs, this trend is not without the risk of duplication and a lack of clarity. Therefore, a comprehensive, multi-stakeholder approach should be adopted, in order to initiate dialogue between actors (public and private) and clarify or even merge different services.

→ **Integrate these services within the activities of the RDAs and maintain an independent budget**

The issue for RDAs is that of ensuring the sustainability of services to migrants and communities by incorporating them into their activities (help for local planning, project management, monitoring and evaluation, etc.). To help guarantee a degree of operational independence and, consequently, the sustainability of projects, the sources of funding should be diversified.

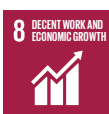
→ **Access to funding for migrants remains the main challenge**

Although the services offered by the Desks help many projects and initiatives take place, public funding for migrants remains limited and migrants' access to banking services is an ongoing challenge. Desks need to double their efforts to form links between these services and the banking sector, in order to facilitate migrants' access to funding mechanisms.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



8.2 – Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors.

8.8 – Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment

8.10 – Strengthen the capacity of domestic financial institutions to encourage and expand access to banking, insurance and financial services for all.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Migrant Reception and Orientation Offices



Key Words

Migrant services,
Capacity building,
Social inclusion



Location

Municipality of Taliouine,
Souss-Massa Region, Morocco

Introduction



This case study focuses on the experience of the Souss-Massa region in Morocco in regards to the local-level establishment and operation of Migrants' Reception and Orientation Offices (BAOMs according to the acronym in French). These offices, set up for returned Moroccan migrants, have the goal of facilitating the management of migration at local level in order to reduce its negative impacts while stimulating the positive effects of migration.

Established in 11 municipalities, BAOMs are a municipal service responsible for supporting Moroccans who have returned to their home territories, with the aim of informing and supporting them through administrative procedures related to their social rights acquired during their stays abroad, which are often complex and difficult to access. They also aim to support and direct the possible investments of returnees towards productive sectors, in order to enhance territorial development.

The local establishment of these offices helps increase their effectiveness because the local actors responsible for their operation have a more detailed understanding of migrants' needs, given their knowledge of the specific context of their territory and their general experience in providing social services. The integration of BAOM services into the web of municipal services also fosters the coordination of their

operation with national and regional guidelines on development and migration, ensuring coherence between the different levels of government and the mainstreaming of migration into local policies.

Context

Morocco – a country of the Maghreb and considered a gateway to Europe – has three levels of migration. It is a country of origin and transit and, recently, it has become recognised as a country of destination and/or return for Moroccans living abroad. Morocco has a large diaspora, especially in Europe. Estimated to be almost 4 million (out of a total population of 33 million),¹ this Moroccan diaspora maintains strong connections with its home country, particularly through remittances. Part of this diaspora comes from the region of Souss-Massa which, along with the region of Drâa-Tafilalet, is considered as one of the historic centres of emigration to France and to Belgium.

Managing migration is a particularly important issue for Souss-Massa, as its diaspora provide considerable contributions to the local economy through remittances, and the reintegration of returned Moroccan emigrants poses the possibility for investment. Thus, it is apparent that issues related to migration can be turned into development opportunities.

Communities now have more resources to turn related challenges into opportunities. Since September 2015, the “Advanced Regionalisation” reform has come into force and is currently on-going. This territorial reform is intended to adapt to the specific nature of Moroccan and cultural institutions, to strengthen public participation and, especially, to give regions and local authorities a real role in economic development. This expansion of municipalities’ powers has resulted in their new territorial responsibilities in municipal development plans (PCDs).



↑ Landscape of the Souss-Massa region

¹ Fondation Hassan II pour les Marocains Résidant à l'Étranger and IOM, *Marocains de l'Extérieur – 2013* (2014). Available from <http://www.fh2mre.ma/telechargement/PDF/marocains-de-l'exterieur-2013.pdf>

Taking advantage of this favourable context, the “Migration, Territories and Development” project (MTD) supported by the UN Joint Migration and Development Initiative (JMDI) focuses on the integration of migrants in the development and implementation of local development policies. It is a joint project with IOM and the association Migration & Développement (M&D).² Founded in Marseille, France in 1986 by Moroccan migrants settled in France, it facilitates the actions of the Moroccan diaspora to enhance the development in their home territories.

In 2012, an analysis conducted by Migration & Développement in the territory of Taliouine highlighted the fact that migrants, and especially returnee Moroccans, had no local interlocutors in the field of social support. To address this need, the MTD project supported the creation and implementation of BAOMs to offer services to returnee Moroccans and to support their investments.

The creation of the BAOMs as a municipal service was part of a participative and collaborative project conducted in partnership with 11 municipalities, one Provincial Council and one Regional Council. The municipalities were important actors involved in this project from the outset. Indeed, by making them a formal part of the organisational structures of the BAOMs, they helped integrate their services, gave them full legitimacy, and provided the necessary conditions for their operation.



↑ Hicham Bassim, who is in charge of the BAOM of Taliouine, in his office at the town hall

Overview of the practice

The BAOM is a municipal service located in the heart of the municipality for migrants who have returned to Morocco, with an additional focus on their families and the diaspora from the region. These offices have three main functions: to receive and provide information to migrants so that they may access their social rights that they have acquired abroad; to refer migrants to relevant national and regional services; and to encourage and support productive and sustainable investment that is in line with community needs.

(a) The process of creating and operationalising the BAOMs:

Following the territorial analysis that pointed out the lack of social support for returnee Moroccans, a pilot BAOM was opened in 2012 in the offices of the M&D association in the municipality of Taliouine. A process to raise awareness and mobilise municipalities in the Souss-Massa region was then undertaken by the association with 10 other municipalities to promote the initiative and disseminate experiences. This awareness-raising was the first step towards the institutionalisation of the BAOMs.

² For detailed information on the association Migrations & Développement, see: <http://www.migdev.org/>

Once the municipalities were mobilised, it was necessary to put a legal and institutional framework in place for the establishment of BAOMs. This was facilitated due to their inclusion in the formal organisational structure of the 11 municipalities as a neighbourhood service by the Municipal Councils and guaranteed their sustainability. This institutionalisation was furthered through the integration of their services in the municipal development plans (PCDs). Municipalities were then able to organise and adapt their BAOMs so that they



↑ Brahim Ait Kassi, who is in charge of the BAOM in the rural commune of Ouisselsate, with a beneficiary

were more in line with the particular nature of each locality, their human and material resources, and the degree of ownership by municipal services and local actors.

(b) Sustainably equipping officers responsible for leading BAOMs:

Municipalities were then supported in the appointment of BAOM managers. These individuals were identified among managers in the different municipalities, using the criteria of skills, motivation and knowledge of the territory and of the municipality's operation.

The officers selected were then given specific training on migration, the social rights of returnee Moroccans, migrants' rights in general and the international conventions on migration. To this end, "My JMDI Toolbox" was used during a course on the link between migration and local development that brought together locally elected officials and BAOM managers. This continuous training was enhanced by the personalised support provided by the association to the municipalities. This capacity building strategy, coupled with the JMDI coordination strategy, made it possible to precisely identify what tools and support were needed to address the challenges identified, and also created a sense of community among BAOM staff.

Meanwhile, the BAOMs were supplied with computer equipment (computers, scanners and printers) to facilitate administrative and case work. To ensure that the cases handled were followed up on, the 11 offices were equipped with a tool to collect data on the migrants assisted, in the form of an Excel file. Each BAOM was then encouraged to conduct a census of the returned migrants in their respective territories.

(c) Tailored support:

After this preparatory phase, the BAOMs were opened and became operational in August 2015. They became a working structure to meet the expectations and needs of returnee Moroccans and the municipalities' development imperatives. They provided the following services:

1 Support for returnee Moroccans with their administrative and social rights procedures, particularly in regards to the social rights they acquired during their stays abroad

BAOM managers were present in the offices to inform migrants of their rights, to assess their situations, identify possible steps, and then help them move forward. BAOM managers were also the link between this local migrant population and the relevant institutions to support them with their

specific needs. Depending on requests made, BAOM managers made contact with the services in question to ensure there was a flow of information between both the individuals and the relevant institutions or organisations. In addition, the managers closely followed up with the development of the returnees situations in order to redirect them or provide further support if necessary. This follow up was facilitated by opening up an individual file for each person. To identify the different organisations to contact, a resource guide produced by M&D as part of the project was used as a reference document on the rights of returned migrants and the institutions responsible for these issues. 730 cases were handled in this way during the MTD project. Thus, the creation of this local service has supported the lives of many returnees and their family members in the territory by enhancing their access to and knowledge of their social rights.

2 **Orient migrants towards relevant regional and national services**

BAOMs also fulfilled a liaison role between regional and national services and returnee Moroccans living in the territory. This was of importance because migrants are often somewhat out of touch with the services offered by other levels of the territorial government that could be of benefit to them and have little knowledge of national procedures. For instance, BAOMs can support them in carrying out administrative procedures, especially with the regional office of the National Social Security Fund, which provides social protection services. By directing returnee Moroccans to regional and national authorities and institutions, BAOMs are contributing by improving the access to and provision of services provided to migrant populations.

3 **Information and guidance on investment possibilities and local development**

BAOMs are an interface between municipalities and returnee Moroccans for offers of and requests for investment. In this way, they support local development actions initiated by returnee Moroccans that are in line with community needs. For example, if a returnee were to want to make a productive investment, the BAOM would put them in contact with Regional Investment Councils. BAOMs have also supported beneficiaries through the creation of an association to assist with the education of children. However, as the demand for support in accessing their social rights is very high, this aspect of BAOM activities is less developed.

4 **The production of knowledge on the migration profiles of the municipality, the specific needs of returnee Moroccans and their potential impact on development**

BAOMs have been provided with tools to collect data on the migrants assisted and have been encouraged to carry out a census on migrants in their territories in order to identify migration-related, local dynamics. BAOMs, therefore, are intended to serve as sites of knowledge production and offer information on migrant populations, especially on returnees. This knowledge would thus enable territorial authorities to have a more detailed understanding of migration trends and the issues that migrants face. The capacities of local authorities to address migration issues in their development strategies is strengthened when they have accurate information on migrants' concerns, and this also helps them more effectively mainstream migration in their local development plans.

Refer to the JMDI Case Study “**Ensuring the Provision of Services through Migrant Resource Centres**”, Bicol and Calabarzon Provinces, Philippines

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Module 1: Managing the link between migration and local development

- Topic 2: Local development and migration: coordination, synergies and policies
- Topic 3: Data on migration and local policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 1: M&D partnerships: forms and frameworks, from the global to the local level

Module 3: Empowering migrants at the territorial level

- Topic 2: Decentralised co-operation, co-development and territorial partnerships

Since BAOMs are an interface between returnee Moroccans and their territories of origin, they promote an enhanced understanding of migrants’ realities and challenges at local level. BAOMs offer direct assistance to returnee migrants and reinforce the contribution of migration for local development.

As such, the creation of this local service has supported the well-being of many returnee migrants and their dependants in the territory,³ while strengthening their social rights. The personalised handling of cases made it possible to solve many problems relating to their need to access the rights that they acquired during their stays abroad.

As a municipal service, BAOMs have also contributed to improving relationships between local authorities and the returnee population. As a result, municipalities are now perceived by returnees as a relevant actors that can help them with their administrative procedures or investments. This improved relationship strengthens the confidence that migrant populations have in territorial authorities.

BAOMs can be used to stimulate local development, as they harness the role of returnee Moroccans and Moroccans living abroad as potential agents of development.⁴ At the same time, BAOMs raise the visibility of the municipalities to the population (migrant or not). The existence of BAOMs helps returnees feel that they have a stake in society, raising their capacity to act and contribute via their local development projects. Indeed, it has been noted that the special attention given by institutions towards returnee Moroccans strengthened their feeling of integration into society, and this consequently boosted their investments in their home regions (beyond family investments). In addition, the link with the diaspora was strengthened, as well as the link with relevant national departments⁵ and foreign retirement pension services.

³ For a related story from the field (in French), see: <http://www.migration4development.org>

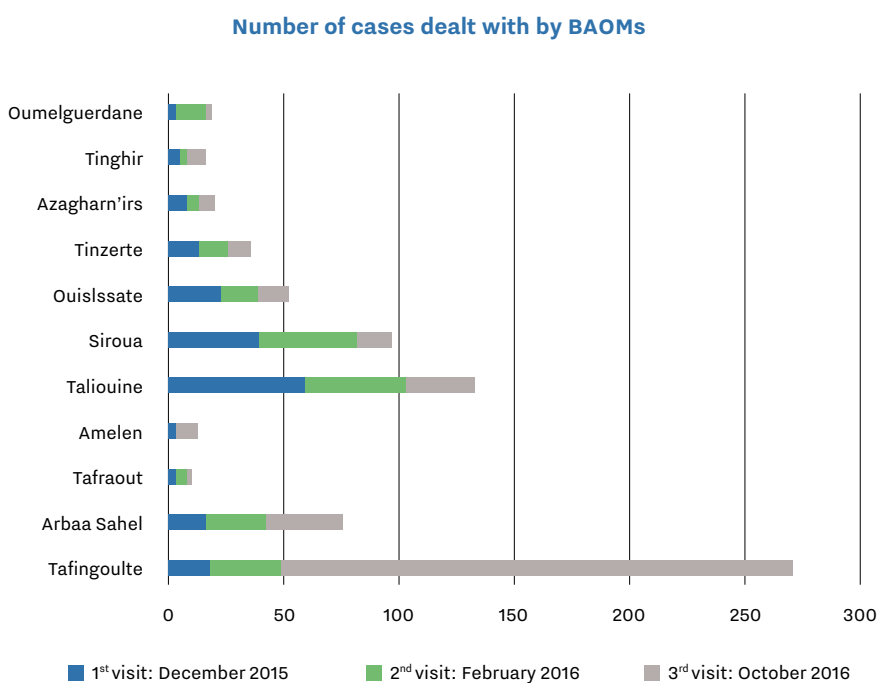
⁴ Ibid.

⁵ National Social Security Fund, Post Office, etc.

It should also be mentioned that returnee Moroccans are not the only ones to benefit from this service. Like many local services, BAOMs are excellent sources for knowledge production. They enable territorial authorities to have a more detailed knowledge of migration patterns in their territories, which can inform and guide their strategic planning.

BAOMs should be replicated in other territories – whether they be in Morocco or elsewhere – because of their apparent potential and influence. As a municipal service, this good practice can be easily adopted. However, like all local services, each office needs to adapt and specialise in a manner that reflects its territory’s migration profile and development goals. To reflect this need, the M&D association created an evaluation document on the establishment of BAOMs in Souss-Massa.⁶

Moreover, the sustainability of this good practice is partially guaranteed by its institutionalisation within the organisational structure of the municipality and thus its lifespan is not dependent on the project. In addition, the inclusion of BAOMs in municipal development plans permits them to receive the resources necessary for their financial sustainability and be an active part of the local planning process.



↑ Statistics and images taken from the final report on the MTD Project, prepared by “Migration et Développement”

⁶ Migrations & Développement, *Les Bureaux d'accueil et d'orientation des migrants : BAOM* (2016). Available from <http://www.migdev.org/projets/ouverture-des-bureaux-daccueil-et-dorientation-des-migrants-baom/>



↑ Hicham Bassim, who is in charge of the BAOM of Taliouine, with Mohammed and Omar, returnees who decided to invest in the local community

Key lessons learnt

- **Special attention must be paid to the leadership of BAOMs**
BAOM managers are municipal officials appointed by Municipal Councils. This new role is in addition to the professional work of the official appointed. As a result, this could cause problems relating to the availability of officials, who could feel over-worked, and could significantly limit the potential of BAOMs if not led in a dynamic and strategic manner.
- **The collection and management of data is a challenge for administrations, coordination and capacity building**
The data collection tool was not fully completed by BAOM staff, and the census of migrants was not carried out in the same way in each office. This incompleteness and lack of coordination arose from the poor conviction of BAOM managers, the complexity of the tool, and a lack of expertise in analysing local data. The absence of a common data collection system to standardise data collection ultimately made the collection, analysis and dissemination of information less efficient. Thus, the BAOMs have sought the support of Ibn Zohr University, Agadir to better produce and collect relevant data.
- **The commitment of elected officials fosters the establishment of dynamic partnerships**
During each JMDI coordination activity in Morocco, it was noted that there is a strong commitment of the territorial authorities (i.e. elected representatives and BAOM managers). This is because territorial authorities – especially in rural areas – are actively seeking ideas to develop their territories, and are very conscious of the fact that emigrant contributions greatly support their territories, especially in the new context of territorial reform. It is certain that the commitment of these actors and the quality of their partnerships are key for the successful creation, operationalisation and sustainability of BAOMs.
- **Institutionalising BAOMs ensures their sustainability**
In rural areas suffering from lack of access to basic social services (i.e. education and health) and infrastructure, the municipalities – including local offices of the Ministry of the Interior and the Royal Gendarmerie – are often

the only representatives of public authorities. Thus, historically, the municipalities have long played a role between the population in their territories and the regional and central administration. BAOMs help institutionalise this practice. In addition, the institutionalisation of this practice helps professionalise municipal officers and standardise the approach; thus strengthening its reach and efforts to raise awareness on public policy.

→ **Municipalities are critical actors to engage with for enhanced local economic development**

Although municipalities have committed less to the “investment” component of BAOMs, this is because support for returned migrants has not traditionally been a true practice of rural municipalities. This lack of support is due to macroeconomic reasons and the fact that these local actors did not have the necessary tools to stimulate, facilitate, or maximise such investment. However, a local planning exercise was initiated by the Municipal Charter of 2008 for Municipal Development, and, as part of the mid-term review of its Municipal Development Plan, the municipality of Taliouine decided to develop a recreation centre to attract second and third generation Moroccans living abroad. This plan was a strategic way to reinforce the link between the diaspora and its territory and demonstrates the crucial role of local actors.

Recommendations

→ **Associate different institutional levels with BAOMs**

The JMDI MTD project laid the foundations for the creation of a network of territorial services that now needs to be institutionalised by integrating it effectively and operationally within the different levels of territorial governance (Provincial Council, Regional Council of Souss-Massa, etc.). This transition to a broader territorial scale will de-compartmentalise support, data collection and management practices, which will help standardise this public policy, develop an integrated approach to this issue and, ultimately, improve the quality of support to migrants.

→ **Provide BAOMs with harmonised data collection and management tools**

To best optimise the role of the municipality as a collector of migration data, it must be ensured that the tool for data collection is easy to use by BAOM staff, and that they have received training on the tool before it is used. The standardisation of the practice should also lead to more harmonised collection methods so that the knowledge produced is used effectively by local decision-makers when developing public policies. The analysis and dissemination of this information should then be supported by an organisation, ideally within the sector of academia.

→ **Broaden the BAOMs’ target audience**

BAOMs should have the capacity to accommodate other categories of migrants in the Souss-Massa region. More specifically, this could be done by broadening their target population. Secondly, as the premier agricultural, produce-exporting region of Morocco (the plains of Souss and Shtouka Ait Baha), the region attracts a population of internal migrants – many being women – as well as a population of sub-Saharan migrants, who are mostly transiting through the area. These populations are very vulnerable, and their vulnerabilities could be minimised if the BAOMs supported their access to health and social services.

→ **Intensify political work to raise the awareness of other actors on the usefulness of BAOMs**

Partnerships and synergies at territorial level could be furthered strengthened if the BAOM network were to fully participate in the work of the regional multi-stakeholder migration and development team. This enhanced engagement would promote inter-institutional dialogue, including with the central level, and is essential for improving the coherence and impact of public policies on migration, development and reintegration.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



8.2 – Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors.

8.8 – Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

Financial Literacy Training as a Key Factor in Harnessing the Development Potential of Remittances



Key Words

Rural development,
Remittances, Financial planning,
Needs assessment



Location

Kailali and
Surkhet Districts,
Nepal

Introduction



This case study focuses on the importance of providing financial literacy training when carrying out efforts to harness the development potential of remittances. Indeed, while the provision of financial products and mechanisms to facilitate the economic inclusion of families receiving remittances is essential, when accompanied with financial literacy training it can boost productivity and even enhance the development

impact for the community overall. This is particularly important in territories and countries with high emigration rates and a dependency on remittances. Yet the absence of proper financial planning as well as access to formal financial services can mean that the costs associated with migration are often too high due to exorbitant interest on loans taken to facilitate migration which often results in debt bondage. Access to formal financial institutions is also important since it increases the safety of household financial transactions and reduces exposure to possible theft, accidental loss, or forced bribery when carrying money across the border. This, in turn, can perpetuate a vicious cycle of migration and labour bondage. Local and regional authorities have a leading role to play in both providing financial tools as well as promoting financial literacy for the best usage of these tools. Indeed, they are best placed to do so given their proximity to their constituencies and their

in-depth knowledge of the needs of the community. Moreover, they have a pivotal role in ensuring micro-finance companies and other financial service providers offer fair services that benefit the entire community. They are also best placed to link up migrants' families to public services aimed at supporting entrepreneurship and strategic investment that is in line with local and national development priorities.



↑ Community meeting of the women's group (spouses and family members of migrants to India) in the Kailali District

Context

Nepal has emerged politically as a federal parliamentary republic working toward building inclusive and democratic institutions, following a decade-long conflict and civil unrest from 1996 to 2006. In the wake of political growth, Nepal has achieved remarkable progress in poverty reduction, from 53 per cent of people living on less than \$1.25 in 2003/04 to 25 per cent in 2010/11. This improvement is due to the increase in the number of migrants leaving Nepal and their remittances. The year 2000/2001 clearly marks the beginning of the spectacular increase of remittances sent to Nepal. This increase coincides with the ever-growing number of Nepali workers leaving the country to foreign destinations largely facilitated by the provisions made in those years that allowed the district authorities to issue passports and other travel documents to aspiring Nepalese migrants. Today online Machine-readable passport (MRP) applications are possible and the Department of Passport has 50 missions present in Nepal's 75 districts. Remittances in 2015 represented 29.2 per cent of Nepal's gross domestic product (GDP).

Nepal, however, remains one of the least developed countries with per capita income of \$730 and a GDP of \$19.7 billion. Income inequality and poverty levels vary across Nepal's three ecological belts (mountains, hills, and Terai plains), its five geographic regions (Far Western, Mid-Western, Western, Central, Eastern), and between urban and rural areas. The Far Western region suffers from the highest rates of poverty in Nepal at 45.6 per cent in comparison to about 32 per cent in the Western region and rates in low-twenties in the Mid-Western, Central, and Eastern regions. Per data from the Central Bureau of Statistics (CBS), 83 per cent of people lived in rural areas in 2006.

In addition, there has been a general and gradual movement of people from villages and rural areas to urban areas both within and across borders. Thus, a major feature of rural livelihoods in the Kailali district of the Far Western development region and the Surkhet district of Mid-Western development region where the JMDI has been working, is seasonal migration to India. India has remained a major destination for very poor Nepali households for a long time because of increased employment opportunities, low cost of travel, and an open border. The cross-border migration is mostly seasonal in nature. A survey conducted during the beginning of the project by Oxfam found out that over 78 per cent of the migrant workers in India from this target district are unskilled and involved in the informal sector, mostly as unskilled wage labourers and watchmen. Also, due to lack of financial education, awareness and low presence of financial institutions in the rural areas of the targeted districts there were widespread issues in transferring money. The same survey by Oxfam revealed that only 12 per cent of migrant households were using formal banking channels for remitting, exposing the migrant workers to risks such as theft and robbery while carrying money back home.

Thus, the Central Bank of Nepal is in the process of developing the National Strategy on Financial Literacy¹ with the aim of promoting financial inclusion for over 60 per cent of the population without access to banking or financial services (both migrants and non-migrants in Nepal). This innovative undertaking is in line with the planned financial literacy strategy of the Government of Nepal and is supported at the local level by the project led by the UN Joint Migration and Development Initiative (JMDI) entitled “Safer Remittances for Improved Livelihoods”. The project supports seasonal migrants and their families by providing them with relevant skills, financial literacy and entrepreneurship development training in order to enhance their ability to generate income, manage that income and use it to plan ahead for their further development.

Overview of the practice

To sensitise families of seasonal migrants that migrate to India on the importance of financial management and financial products (such as remittance cards, savings, investments, loans etc.), Participatory Learning Centres (PLCs) in the Kailali and Surkhet districts were established. These centres aim to increase usage of the formal financial sector and financial institutions and provide migrants and their families with training and support to enhance their financial literacy. Oxfam, jointly with local civil society partners and local authorities, supported the formation of the PLCs. In total 41 PLCs were formed and each PLC has around 30 members (with 1,240 members in total). The PLCs, under the overall leadership of a trained social mobiliser, were responsible for coordinating the activities carried out at the PLCs, held in the community centres. These activities include the provision of financial literacy, skills training and entrepreneurship development to promote the sustainable financial inclusion the families in question and to increase the awareness of

¹ A national strategy for Financial Literacy was formulated by the Central Bank of Nepal and implemented for the expansion of financial access to the general public and for the effective use of financial instruments. Monetary Policy 2015/16 states that rural branches of BFIs were encouraged to undertake tasks of promoting financial literacy and awareness and utmost priority will be given to address the low level of financial inclusion, limited access to financial services, and low level of financial literacy among the general public in remote rural and high poverty areas. National financial literacy policy was formulated to promote the use of financial services, protect the right of financial customers and widen the financial inclusion. In addition, necessary coordination was made with GoN and other stakeholders to gradually include the content of financial literacy in informal education, vocational training and school level curriculum.

migrants and households on migrant specific financial products being offered by financial institutions in the targeted districts.



↑ Women spouses of seasonal migrant workers attending the financial classes at the Participatory Learning Centre

With a view to designing the curriculum on financial literacy relevant to the context, a needs assessment was carried out both among the migrants (who have come back on holidays) and their families to assess the literacy level, financial knowledge, language and age variables of the target beneficiaries identified to receive this support. The needs assessment was led by a financial expert through interviews and a series of interactions and rapport-building sessions with the targeted beneficiaries. Based on the results of this, the financial experts designed the contents of the financial literacy training curriculum. In order to identify appropriate trainers to impart the financial literacy training, the financial expert assessed various trainers' understanding and capacities to deliver the training. The trainers eventually identified were from financial institutions, cooperatives and the facilitators of the PLC which also brought an added value given that they already interact closely with the communities and have extremely pertinent experience in the field.

In order to enhance the capacities of the chosen trainers, a training of trainers (ToT) was implemented by the financial expert for the staff of the local financial cooperatives, money transfer companies and facilitators of the PLCs. This focused on the ways to effectively impart the financial literacy training through a participatory and dynamic approach.

The spouses of migrant workers and the migrants in Kailali districts, who are members of PLCs, then received the training via weekly sessions on financial literacy through the trainers. One topic per week was covered considering the availability of the spouse of the migrant worker as well as experience from past training that suggests that financial literacy training spread over a longer period of time and which are linked to real life situations are more effective. The topics in the weekly trainings included saving, credit, investment, insurance, remittances, household budget, financial service providers, financial products, financial goal setting, and enterprise set up and risk management. Furthermore, role plays, documentary screening, interactions with the relevant financial institutions and financial cooperatives

were organised to effectively impart the training as it presented real life scenarios and practical solutions to various financial problems. A workbook (containing saving plan and household budgeting templates) based on the financial literacy trainer kit developed by IOM was used for practical exercises were also disseminated among the participants, to promote financial planning behaviour. The workbook contained monthly household budget sheets that supported the trainees to better plan and manage their monthly income and expenditures. Although PLCs primarily engaged and provided the financial literacy training to the spouses of migrant workers, the training facilitators encouraged the participation of other members of the family, usually their children and migrants themselves when available.

To complement the training received by the beneficiaries, information, education and communication materials were created by the local civil society partners in coordination with the financial cooperatives and money transfer companies. The involvement of the private sector was crucial to develop these materials which contain simple and step by step information on safe money transfer including on various services and products of the financial institutions (such as credit, saving, investments, insurances). This was carried out free of cost since the materials also serve to promote the services being provided. The materials were disseminated through the PLCs and among the departing migrants at the border points.

Furthermore, and in addition to the financial literacy training and support being provided, a Memorandum of Understanding (MoU) between the local civil society partner and the financial institutions and cooperatives² was established in order to expand access to new financial services among the migrant's families in project districts with low presence of financial service providers. Under this MoU, the partnering financial institutions designed the products based on the needs assessment carried out by financial expert previously. For instance, with regards to remittance transfer products, the analysis showed that migrants and their families prioritised door to door services, the safety of the money and confidentiality as key attributes for the product to be designed. As a result, a bundle of products was designed for the migrants' households. For example, Foreign Employment Preparation Loans and a Foreign Employment Loans were made available. The former aims

Refer to the JMDI Case Study "**Harnessing the Local Rural Development Potential of Migration**", Kaski and Tanahun Districts, Nepal

Or refer to the '**My JMDI Toolbox**' on Migration and Local Development

Module 3: Empowering migrants at the territorial level

- Topic 1: Strengthening migrants' agency as protagonists in local development

Module 4: Creating jobs and economic opportunities through migration at local level

- Topic 1: The nexus between labour migration and local economic development (LED) Topic
- Topic 4: Remittances and migrant investments for local economic development?

FOR MORE INFORMATION

2 "A financial cooperative is a financial institution that is owned and operated by its members. The goal of the financial cooperative is to act on behalf of the unified group as a traditional banking service" as per www.investopedia.com/terms/f/financial_cooperative.asp



↑ A spouse of a seasonal migrant worker in India started a poultry farming business following the entrepreneurship and skills development training from the SRIL project in Kailali

to support soon-to-be migrants to pay for preparations such as applying for a passport; acquiring government approval to work abroad and covering the cost of training from government appointed agencies. Likewise, the Foreign Employment Loan aims to cover costs directly related to the migratory journey such as paying for airline tickets, mandatory insurance and recruitment agency costs. The pay-back period of these loans run from a minimum of one year to a maximum of three years depending on the foreign employment contract of the migrant.

Key lessons learnt

→ **Financial literacy is an essential aspect for the successful promotion and usage of financial tools and products for harnessing the development impact of remittances**

Financial literacy training ensures that migrants and their families are aware of the importance of financial management and can better manage their finances for enhanced livelihoods. Moreover, this support also ensures that they are familiar with the financial tools being provided, able to use them and, most importantly, willing to and see the added value of doing so.

→ **Needs assessments are necessary to design effective financial literacy training and financial products and must also involve migrants and their families both in the origin and destination territories**

Given that migrants in different destination countries and territories have different financial needs and aspirations, the effectiveness of the financial literacy trainings can be enhanced if they are tailored to these. For instance, among migrants to India, migrants and their families were more interested in ensuring safe remittance transfer. Moreover, such needs assessments are also essential for the design of effective and tailored financial products for migrants. These needs assessments also provide a platform upon which dissemination and outreach can take place in order to inform migrants and their family members on the available financial services and financial products (loans, savings, investments, insurance products) as per their emerging needs. Moreover, by engaging with migrants and their families in this way, it increases the relevancy of and their interest in the financial literacy training. This is reflected in the active and regular participation of the PLC members and their families in the weekly financial literacy classes as well as the fact that participants gradually increased their engagement with the formal financial institutions utilising their various services and products.

- **Financial literacy should target both migrants and their families**
The experience of the financial literacy programmes facilitated by the PLCs suggests that the effectiveness of the programmes to promote economic inclusion will be limited if it only is provided to the families of migrants. This is since financial literacy is crucial for both migrants and families to collectively discuss, set and achieve common financial goals. Undertaking this jointly also allows for household financial planning to be more effective and promotes a more productive and effective usage of remittances or financial resources. Furthermore, children's participation in the training also helps often illiterate parents with simple calculations relating to saving plans and budgeting.
- **Financial literacy training should be interactive, based on real life examples and foster experience sharing among the participants**
Given that financial literacy deals with the day to day workings of financial management, ensuring a participatory and interactive process based on real life examples can help effectively address the challenges that migrants and households face. This can be enhanced further with the use of a financial literacy workbook which looks at specific examples and templates for budgeting, saving plans, business plans etc. Interactive and example based training with a focus on sharing experience and ideas also ensures enhanced participation and the space to foster discussion and feedback that can be collated and fed into the design and implementation of policies and programmes on financial literacy.
- **Participation of the senior family members or household heads in financial literacy training is crucial**
This is particularly relevant in context of the patriarchal societies where women unfortunately still have less decision-making power with regards to the resources that they are able to access or received from their migrant spouse. For example, although some female spouses attended the training sessions, the lack of participation of their in-laws (mother-in law or father in law, who is the household head) in the financial literacy training posed constraints in their decision-making process on the use of financial resources.

Recommendations

- **Ensure regular coordination and knowledge sharing among the stakeholders working on financial literacy at the local level to feed into the national strategy on financial literacy**
To enhance the overall impact of financial literacy efforts and to promote the financial inclusion of migrants and unbanked households, coordination mechanism of stakeholders working on financial literacy in any one territory should be formed to exchange knowledge and identify good practices. This can then feed into enhancing locally-led financial literacy programmes as well as feed into to enhancing the national policy making process of the GoN on financial literacy. The latter could support in the provision of directives to banks and financial institutions on conducting financial literacy training with a view to institutionalise this across the country and with a special focus on marginalised and vulnerable communities, including migrants.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



8.8 – Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

8.10 – Strengthen the capacity of domestic financial institutions to encourage and expand access to banking, insurance and financial services for all.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

10.C – By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent.

Engaging diaspora for development

“A well-educated and well-connected global diaspora gathers talented people from whom countries can receive remittances, know-how and contacts – and perhaps migrants who will return home. Ultimately, transnational communities and development actors are human resources with more possibilities and economic capital to serve both countries of origin and destination. These are, of course, only some of the ways in which diasporas contribute to development.”

William Lacy Swing, Director General, International Organisation for Migration



Supporting Youth-led Entrepreneurship with the Help of Diaspora



Key Words

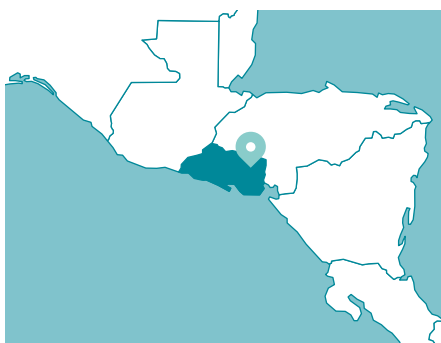
Diaspora, Business development,
Multi-stakeholder approach,
Economic inclusion



Location

Department of Morazán,
El Salvador

Introduction



This case study explores the construction of positive alternatives to irregular migration through the promotion of local development that is focused on the creation of productive businesses led by young people and supported by local actors and the diaspora. The creation of enterprises or the launch of entrepreneurial initiatives is known to be difficult, especially for those living in poverty and vulnerable to crime. Since

they have few opportunities for economic growth and restricted access to financial and technical capital, they often do not have the resources, tools or knowledge needed to develop profitable, secure enterprises that are sustainable over time. For this reason and to ensure the success of such endeavours, there is a need for technical and business support and the provision of capacity building in proper production techniques.

The diaspora can and do play a key role in providing such support. Typically, migration follows a local to local pattern, whereby migrants tend to migrate from one territory and settle in the same territory in the destination countries. Through their associations, and due to a mistrust of national authorities, members of the diaspora often prefer to launch development initiatives or provide support to businesses in

their communities of origin, where the results of their efforts are more visible and where their families and friends can directly benefit. In addition, members of the diaspora can provide human and financial resources and help establish transnational business relationships. This support helps facilitate the growth of the supported enterprises.

Since entrepreneurial initiatives are normally developed in the community and at local level – where the diaspora also interacts – the role of local authorities is crucial. Local authorities are best placed to encourage and support the development of partnerships between the diaspora and entrepreneurs in order to maximise the development potential of migration. Additionally, local authorities lend legitimacy to the actions of the diaspora when it recognises and supports them. This strengthens their actions and increases their confidence and commitment to act.

Context

In El Salvador, the employment of young people is precarious, and – due to the small number of development opportunities in the country and high levels of unemployment and poverty – many people are unable to obtain decent and/or formal work. This is particularly apparent in the department of Morazán. Due to poverty, insecurity, and a lack of work or self-employment opportunities, many young people emigrate. Morazán, like many other departments in El Salvador, has become an exporter of youth labour. According to “Hope travels without a visa: young people and undocumented migration in El Salvador” – a research project undertaken by the UN Population Fund (UNFPA), the Ministry of Foreign Affairs (RREE) and the José Simeón Cañas University (UCA) – it is estimated that every year 145,000 people migrate irregularly and 63 per cent are young at 25 years old or younger.

This has consequently led to a high number of families with family members living abroad and who depend on remittances, which has a negative impact on local economic development due to increased inequality and a distortion of the local market, among others. According to the Central Reserve Bank of El Salvador, the amount of remittances received in 2015 was equivalent to 16 per cent of the gross domestic product (GDP). In addition, it is estimated that one third of the total population of El Salvador lived abroad in 2015.



↑ Young participant of the project planting crops

It is within this context that the Local Economic Development Association of Morazán (ADEL Morazán) launched a Young Entrepreneurs' Programme in 2012 to be used as a platform for young people with entrepreneurial potential to start up their own businesses. With the support of the diaspora, the programme provided capacity building, supporting young people in designing a business plan, accessing funding and the creating a network of contacts. This programme was supported under the UN Joint

Migration and Development Initiative (JMDI) through project “Young people taking charge of their futures in seven municipalities of the department of Morazán through self-employment to energise the local economy”. The project was aimed at contributing to the construction of a better future for young people by maximising the local potential of eight municipalities in the department of Morazán.

Overview of the practice

The process of developing productive enterprises in rural areas involved young people with limited resources between the age of 18 and 35 in the municipalities of Chilanga, Guatajiagua, Lolotiquillo, Perquín, San Fernando, Sociedad, Yamabal and Yoloaiquin – all in the department of Morazán. The project has succeeded in launching 21 entrepreneurial initiatives involving 101 young people. Moreover, it is important to note that priority was given to productive initiatives related to agriculture since they have the greatest potential for economic development in the area.



↑ Young people from the project receiving business training to enhance the success of their entrepreneurial initiatives

This practice also employs a multi-stakeholder approach that focuses on creating synergies where actors can collectively draw on their own experiences and capacities to increase the chances of success. The organisation for Salvadorans living abroad, Transnational Communities of Salvadorans (COTSA, Comunidades Transnacionales Salvadoreñas), contributed by offering its knowledge and experience in business and production acquired in destination countries. Specifically, the

members of the organisation proposed two groups of young people to participate in the project and advised and guided the young people throughout the development of their businesses. With the assistance of local governments, the involvement of mayors and representatives in the training sessions on migration and development and in exchanges with other countries on this issue was coordinated. They also provided the necessary financial support, especially for the municipalities of Yamabal and Yoloaiquin.

One of the initial stages of this practice was to carry out the “Migration, Youth and Development” diagnostic exercise to find out the context in which young people are affected by migration at municipal and community levels. This diagnosis, which was conducted in a participatory manner, collected information via a survey of 191 young people between 18 and 35 years old. It was used to identify the different actors, situations, needs and challenges that young people face, and uncover which could be taken into account in the implementation of initiatives. The survey found that 69 per cent of young people were prepared to leave the country, and that 78 per cent of them would emigrate because of a lack of employment opportunities. Also, of those who said that they were not prepared to migrate, 86 per cent said that this was mainly because they were not able to leave their families. Finally, 82 per cent of young people said that they were interested in developing a productive business, highlighting the need to generate more development opportunities for young people and offer them alternatives for their economic growth.

Refer to the JMDI Case Study “**Harnessing the Local Rural Development Potential of Migration**”, Kaski and Tanahun Districts, Nepal

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 4: Working with diasporas/migrant associations in territories Of origin and destination

Module 4: Creating jobs and economic opportunities at the local level

- Topic 1: The Nexus between labour migration and local economic development (LED)
- Topic 4: Remittances and migrant investments for local economic development?

The specific process of establishing productive businesses consists of four stages. The first stage is to identify young people to take part in the project. In this stage, young people with entrepreneurial potential are selected in coordination with local health promoters in each community. Health promoters are responsible for working on health issues in local communities and have data on the entire population broken down by age and gender. Their participation is therefore very important because it guarantees a territorial approach that suits each territory’s characteristics. With the support of local governments and health promoters, young people were invited to an information workshop to identify those who met the age criteria and demonstrated a willingness to participate. After that, work was done to form and consolidate individual ideas and associative groups. To do this, an analysis was performed to ensure that the necessary conditions existed that would ensure a successful project. Physical conditions were assessed, such as good soil conditions, easy access to water, and a favourable climate, among others.

Institutional conditions can also be created through the establishment of alliances with local governments or communities of Salvadorans abroad. In this regard, local governments play a very important role because – due to their knowledge of the territory and its development priorities – their opinions and expertise help assess the viability and relevance to local development priorities.

The second stage is the pre-incubation of the enterprise, where the aim is to nurture the entrepreneurial and business capacities of the young people identified in the first stage through training, advice and specialised technical assistance. Also, as part of the capacity building process, a business plan is designed. This enables the young people to access the basic knowledge and skills necessary for the initiation of their entrepreneurial initiatives.

The third stage is the incubation of the company, which is composed of the process of pricing, purchasing and structuring of the space, tools and equipment required for the launch of the entrepreneurial initiative. The objective of this stage is to guide and support the young entrepreneurs through the process of implementation, operation and induction of their economic initiatives. To do this, the advisor assigned by ADEL Morazán, needs to guarantee the implementation and start-up of the young enterprises. In this stage, it is essential to ensure the involvement of the young person throughout the whole building process so that they take ownership of their initiatives. Thus, advisers should allow the young people themselves to arrange the various quotations, identify the needed tools and provide their own labour in the construction of infrastructure.

The last stage is that of post-incubation, where the intention is to provide business, agricultural and marketing support to the young entrepreneurs to ensure the sustainability and growth of their enterprises. In this stage, they will obtain business and agricultural advice, technical assistance and information on marketing strategies to increase the growth their organisation, finances and profitability. This is achieved through the appointment of a business adviser and an agricultural adviser, who meet regularly with the entrepreneurs, strengthening areas where specific needs are identified. This ensures comprehensive and complete support for the entrepreneurial initiatives. For example, business advisers give support on organisational structure, the distribution of roles, product costing, sales and product marketing, and the agricultural advisers offer support on pest management, feeding, irrigation, innovation, depending on the type of initiative in focus. If more specialised support is required, a link is established with other projects or institutions that are able to provide the additional assistance needed.



↑ Young people from San Fernando, Morazán receiving specialised technical assistance in the management of bee hives to produce honey

In general, it is estimated that a year and a half should be allotted to carry out the entire development process of each enterprise. It is, however, important to bear in mind that some activities can be carried out simultaneously in each stage, reducing the enterprise's incubation time. In addition, it makes a difference whether the enterprise is set up by an individual or a group since enterprises developed by groups must also work on group cohesion, group work and business organisation, for instance.

Key lessons learnt

- **Having qualitative and quantitative information is key to specifically determine the migration-related context in which youth find themselves, and this makes it possible to better direct programme implementation actions**

Conducting a diagnosis of the local situation through a survey of its population serves as a basis for identifying different actors, situations, needs and challenges faced by young people, thus enabling a better orientation of programme actions.

- **Providing business and production technical support for recently established enterprises offers greater chances of sustainability in the medium and long-term**

Although starting up entrepreneurial initiatives has a high level of difficulty and a chance of failure, these are reduced when there is adequate technical support that strengthens the necessary skills and ensures that interventions are designed that respond to their realities, demands and aspirations.



↑ Young people from the La Laguna, Morazán associative group

- **The establishment of alliances with strategic organisations that work in and know the territory is crucial for guaranteeing support for businesses beyond the lifespan of the project**
The coordination between and commitment of different projects, institutions and local governments is of the utmost importance for ensuring that there is an entity that continually supports the businesses. This assistance can range from offering political and institutional support and facilitating access to resources, to offering business, production and marketing support. It is good to establish alliances with local organisations and with Salvadorans abroad who create links with the young people, conduct training and make financial contributions to initiatives.
- **The active participation of the youth in the process of establishing their initiatives is vital for both ownership and empowerment**
The involvement of the youth in the entire process must be ensured – from the identification of the idea to the launch of the business – so that they have first-hand knowledge of each process and take ownership over their entrepreneurial initiative. If this is not the case, they may not identify with the enterprise and eventually abandon it. To further ensure their ownership, it is also importance to ensure that the youth themselves also contribute. These contributions are usually in the form of labour, land or property that they already own, or through direct financial contributions.
- **Strengthening group cohesion is important to prevent problems arising between partners, which adversely affect the initiative**
One of the biggest challenges is the development of group enterprises. Thus, it is necessary to place efforts on support and capacity-building of the organisation since more work must be focused on teamwork and leadership, etc. It was found that conducting workshops on group cohesion – while using a participatory approach with intra-personal evaluations – was a good strategy.

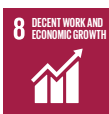
Recommendations

- **Strengthen inter-agency coordination between national and local levels**
Partnerships between associations, local governments and other institutions bring greater sustainability and guarantee support for the projects undertaken. It is also necessary to boost coordination between the various actors through specific processes in order to continue encouraging new entrepreneurial initiatives that respond in a timely and relevant manner to the different realities and needs of young people living in a migration-related context. One potentially useful process could be the creation of migration and development working groups with the participation of different local, national and transnational actors.
- **Form a specifically dedicated unit or department within the local government that focuses on the issue of migration and development**
Local governments may not know about the link between migration and development and the potential synergies that can be created to strengthen this link. It is recommended that a specialised unit or department is established on migration and development – just as it is for areas such as women's health – to better drive specific agendas of care for migrants and their development in their countries of origin.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



8.5 – By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.

8.6 – By 2020, substantially reduce the proportion of youth not in employment, education or training.



17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Engaging Diaspora for Local Rural Development



Key Words

Economic empowerment of women, Rural development, Entrepreneurship, Partnerships



Location

Jilma,
Sidi Bouzid Region,
Tunisia

Introduction



This practice looks at how to engage the diaspora to benefit the economic development of their territory of origin. In this case, the diaspora achieves this through the promotion of agricultural revenue-earning activities for the benefit of vulnerable populations – particularly women – in disadvantaged regions. This case study traces the strengths, as well as the difficulties, of such an approach,

which are intensified in countries where centralisation is still very high and where there is little awareness of migration and development issues at the local level.

Context

In 2014, the World Bank estimated that remittances to developing countries increased approximately 4.4 per cent in comparison to 2013. In addition to these economic contributions, migrants can play an important role in the development of their home countries socially, culturally, and politically. Indeed, as agents of development, the diaspora can make an economic contribution in the form of remittances, as well as through the transfer of know-how and skills, investment and transnational entrepreneurship.

The engagement of the diaspora is a priority action area for Tunisia in order to benefit national and local development. This action area should be consolidated in coming years, as suggested by the draft National Migration Strategy. Since diaspora make up roughly 12 per cent of the national population, and remittances make up between 4 and 5 per cent of the GDP, Tunisians Residing Abroad (TRE) are a key, strategic sector for the development of the country. It is in this context that the JMDI supported the project “Creation of sheep fattening workshops for rural women in Jilma – Sidi Bouzid region”. This was an initiative of the Tunisians from Both Shores Association (T2RIV, Association Tunisiens des Deux Rives), an association of Tunisians living in France created in 2011 to help the poorest people in Tunisia. More specifically, the project aimed to support local development in the region of Sidi Bouzid by improving the living conditions of a dozen rural families through sheep breeding. The Sidi Bouzid region has a significant poverty rate, among the highest in the country. It is also notably affected by internal, rural to urban emigration and international emigration, particularly to Europe.



↑ Women beneficiary of the project “Creation of sheep fattening workshops for rural women in Jilma” grazing her sheep

Overview of the practice

The T2RIV Association – which includes several members that are from the region of Sidi Bouzid – was responsible for formulating the project. The project was informed by several field visits and close consultations with local level stakeholders. To finance the initiative, it established a fundraising strategy to mobilise donors to finance projects. The Association successfully secured funding from the French Ministry of Foreign Affairs, the Tunisian Ministry of Women, Family and Children and the JMDI. Once funding was secured, the association became strongly involved in the launch and implementation of project actions, in synergy with local partners. The projects focused on sheep farming, which is consistent with predominant ancestral traditions of sheep breeding in the territory.

A Steering Committee, composed of four members of the Board of Directors of T2RIV, was set up in France to support project actions through frequent field visits and regular oral and written communication between the T2RIV Association and the

Agricultural Development Group (ADG). An assessment meeting was held at the end of each fattening cycle, during which an overview of results and challenges was presented. The creation of this group – being the first of the project's results – is significant because it facilitated the implementation of the project at local level and was a relevant way for the T2RIV Association and the beneficiary women to connect. The ADG team is chaired by a veterinarian with experience in voluntary work and an in-depth knowledge of the difficulties faced by rural women in the region.

One of the outputs of the ADG was the preparation of a breeder's guide, which explains in a simple way the techniques of sheep fattening and the health precautions to be taken into account. This guide was distributed to all the women beneficiaries, to representatives of regional authorities and to associations in the Sidi Bouzid region.

Training, coaching and support workshops were organised for the benefit of ADG members in Tunisia. They also organised training sessions in communication, project management, governance, financial management, leadership, and funding. The trainings sessions were led by members of T2RIV in France, a Tunisian association, a branch of French NGO Development without Borders (Développement sans frontières) and a Tunisian consultancy firm (bureau ASK).

The T2RIV Association was also able to create close links with local authorities so that they could contribute to the project. The close relationship formed has led several national and local authorities to become involved as project partners. Several meetings were also held with the Governorate of Sidi Bouzid and the Special Delegation of Jilma to keep them informed about the project and its progress.

In order to promote ownership of the project and thus ensure its sustainability, the association also committed itself to developing the capacities of the ADG. This component, indeed, has to be transversally incorporated throughout the entire period of project implementation. With its highly qualified staff, the T2RIV Association organised two training sessions on project management and associative governance for project beneficiaries and all the local partners. A partnership agreement was even formed with the French NGO Development without Borders within the "Social Economy based on Solidarity" (LABESS) project, to build the capacity of the ADG in the field of social economy and entrepreneurship.

Refer to the JMDI Case Study "**Public – Private Partnerships for Local Development Supported by Diaspora**", Jilma, Sidi Bouzid Region, Tunisia

Or refer to the '**My JMDI Toolbox**' on Migration and Local Development

Module 1: Managing the link between migration and development

- Topic 2: Local development and migration: coordination, synergies and policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 2: Decentralised cooperation, co-development and territorial partnerships
- Topic 4: Working with diasporas/migrant associations in territories of origin and destination

This mobilisation made it possible to directly help twelve rural women living in very vulnerable conditions in the Sidi Bouzid region. The project and the contribution from the T2RIV Association enabled them to learn about sheep breeding, to have stable incomes and to become members of a social security system. The success of the approach even led to the signing of a partnership agreement between the Karama ADG and the Governorate of Sidi Bouzid, to institutionalise the approach and to consider possible pathways for its replication in other territories.



↑ ADG El Karama working session with the T2RIV association on the action plan for the sustainability of the action

Key lessons learnt

- **The participation of local actors representing civil society and public administrations is key to the success of projects initiated by the diaspora**
Partnership with local entities plays a decisive role in whether planned actions are successful. Thus, by directly interacting with local project actors, the issues that could arise due to the distance between the location of the diaspora and the locality of project implementation can be lessened. In addition, it is beneficial to establish partnership agreements before or just after the launch of a project in order to more precisely define each entity's roles and responsibilities. Similarly, it is important – especially in the context of an economically focused project – to forge agreements with the private sector.
- **The diaspora's contributions are not solely economic, as they can also have a social, cultural or even institutional impact**
Beyond economic support, the involvement of the diaspora allows for the transfer of its members' knowledge and skills to development actors in its territory of origin. This exchange can be done through the organisation of capacity building workshops and training sessions, particularly in the fields of project management and marketing.

- **The establishment of a public body responsible for project support fosters the engagement of the diaspora**
Often, it is difficult for the diaspora – particularly the third and fourth generation – to understand the institutional reality of their country of origin. It is therefore crucial to establish mechanisms (one-stop shops, for example) that are able to support them in their wish to carry out a project. The support of a public body specifically responsible for assisting the project organisers can increase efficiency.
- **The approach adopted by the diaspora must be capable of adapting to the reality on the ground**
The implementation phase of a project can sometimes face unexpected challenges. In this context, it is important to fully anticipate risks and to have a degree of flexibility – particularly in countries where the political context is unstable – in order to adapt the project to the realities that it must address.

Recommendations

- **Develop local mechanisms to support projects initiated by the diaspora**
In each Governorate, there are regional delegations of the Office of Tunisians Residing Abroad. At present, the main role of these offices is to help migrants' families in Tunisia. It would be advantageous to provide these public administrations with the human, technical and financial resources needed to support the diaspora in realising its projects in its region of origin. Given the cross-cutting nature of the migration and development approach, it would also be interesting to have these delegations raise awareness and coordinate with other local level stakeholders.
- **Involve the diaspora in the development and implementation of national and local development strategies**
In order not to isolate initiatives supported by the diaspora and therefore minimise their impact, it is important to put tools in place to facilitate better dialogue with the diaspora in destination territories and to involve them in development processes at national and local levels. In the case of Tunisia, the possibility of involving the diaspora in the implementation of the 2016-2020 Five Year Plan and the Municipal Investment Plans seems to be a real challenge. Even so, this would be in the interest of both the diaspora and the Tunisian State because such an outcome would facilitate increased coherence and more effective impact for the development of target regions.
- **Support the capacity of the diaspora in the areas of project management and local development**
Local development projects cannot be limited to the goodwill of the project organisers. It is a complex process that requires thorough knowledge of the target territory as well as project management techniques. Indeed, even those with high competences in a specific area must take part in management training before and during project implementation. This is especially important when a project is carried out in coordination with international partners. This awareness raising will enable project leaders from the diaspora to strengthen their capabilities and better implement their initiatives.

Linkages to the SDGs:



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.

1A – Ensure significant mobilisation of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for developing countries, in particular least developed countries, to implement programmes and policies to end poverty in all its dimensions.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.



11A – Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.



17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Involving Diaspora to Strengthen the Local Economy



Key Words

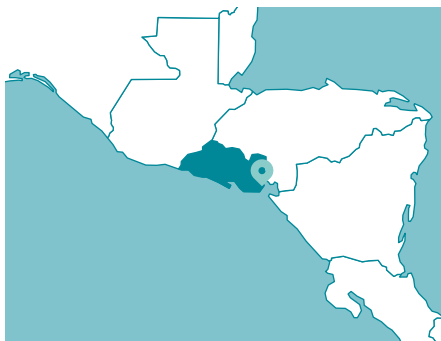
Diaspora engagement,
Local economic development,
Economic inclusion



Location

Department of La Unión,
El Salvador

Introduction



This case study explores the promotion of local economic growth through the strengthening of the local economy, using a dual approach (individual and organisational) and employing a joint effort between governmental authorities and the diaspora. It is found that the involvement of local, national and transnational actors is necessary to develop a sustainable and effective local economic development strategy in an environment

that is prone to high rates of emigration due to limited local opportunities. Therefore, there is a need for a shared and comprehensive vision of development that involves a variety of actors, from local and national authorities to migrants' associations abroad. The goal of these multi-stakeholder interactions is to utilise the contributions of each of these actors to generate local development.

Local authorities are crucial actors to include in this partnership because they understand the local context, have first-hand knowledge of related economic, migratory and political aspects, and know the historical and cultural heritage of the community. As such, their involvement ensures that jointly implemented actions are rooted in the local reality and are in line with the different characteristics and needs of the local context.

Likewise, national authorities play an important role because of their position of influence in spaces of advocacy and decision-making. In these spaces, national authorities can share the local experiences and needs in order to construct programmes and policies, for example, that are based on previously identified realities on the ground.

In the case of the diaspora, their skills, networks, resources and knowledge are considered to be indispensable assets that contribute to local development. Furthermore, the diaspora can serve as bridges between territories of origin and destination.



↑ A beneficiary of the JMDI-supported project producing and selling handcrafted goods in El Carmen, El Salvador

Context

Throughout its history, El Salvador has been characterised as a country with considerable emigration, mainly to the United States. From the years of civil conflict (the 1980s) to now, migration has strongly influenced the lives of Salvadorans, and in 2015, it was estimated that about 3,100,506 Salvadorans were living abroad – over one third of the total population.¹ For this reason and given that migration continues to play a fundamental role in the country's development, migration practices that reach local, national and transnational level have been of great importance for El Salvador.

To address this reality, the Local Economic Development Agency of La Unión, (ADEL La Unión), supported by the UN Joint Migration and Development Initiative (JMDI), implemented the project “Impact of migration on economic development in the municipalities of Conchagua, Intipucá and El Carmen, in the department of La Unión”. Its goal – with the joint support of Salvadorans living abroad – was to promote the

¹ General Directorate of Statistics and Censuses, *Multiple Purpose Household Survey* (2014). Available from <http://www.digestyc.gob.sv/index.php/temas/des/ehpm/publicaciones-ehpm.html>

local economic development of these municipalities by strengthening the tourism and artisanal fishing sectors.

The project was created in response to needs identified in the territory. The tourism and fishing sectors were selected since these are the areas with the greatest potential for economic development. Nationally, the department of La Unión has the fifth highest rate of emigration. This is largely due to the fact that many young people and women face economic difficulties and wish to migrate in search of better life, for more opportunities, and/or to help their families.



↑ The Campos Veliz brothers were supported by the JMDI to open their own pottery business in El Salvador

With this project, ADEL La Unión has used a dual model approach to strengthen the local economy. The first stage focuses on individual capacity-building and the other focuses on strengthening the organisational capacity of businesses with the support of the diaspora. The involvement of the diaspora allows for the exchange of best practices and lessons learnt, and this model enables businesses from a variety of sectors to come and work together to improve their networking and connections with different public and private actors. These enterprises serve to trigger for local development in a manner that is particularly relevant to young people and women. This has mainly been achieved through the partnerships created with local communities, strategic public and private organisations, and communities of Salvadorans living abroad.

Overview of the practice

To be able to strengthen the local economy, it is crucial to recognise the experiences of the target population and enhance their individual capacities. After their capacities have been enhanced, they can become part of a broadened productive process (a local association) and jointly be able to access other resources that they would not have been able to on an individual level. Within this context, ADEL La Unión has developed a local to transnational strategy that was implemented in rural and urban areas of the municipalities of Conchagua, Intipucá, El Carmen and San Alejo, in the department of La Unión, El Salvador. This strategy involved strengthening the tourism and artisanal fishing sectors.

Taking the department's context of migration into account, the generation of local level data on migration and development was an aspect to be taken into account in the development of the overall strategy. This is why ADEL La Unión conducted an investigation on migration and development – consisting of 381 questionnaires from the targeted municipalities – to better understand the relationship between migration and development in the region. This collected information showed that 45.67 per cent of respondents had considered emigrating to another country, and 40.80 per cent found the main reason to be economic, due to the lack of employment opportunities in the area. Of these, 71.40 per cent were young people between the ages of 15 and 19. Also, 53.45 per cent said that they would use a “coyote” – term for a human smuggler – to migrate irregularly and face the various risks that may arise along the way.

Refer to the JMDI Case Study **“Supporting Youth-led Entrepreneurship with the Help of Diaspora”**, Department of Morazán, El Salvador

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

→ Topic 1: M&D partnerships: forms and frameworks, from the global to the local level

Module 4: Creating jobs and economic opportunities at the local level

→ Topic 4: Remittances and migrant investments for local economic development?

To develop the strategy to strengthen the local economic potential of the tourism and artisanal fishing sectors, two phases were necessary: 1) individually strengthening micro and small enterprises, and 2) collectively and organisationally strengthening the sector of business. This second part included the involvement of the diaspora in local development processes as a cross-cutting theme.

The first step – entrepreneurial strengthening of individual micro and small enterprises in the tourism and artisanal fishing sectors – refers to building the individual capacities of companies to improve their competitive basis prior to joining a local association. Here, the capacities of 897 young people, women and men have been developed in the targeted municipalities on leadership, territorial marketing, finances, gender, and territorial economic development, as well

as gastronomy and crafting, were developed. In addition, 180 business plans and 13 association projects were designed with technical support from the National Commission for Micro and Small Businesses (CONAMYPE) and the Transnational Communities of Salvadorans (COTSA), who used their experience in and knowledge of business and production to advise entrepreneurs on how to develop their own businesses. In addition, to strengthen the businesses, the JMDI provided funding to 64 entrepreneurial initiatives of young people and women (with an investment of \$44,000), as well as to 6 associative groups in the tourism and artisanal fishing sectors (with an investment of \$105,000).

Once businesses were strengthened individually and they understood how to sustain themselves as a collective or group, the second phase began: collectively and organisationally strengthening the sector. One of the ways to do this was by implementing two working groups, one for tourism and one for fishing. These working groups met once a month and served as a way to engage with and receive inputs from national, transnational and local actors. To form these working groups, ADEL La Unión mapped out companies and institutions that are linked to the sector, spoke with them about the idea of forming the working groups, and then allocated the spaces for them to meet. Through this collective action, enterprises can assist others on topics that reflect their strengths and can also receive help when needs arise. Thus, in this way, businesses collaborate to support each other and thereby focus on the collective interest. Through their participation in spaces and processes that improve linkages and networking, each business sector is strengthened and in a better position to agree on development strategies that enhance competitiveness. It should be noted that the creation of these working

groups and strengthening of the economy is a very innovative practice, as there were no spaces for sectoral-based engagement in this territory before.

To support this dual strategy, a multi-level and multi-stakeholder approach was employed. This made it possible to have the representation of different actors at local, national and transnational levels, and thereby brought greater dynamism and influence to the sectoral working groups. Each local-level working group included representatives from those working in production, fishing and crafting, as well as tour operators, local government officials, and others. These representatives brought forth their knowledge and experience from their area of work. The role of local governments was key because of their first-hand knowledge of the needs and realities of their entrepreneurs, and their level of political influence when collaborating with other regional or national institutions. For example, in the case of the fishing technical working group, the local government of the municipality of El Carmen supported them in their planning and convinced CENDEPESCA to donate young fish to the enterprises.

Another important participant were representatives from the national institutions, who could ensure that local strategies were taken into account in national planning and allow the experience gained at local level to be fed into and used in the formation of national strategies and policies. Nationally, agreements have been signed with CONAMYPE and the Micro and Small Business Development Centre (CDMYPE), who are key players in strengthening micro and small businesses because they facilitate the necessary connections between companies so that they can continue functioning even after the project has ended. Additionally, ADEL La Unión has supported the development of policies and strategic plans to be incorporated into the municipal plan; thereby ensuring that migration and development issues are taken into account in local planning. Moreover, ADEL La Unión also supported the creation of a 'regional brand' to be used to identify products from the targeted municipalities. This cohesive branding allows for products to be better exhibited in fairs abroad and presents the possibility of further marketing synergies.

At the transnational level, importance was placed on the participation of international actors and stakeholders from the diaspora. The involvement of the diaspora was seen as critical in order to be able to exchange best practices and lessons learnt, as well as form spaces for cooperation and interaction with international agendas. In the context of this project, the diaspora was involved through the



↑ A young beneficiary of the JMDI selling handicrafts in Las Tunas, El Salvador

creation of partnerships between local actors and committees of Salvadorans residing abroad (SRE). The involvement of the diaspora is key because they enhance synergies and can integrate valuable input in the different development processes undertaken. To secure the involvement of the diaspora, ADEL La Unión identified SRE actors and committees of interest from the lists of committees that they requested from the local governments and the Ministry of Foreign Affairs.

Once they were identified, agreements were signed with their municipalities of origin and meetings were held to provide technical and financial support for the SRE committee in question. These agreements established financial support arrangements for local economic initiatives and the development of leadership capacities of local leaders, among other activities. The main actor in this action was the COTSA (Transnational Communities of Salvadorans) committee, which shared its technical knowledge of entrepreneurship and development and participated in the evaluation and selection of entrepreneurial initiatives from the municipalities of El Carmen and San Alejo. COTSA and ADEL La Unión also carried out an annual dinner in Maryland, USA, where the products of some entrepreneurs who were supported by the project were presented. The aim of this event was to obtain feedback and recommendations on how to improve their presentation and begin the process of marketing.

Key lessons learnt

- **The role of the collective is important to strengthen the local economy**
To strengthen the local economy through a sectoral approach, one needs to begin by raising awareness on the importance of the collective. As such, sectoral working groups will only be successful if every actor feels part of a greater collective through which everyone brings their strengths to support the challenges others encounter.
- **Multi-agency, multi-sectoral and multi-level coordination facilitates processes of local economic development**
Having key actors at different levels (local, national and transnational) who have shared objectives and work to strengthen the various processes carried out, contributes to the success of local development processes. With this said, the various actors involved need to be encouraged to willingly go beyond their mandatory duties, using their leadership at local level and with diaspora groups.
- **The involvement of the diaspora in local development processes has a strategic added value**
Given the strong presence of emigration and the subsequent social and economic transformations, the contribution of the diaspora should be recognised. The diaspora can enhance these processes and help generate genuine development by sharing their experiences, knowledge and other assets.

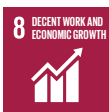
Recommendations

- **Link sectoral working groups to other spaces for greater, direct impact**
While the working groups are spaces of influence and participation, it is still necessary to link them to other spaces to boost their voice and help them increase their level of influence beyond the local level. This can take place at the national working groups of the various ministries and vice-ministries in areas of foreign affairs or finance, for instance. Moreover, the sectoral working groups should always meet the needs of the entrepreneurs, rather than prioritising the needs of an institution or organisation. Still, it is most important to link them to spaces that allow them to express their realities and needs to decision-making entities that can address the realities or resolve the issues mentioned.
- **Strengthen coordination between local actors and communities of Salvadorans abroad**
Since there is currently no protocol, pathway or basic procedure for coordination between local actors and the diaspora, local governments need to set up a committee or clearly define the procedures and mechanisms for coordination. This would make it possible to respond to the different realities and needs of those living in the territories in a timely and relevant way.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



8.2 – Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors.

8.8 – Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.



17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Mainstreaming migration into local development planning

As migration affects all areas of governance and interacts with various sectors, mainstreaming migration into local development planning is a process of understanding the implications of migration on local development, informing related programming, and ensuring policy coherence. Evidence from the UN Joint Migration and Development Initiative (JMDI) shows that when such efforts are made at the local level and between the local and national levels enhanced development impact is achieved.

Integrating Migration into Local Development Plans



Key Words

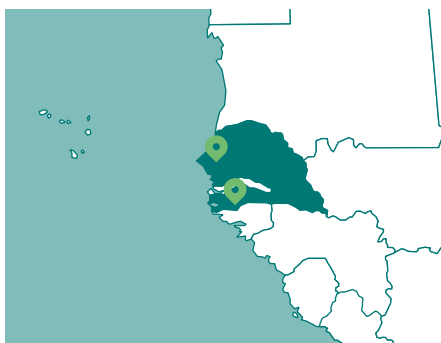
Capacity building, Multi-level and Multi-stakeholder approach



Location

Regions of Diourbel and Sédhiou, Senegal

Introduction



This case study focuses on how migration can be further integrated into local authorities' development plans, as well as the challenges that they face when doing so. Planning is a challenge for local authorities because it involves formulating local development plans that best meet the needs of those in their territories; however, incorporating migration in local development planning offers significant opportunities for local planning.

Indeed, migration is an important driver of development, particularly due to the different forms of capital (human, financial, and social) that migrants possess and bring with them during their travels. The positive impact of migrants on the development of territories is more noticeable at local level, where local actors are the first to deal with its effects. Migration is even more of an opportunity for local communities, as migrants from the same regions of origin tend to concentrate in the same regions of destination; thereby contributing to the creation of real connections between territories. Migrants provide an added value through their skill transfers, remittances, investments, and exchanges of knowledge and flows of information. As such, local authorities have everything to gain in promoting co-development in a way that acknowledges both the opportunities and challenges of migration. Thus, when taking migration into account in the drafting of local development plans, local development is enhanced and the dynamic of co-development is triggered, bringing territories “from here and over there” together.

Context

Since the 2012 III Decentralisation Act, Senegalese local authorities have had to take on new responsibilities in regards to local development, especially in respect to local planning and managing budgets and fiscal resources, etc. In addition, these local authorities generally view migration as a hard-to-manage phenomenon that they endure. Senegalese authorities, therefore, have to address the impact of migration on their territories – whether it be in relation to emigration or return migration.

Senegal is a country of both immigration and emigration. Many regions and villages of origin have long-standing relationships with diaspora associations. Most often, however, these exchanges remain the initiative of migrant associations with projects that they have already prepared, putting local authorities in a position that leads to many frustrations and limited collaboration. These relationships also vary considerably from one region to another and depend on the profile of the diaspora, which is well organised in the north of the country, highly individualistic in the centre, and seeking recognition in Casamance, in the south.

The Diourbel and Sédhiou Regional Development Agencies (RDAs) are public structures that work alongside the regions to give them technical support to address development challenges. As part of the two projects – JAPPANDO and PAICODELS, located respectively in the regions of Diourbel and Sédhiou – supported by the UN Joint Migration and Development Initiative (JMDI), these RDAs have tested a range of techniques to encourage local authorities in the regions of Louga, Ziguinchor, Kolda, Kaolack and Thiès to more comprehensively address the topics of migration in their territories. These projects particularly focused on having local elected officials include the contributions of migrants into their local, long-term development priorities and develop collaborations with the diaspora in order to better manage the positive and negative effects of migration. Indeed, while many municipalities experience the impact of migration daily, they generally find it difficult to incorporate the phenomenon of mobility into their local development plans. These elected officials need to address a recurrent local development issue: the decentralisation of planning powers.

Overview of the practice

The Diourbel and Sédhiou RDAs tackled the integration of migration into local planning from different angles. In the Diourbel region, characterised by a quite independent, entrepreneurial diaspora, the RDA wished to better equip its communities to respond to the potentially productive investments of migrants. The aim was to create the best conditions to increase the positive impact of migrants' contributions to their territories. In the case of Sédhiou region in Casamance, the Sédhiou RDA wished to raise the awareness of locally elected representatives on the benefits that could flow from partnerships with migrants if effective frameworks were established.

Through the JAPPANDO project – “Connecting migrants, local authorities, investors and economic actors for local development in the region of Diourbel” – the Diourbel RDA, in collaboration with the private sector, assisted the local authorities in the regions of Diourbel, Kaolack, Thiès and Louga in supporting prospective emigrants', returned migrants' and diaspora investment. The RDA's actions facilitate networking to maximise the benefits migration and promote migrant investments for local development.

The RDA has written a guide on migration and development advocacy for local authorities based on contributions by practitioners from the four regions. This guide provides a situation report on the extent to which migration and development issues are taken into account in Senegal, and offers pathways to increase the depth and ownership in how they are addressed.



↑ Sédhiou's Help Desk for Migrants facilitator works in the Regional Development Agency (RDA) of Sédhiou to support migrants

“We support local authorities move from being the beneficiaries of projects to actors in the field of migration and development.”

Sédhiou's Help Desk facilitator works with the Regional Development Agency (RDA) of Sédhiou to support migrants

In addition, the RDA delivered regional awareness workshops. These workshops made it possible to create a formal framework for dialogue around migration and development issues and to secure the support of local actors. During discussions, the local actors highlighted their need for support and practical tools to implement these recommendations, and expressed the limits they encounter due to scarce resources.

These discussions led the RDA to review its strategy and offer departmental and local workshops, in order to better understand local authorities' and migrants' perceptions of migration in their respective localities. These workshops were also an opportunity for the RDA to deepen existing links between migration and development, particularly by using the *My JMDI Toolbox* and the migrants' *Skills Radar* developed by the NGO Grdr.

From these discussions, the targeted local authorities appointed a Focal Point for each authority who, with the support of the RDA, was responsible for monitoring migration issues and assisting mayors in this area. This technical support enabled each local authority to strongly engage in migration issues and to consider

Refer to the JMDI Case Study **“Developing Territorial Migration Profiles for Effective Migration and Development Policies”**, Region of Sédhiou, Senegal

The JMDI **“Guidelines on Mainstreaming Migration into Local Development Planning”**

The JMDI and IOM **“White Paper – Mainstreaming Migration into Local Development Planning and Beyond”**

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Module 1: Managing the link between migration and local development

- Topic 2: Local development and migration: coordination, synergies and policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 1: M&D partnerships: forms and frameworks, from the global to the local level
- Topic 4: Working with diasporas/migrant associations in territories of origin and destination

Module 3: Empowering migrants at the territorial level

- Topic 4: Promoting political participation and engagement in policy-making

the needs of migrants within the activities of the municipality. The Sédhiou RDA implemented the PAICODELS project (“Local Economic Co-development Initiatives Support Project”) to respond to the challenges faced by municipalities in the region of Casamance. This was done by mobilising its migrants and creating bridges not only between migrants and their territories of origin but also between the territories of origin and those of destination. The PAICODELS project, which was set up in partnership with the French NGO Grdr (migration, citizenship and development), encouraged the establishment of a support office for migrants and local authorities; spaces for dialogue between local actors and migrants; and discussions with the diaspora. In particular, Grdr provided its expertise and methodology on the *territorial development project lifecycle* that it developed in Mali and Senegal, which systematically incorporated the topics of migration. These methodologies are based on the idea that local authorities and migrants need to work together on the local development of their territories.

To involve migrants in this process, the PAICODELS project supported the identification and participatory mapping of migrants and their associations, and the target authority was to carry out a first census of migrants. The PAICODELS project team then set up territorial profile validation workshops to refine the migration data of six target municipalities.

To do this, the RDA and Grdr teams conducted a territorial facilitation exercise with representatives of the municipalities in question to compare the data from the census with the realities on the ground; collect information on the local actors involved in migrant activities; and determine the roles and responsibilities of each stakeholder in projects initiated by migrants. When this participatory territorial diagnosis was completed, all local actors were in a position to take ownership of their community’s development challenges.

At the same time, PAICODELS established the Sédhiou Migration and Development Space with these local actors, which included civil society representatives, local authorities, private actors, and returnee migrants. This regional space for dialogue provided a forum for discussion and the development of a political approach to address these migration issues. All local actors – be they public, private, municipal, departmental or regional – are encouraged to engage in constructive dialogue on the role of migrants and their communities in their territories. The Sédhiou Migration and Development Space therefore provided a platform for local actors to take ownership and gives resonance to the need to work together with migrants to define local development priorities.

In parallel with this, the RDA also provided individualised technical coaching to local authorities to help them integrate migration into a sustainable, territorial development cycle. Finally, the RDA encouraged migrants, their associations and migrant project leaders to make contact with their elected representatives to explore together the best ways of taking their ideas into account in their regions' local development plans.

The goal of the PAICODELS project activities was, therefore, to ensure that all local actors in the Sédhiou region, including migrants or local authorities, referred their actions to the local development plans of their municipalities of origin, in order to guarantee that these co-development projects were better taken into account.



↑ A representative of Diaroumé shares an analysis made by representatives of the city, civil society and migrants on the relationships between stakeholders and current collaborations for the development of the city

Key lessons learnt

- **Projects should be adapted to the needs expressed by participants**
When raising the awareness of local actors to migration and development issues, the participants generally express new needs. As such, these outreach activities encourage them to ask for technical support in integrating migration into local planning. For this reason, projects should be adapted to the needs of beneficiaries in order to support these actors in their responses to the challenges and opportunities posed by migration and local development.

- **Local planning exercises that are integrating migration should not be solely limited to emigrants**
Emigrants from the local community are often those who local actors have an interest in engaging with. However, territorial outreach exercises should also make local communities aware of the needs of other profiles of migrants, such as returnees, immigrants and prospective migrants. Facilitating a local planning exercise with local actors, therefore, comes down to broadening their awareness on who migrants are. This also enables them to understand the implications and impacts that each phase of migration (pre-departure, departure, return) has on local development.
- **Local planning must begin with a baseline assessment on the magnitude of migration in the territory in question**
Local authorities often lack sufficient data on the phenomenon of migration within their territories. The collection of reliable data that accurately reflects the realities on the ground is an essential step to take before formulating public policies and mainstreaming migration into local planning.
- **Integrate migrants at every stage of the territorial development cycle**
It is important to provide constant technical support to local authorities and migrants, in order to ensure that migrants' associations are integral parts of the local planning process. Their full involvement throughout the process makes it easier to bring their needs into focus and ensure that local development plans achieve their goals.

Recommendations

- **Provide appropriate local planning tools that integrate the dimension of migration**
Once awareness has been raised, local authorities should be given technical support to help them engage on migration and development issues.
- **Maintain constant support arrangements for local authorities**
Regarding migration and development planning, there is a risk that the process of moving from awareness to consultation and from consultation to formalisation could be interrupted before a dynamic between migrants and local authorities is fully activated. This could be due to reluctance on one side, or a lack of time and vision on the part of the other. It is therefore important that there are structures at local, departmental, regional or national levels that encourage these local actors to continue their collaboration.
- **Systematise outreach work and support local actors in utilising local planning tools**
National programmes and ministerial activities can provide good gateways for the inclusion of these tools in existing mechanisms related to decentralisation processes or programmes supporting migrants' initiatives.

Linkages to the SDGs:



8.2 – Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors.

8.8 – Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.



10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.



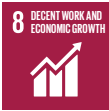
16.B – Promote and enforce non-discriminatory laws and policies for sustainable development.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

The Key Role of Academia in Supporting the Mainstreaming of Migration into Local Development Planning



Key Words

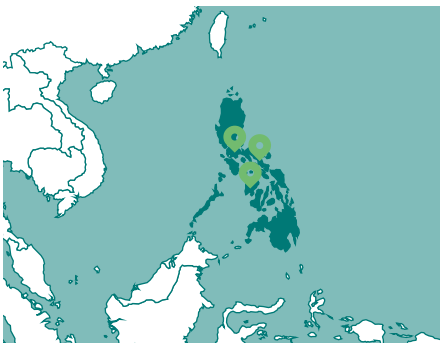
Awareness raising,
Multi-stakeholder partnerships,
Data collection, Capacity building



Location

Calabarzon, Bicol and Western
Visayas Regions, Philippines

Introduction



This case study looks at how schools, education centres and universities can support local and regional authorities integrate migration into the education and research sector as part of a broader process of mainstreaming migration into local development planning. This is particularly crucial in areas where a ‘culture’ of emigration has become the norm and planning to work or live overseas starts at an early age. Mainstream-

ing migration and local development issues into school programmes and academic activities can enhance understanding and awareness of both the negative and positive aspects of migration and better prepare prospective migrants in order to enhance the development potential of their chosen migratory paths. Finally, this can also enhance the awareness and capacities of academia on the importance of research in this area that will feed into enhanced local and national policy making in migration and development in general.

While local governments are key actors in managing migration for development at the local level given that they are the direct providers of services related to the needs of migrants and prospective migrants, establishing a multi-stakeholder partnership with other strategic actors mobilises more capacities, resources,

expertise and knowledge. This case study highlights the strategic role that academia can play in this regard.

Context

In the case of the Philippines, the country has acquired a strong ‘culture of migration’ where planning to work or live overseas starts at an early age is extremely common. This culture is manifested in, among others, the increasing presence of nursing and maritime schools where many Filipinos study to facilitate their move abroad given the labour demand in these sectors; the large demand for vocational and technical education which also provides strong prospects for employment overseas; and an increase in student dropout rates caused by emigration of youth in the province of Batangas. These trends have resulted in various challenges for the Philippines, such as brain drain, the emergence of dubious schools (or “fly-by-night” schools that produce fake certifications or diplomas), to respond to the demand of students planning to work abroad and the increasing dependency of families on remittances.

Moreover, in a context where teachers of secondary school often become reference points or ‘second parents’ to youth, their role in not only teaching the regular curricula, but also in instructing them in financial management, gender equality, their rights and other life-related concepts is crucial. Thus, these institutions provide an excellent entry point into discussing the ‘emigration culture’ to provide a realistic and informative discourse on the positive and negative effects of migrating and the relationship this has with development. In the Philippines, local governments play an important role in the operation of schools, with the mayor/governor chairing the city/municipal/provincial/local School Board and the Board determining and authorising the annual supplementary budgets for the operation and maintenance of public schools through the Special Education Fund. Given their proximity to their citizens and clear influence over education, local governments are best placed to feed their experience and knowledge of migration into school-based programmes.

It is within this context that efforts to actively engage academia within efforts to mainstream migration into local development planning became extremely strategic and were carried out by regional and local actors in the Philippines including the Department of Education (DepEd), State Universities and Colleges (SUCs) and the Higher Education Institutions (HEIs) in the areas of Calabarzon, Bicol and Western Visayas as part of the project “Pioneering school-based programmes on migration and development” which is supported by the UN Joint Migration and Development Programme (JMDI).

Overview of the practice

There was a clear need to ensure a multi-stakeholder approach, including public actors and institutions and civil society organisations, who collaborated on building school-based migration and development programmes. Partners included the Department of Education (DepEd), State Universities and Colleges (SUCs) and Higher Education Institutions (HEIs) in Calabarzon, Bicol and Western Visayas. In addition to this, efforts were made to build on previous experience and knowledge that involved academic institutions in migration and development, particularly those conducted by Atikha since 2006 – a civil society organisation based in the Calabarzon region that pioneered this approach in the region. Their activities

included the publication of specific training modules in integrating migration into primary and secondary schools' subjects and conducting trainings of trainers on the use of such modules.

Two series of capacity building programmes were then conducted by JMDI in partnership with government agencies such as NEDA Region VI, civil society organisations such as Atikha and Scalabrini Migration Centre, and academic institutions such as Bicol University for members of primary, secondary and tertiary academic institutions in the regions covered using these guidelines. The first focused on training on how to create a support system within the academic institutions to respond to the needs of children of Overseas Filipinos (OFs) and to reduce the social, psychological and financial costs of migration for migrant families. These support systems are composed of the provision of (i) guidance and counselling and other social services; (ii) financial literacy training and (iii) mapping and organising of children of migrants.

Based on this training, the various institutions involved then embarked on quite varied ways of implementing this support system depending on their context and capacities as outlined below. For example, for the provision of guidance and counselling, some schools set up support groups composed of faculty, guidance counsellors and student leaders to provide advice, guidance or counselling to children of migrants depending on the need, ranging from career choices to coping with absentee parents to cases of sexual abuse. Likewise, the local school board in Tabaco City funded a training of trainers session for officials of the Department of Education in Bicol so that they are able to conduct pre-migration orientation seminars for families/residents in select cities in Bicol in order to ensure potential migrants and their families are well informed of their rights, options and the consequences of migration, both positive and negative. Sorsogon City has also created special scholarships and summer internship programmes for selected children of migrants to help provide them with income during the summer breaks.

Some schools also went on to conduct regular financial literacy trainings and programmes, with topics covering mechanisms for savings, appropriate use of remittances, etc. both for children and adults. The schools were instrumental in establishing the Batang Atikha (Atikha Children) Savers Club which in 2016 has an accumulated savings of approximately \$180,000 involving around 3,000 families



↑ The organisation Children of Migrants in Legazpi was created after the mapping exercise done by Bicol University and City Government of Legazpi

Refer to the JMDI Case Study **“Collecting Data at the Local Level to Enhance Migration Management for Development”**, Calabarzon Region, Philippines

The JMDI **“Guidelines on Mainstreaming Migration into Local Development Planning”**

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in various localities in Calabarzon. Though this activity, the children are taught the value of saving and using remittances for more productive purposes.

Some universities also took on a strategic role in generating local migration data which started when a survey was conducted by Cavite State University (CSU) and Bicol University to collect migration data on children of migrants to help Local Government Units (LGUs) and other stakeholders to prepare evidenced-based policies, programmes and services. Originally conceived for the Calabarzon region, the questionnaire prepared by CSU is now serving as a model for other regions, thus improving local migration data collection, analysis and management.

With children of migrants mapped, profiled and studied in select localities, the LGUs and academia have now started to organise children of migrants into groups. In each of the University of Rizal System campuses, students who are children of migrants are paired with a faculty adviser. For example, the Children of Migrants in Legazpi (CML) group was created with the help of the city government and a university, which served as a support network for the children of migrants with members as young as 12 years old. It is envisioned that they, too, shall be represented in the local migra-

tion and development councils to provide them with the opportunity to present their needs and concerns, receive support or conduct joint programmes and activities with the other members of the council. Despite being newly established, CML already participated in co-organising Legazpi City’s activities for the 2016 Month of Overseas Filipinos to bring more awareness on migration and development. CML is also co-organised a youth camp in April 2017 where other children of migrants gathered to expand networks while learning about leadership, innovation, etc.

The second training component focused on building the capacity of tertiary academic institutions and research personnel to conduct migration-related research for more evidence-based policy making and thus more effective development, implementation, monitoring and evaluation of local projects. This was carried out through two three-day training programmes covering four regions and the provision of follow-up coaching for state universities and colleges (SUCs) and higher education institutions (HEIs).

Finally, the involvement of key university institutions in establishing or sustaining local migration and development structures has also been a key success factor for the sustainability of migration and development approaches. For example, the University of Rizal System has taken the lead role in the Migration and Development Council, a local structure composed of representatives from the government, civil society, migrants/families/groups, private sector and other relevant local actors.

This council was established to discuss migration and development issues, advocate in policies and programmes, and establish synergies among the various migration and development activities implemented by various stakeholders in a given locality, including the operation of the Migration Resource Centre – a one-stop resource centre for migration and development in the province of Rizal. The nature of this institution allows it to take on migration and development innovations without being directly affected by changing political dynamics, and to bring together other actors who are qualified to respond to certain migration issues. In this sense, the University of Bicol, the Polytechnic University of Laguna State, the University of the Philippines Visayas and the University of the Philippines Centre for Integrative and Development Studies that hosts the UNITAR CIFAL's office in the Philippines are emerging as migration and development knowledge centres in their respective regions. These learning centres offer an array of partnerships with the local governments, institutionalising the knowledge produced through the use of research on policy formulation and planning. Furthermore, the Development Academy of the Philippines offers a course on migration and local development to local officials and mid-level national government officials.



↑ Capacity building activity conducted in Bicol with teachers, school administrator, guidance counsellors

In order to ensure the sustainability of the contributions of academic institutions to enhance the understanding on migration and development in the Philippines, the national DepEd has appointed one focal person for migration and development in the cities of Tabaco and Legazpi, dedicated to coordinating initiatives that relate to migration and education, training for teachers and school administrators, as well as representing the DepEd in the regional and local Migration and Development Councils. In addition, the regional Committee on Migration and Development (CMD) in Bicol issued a resolution that manifests the commitment of all DepEd divisions to promote or implement migration and development programmes at the school level. Furthermore, each of the public regional CMDs in the Philippines appointed a representative from either the State Universities and Colleges or the Higher Education Institutions and the Department of Education.



↑ Legazpi City in Bicol partnered with the Social Action Centre and Bicol University to conduct research on migration and development and map out migrant families

Key lessons learnt

- **Partnerships with academia offer a variety of opportunities**
The whole spectrum of migration and development policies and programmes is comprehensive and diverse, and local governments alone cannot plan and implement them. Thus, they require partnerships and cooperation with as many entities as possible to create synergies and enhance the effectiveness of their policies. This is particularly important when the positive intention of LGUs in implementing migration and development programmes is smeared with “political motivations”. To avoid this, LGUs may link up to “trusted actors” – academic institutions being one such actor. Moreover, academia is a more permanent and sustainable local structure that can support local governments in mainstreaming migration and development and that outlast political terms. As such, the academia should be provided with a space and training on migration and development which can give them the room and capacities they need to flourish.
- **In order to develop successful school based programmes on migration and development, data collection is essential**
Data collection on migration and development can be difficult to acquire, particularly at the local level. Yet it is essential to ensure the programmes respond to real needs and are therefore effective. Thus, it is important to train and assist LGUs in gathering and analysing migration and development-related data.
- **A bottom-up approach to building partnerships between academia and local actors works, but has its limitations**
Whereas previous experiences in integrating migration in school curricula by collaborating with national governments have not been sustainable, the project has shown that working with regional offices and local CSOs is more

effective. Political changes at the national level and the levels of bureaucracy are obstacles that are not present in the local to local collaboration. There are, however, limitations in the capacity and resource availability of local actors can be addressed through financial support from the national level and the provision of regular training and coaching.

Recommendations

→ **Create national policies on school-based migration and development programmes to ensure their sustainability**

The issuance of a national policy based on the lessons learnt at the local level would facilitate the implementation of the school-based migration and development programmes in all regions of the country, together with the allocation of the necessary financial and human resources.

→ **Appoint specific migration and development focal persons in the governmental divisions dedicated to education in areas with high rates of emigration to improve the quality and quantity of migration and development programmes**

This would ensure the commitment and ownership of various government sectors in integrating migration and development into the academic system and other relevant public instances. In addition, these focal points can provide regular capacity building to other private and public actors, such as the local Planning and Development Officers and PESO Managers, on mainstreaming migration into development planning which would also ensure the sustainability and replicability of the programmes.

→ **Academia should conduct further research on migration and development at the local level to tailor suitable policies and school-based programmes and address the needs triggered by migration**

For example, research could look into the profile the children of migrants and conduct a comparative analysis of the impact of parental absence – whether migrant or not – as well as on the impact of remittances on reducing poverty at the local level.

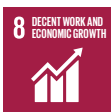
→ **Institutionalise the preparatory training for departing migrants within academia in order to render these initiatives more sustainable**

Because of the growing recognition and appreciation of the role and contribution of the academia in managing migration for development, it is recommended to institutionalise the pre-migration, pre-employment and pre-departure orientation seminars within academic institutions (known in the Philippines as PMOS, PEOS and PDOS) as a diploma or certificate to enhance their credibility, utility, and value. Among other things, this strategy would help reduce bogus PDOS providers and prevent preparatory session from being conducted too soon prior to departure, leaving little time to really prepare. Moreover, it would make migration planning a joint effort between migrants and their families by ensuring both attend sessions together and are able to plan on the future of the entire family.

Linkages to the SDGs



4.7 – By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.



8.3 – Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services.



17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Mainstreaming Migration into the Design, Implementation, and Evaluation of Public Policies



Key Words

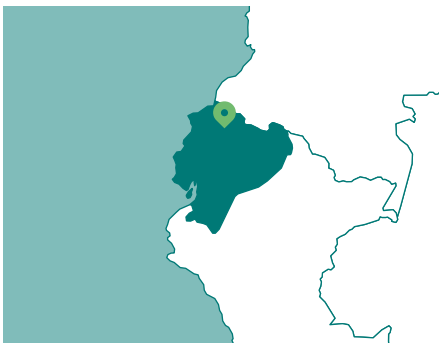
Social inclusion,
Economic inclusion,
Multi-stakeholder partnerships,
Inter-institutional approach



Location

Province of Imbabura,
Ecuador

Introduction



This case study analyses the process of mainstreaming migration into local development planning as a crucial factor for the design of effective programmes and public policies for local development. This process has the aim of mainstreaming migration into public policies with the support of a multi-level actors (national government, local government, NGOs, international cooperation bodies, community organisations and academia, among others).

Realising that both the nature of migration and the context in which it takes place are very varied and complex, it is important to generate public policies that manage this context and allow the potential of migration to be harnessed. In this regard and given the multifaceted nature of the relationship between migration and development, any intervention needs to be systematic and inclusive and ensure that migration is included in development planning and policies in a coherent manner, avoiding disjointed actions. This helps boost coordination between government agencies and other relevant actors, generating better public policies.

Although migration mainstreaming processes tend to take place at the national level, their integration and implementation at the local level is crucial for maximising

the potential of this relationship between migration and local development. This is especially relevant because it is local and regional authorities (LRAs) who find themselves at the forefront of addressing the needs, rights and complex situations of migrants by providing different services. This implies the need to mainstream migration into legislation, policies, and public programmes at local, regional and national levels, as well as in all sectors such as housing, education and social security. It also must involve mainstreaming migration and development into planning public policies, including their design, implementation, monitoring and evaluation. Indeed, migration and development need to be institutionalised at all levels of government, so that the mainstreaming of migration becomes standard practice in the planning of local public policies.

Context

To begin, it is important to highlight the concept of “human mobility” adopted by Ecuador and the Provincial Governments. This comprehensive vision includes anyone who ‘experiences mobility’, thus promoting non-discrimination against internal or international migrants, asylum seekers, refugees, etc. This conceptualisation also reflects the human rights-based approach adopted by Ecuador in general and in its management of migration. This approach importantly recognises and promotes the equal application of rights of all residents, regardless of their social or migratory status.

In line with this, in 2014, the Decentralised Autonomous Government of the Province of Imbabura (GADPI) and its Provincial Government (Patronato Provincial) recognised the need to mainstream migration into its territorial planning and service management model in order to address the complex dynamics of migration and displacement in the province. This was done by generating opportunities for migrants and displaced persons so that they are able to make the most of their different abilities and become agents of change in the province from the moment when they became part of the community. Implementation of this model was carried out with the support of the UN Joint Migration and Development Initiative (JMDI) within the framework of the project “Strengthening the Decentralised Autonomous



↑ Prefect of the Province of Imbabura, Pablo Jurado, participating in the recreational activities of the Provincial Government with children from the province

Governments (GADs) of the Northern Zone of Ecuador on Human Mobility Issues”. The objective of this supported project is to contribute to the generation of synergies and institutional capacity of local authorities, so that the various challenges presented by the migratory dynamics along Ecuador’s northern border can be addressed.

This area is marked by an extremely high presence of Colombians in need of international protection (approximately 49 per cent of the total number of Colombian refugees in Ecuador), immigrants (also from Colombia but without refugee status) and return migrants (especially from Spain and the United States).

The capacity of the GADPI to mainstream migration into local development plans was facilitated by the adoption in 2008 of the Political Constitution of Ecuador, which strengthens the processes of decentralisation and transfers competencies – in terms of administrative powers and public policy management – to the decentralised autonomous governments, including providing specific attention to migrant groups.

Overview of the practice

The mainstreaming process adopted by the Provincial Government responds to the need to mainstream migration and displacement into the different areas of public policies and to provide specific services and policies for migrants and displaced persons, on a par with those for other residents.

To determine the services and public policies designed with a focus on human mobility, the GADPI undertook a specific needs assessment in 2013 that highlighted the main critical nodes. Then, in 2015, it undertook a direct public consultation through participatory assemblies. At these assemblies, people from the Imbabura Province were gathered to share their needs and issues. The meetings included working groups on programmes and projects for priority attention groups, such as children, young people, the elderly and migrants and displaced persons.

Based on this needs assessment, the Provincial Government developed its Annual Operating Plan (AOP), which includes specific actions relating to migrants and displaced persons. The plan included the allocation of a budget and the formation of teams made up of leaders and experts to ensure the sustainability and institutionalisation of the mainstreaming process.

In early 2015, the provided budget and human resources in place led to the creation of the Human Mobility Unit (HMU), which implemented the JMDI-supported project that aimed to increase migrants’ and displaced persons’ social and economic inclusion. To achieve this objective, and as part of the mainstreaming exercise, the other units within the Provincial Government (i.e. Food Sovereignty, Health Services, Domestic Violence and Disability etc.) included migrants and displaced persons as their beneficiaries. To effectively do so, these units integrated new targets into their programming that related to the needs and experiences of migrants and displaced persons.

As a reflection of the GADPI’s institutional commitment to mainstreaming and institutionalising the issue of migration within its management model, the HMU technical team was included in the Provincial Government’s payroll and were charged with supporting and complementing the work of the various units in the Provincial

Government. This team was composed of a management technician and experts in project management, human mobility and local development who, in addition to ensuring compliance with the actions contained in the AOP, were required to promote inter-institutional coordination, in particularly with government agencies that have a presence in the territory. In addition, the HMU team consistently coordinated with the teams in the other units.

In order to analyse which proposals could be implemented through inter-institutional coordination, the Provincial Government conducted a mapping exercise of public and private actors working in the province with different priority attention groups, which included migrants and displaced persons. This made it possible to know what resources (economic, human, informational, etc.) and working models were to be deployed in the territory so that the Provincial Government could identify strategic partners. This analysis then led to coordination with other national actors who were working at territorial level – such as The Ministry of Public Health, the Ministry of Economic and Social Inclusion, the Ministry of Education and the Ministry of Foreign Affairs and Human Mobility – in order to ensure that both the protection and rights of the target population are safeguarded.



↑ Alejandra, a refugee woman and leader of the “Leaving Tracks” Association (Dejando Huellas), participating in handicraft training offered by the Provincial Government

To underpin the process of mainstreaming migration, the Provincial Government promoted the institutionalisation of the GADPI management model, and, with the support of the Provincial Human Mobility Working Group, generated and approved the Ordinance for the Promotion and Protection of the Rights of Migrants, Displaced Persons, and their Family Members in the Province of Imbabura. This ordinance declares the promotion and protection of the rights of migrants and displaced persons as public policy, and establishes the Provincial Government’s HMU as the agency responsible for the coordination and implementation of actions, as well as the coordination with the different levels of government and public and private institutions that have territorial relevance in migration. Also, the coordination that the HMU established with the Provincial Human Mobility Working Group led to synergies with the more than 70 public and private actors which allowed for joint and complementary work, reducing the associated costs and optimising its human and financial resources.

To ensure the accessibility of the actions it carries out, the Provincial Government and all its units reached out to the communities of the municipalities of the province – an effort referred to as “Rights Caravans”. In this way, the various unit teams made direct contact with migrants and displaced persons and came to understand their needs and living conditions first-hand. This experience then informed the Provincial Government’s services.

With the aim of mainstreaming migration into local development, the Provincial Government carried various initiatives that were supported by the JMDI and institutionalised by the AOP. One of the main priorities of these initiatives was to ensure that the rights of migrants and displaced persons are protected and that they have access to public health, education and housing services, among others.

In addition, activities were launched to create economic opportunities. These activities included entrepreneurship fairs, training in crafts, and support for the management of micro-enterprises.

The Provincial Government also promoted participation as a way to ensure the political inclusion of migrants and displaced persons. In this regard, migrants and displaced persons were encouraged to actively participate in the GADPI’s decision-making spaces. In 2015, the Provincial Government held the presidency of the Violence Network. The Provincial Government lobbied the Network to include the “Leaving Tracks” (*Dejando Huellas*) Association – composed of refugee and Ecuadorian women in vulnerable situations – as an active member because of the support and capacity building it provided.

Refer to the JMDI Case Study “**Managing migration and development through inter-governmental coordination**”, Province of Imbabura, Ecuador

The JMDI “**Guidelines on Mainstreaming Migration into Local Development Planning**”

The JMDI and IOM “**White Paper – Mainstreaming Migration into Local Development Planning and Beyond**”

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Core module: Introductory module on migration and local development

→ Topic 3: Migrants as local development actors

Module 1: Managing the link between migration and local development

→ Topic 2: Local development and migration: coordination, synergies and policies

Module 3: Empowering migrants at the territorial level

→ Topic 2: What are the services for migrants and their families in territories of origin and destination?

Module 5: Increasing the impact on development through integration and re-integration policies

→ Topic 1: The paradigms and challenges of migrants’ integration and reintegration and their impact on development

Because of the acknowledged contribution and commitment of the Association, it was appointed as the Technical Secretariat of the Violence Network. Thus, the women in the Association were able to coordinate actions with corresponding bodies to prevent gender-based violence, discrimination and xenophobia against migrants and displaced persons by protecting victims and restoring their rights. As a result, the policies and actions of local authorities have become more effective and have enhanced the empowerment and confidence of migrants and displaced persons.

Another initiative that was developed focused on raising awareness to challenge discrimination and xenophobia that hinder the process of migrants' and displaced persons' social and cultural inclusion. This was done through the dissemination of communication products as well as broadcasts on radio and television specials.



↑ Tania Endara, Administrator of the Provincial Government, working on capacity building activities with the “Leaving Tracks” (Dejando Huellas) Association made up of refugee and Ecuadorian women in vulnerable situations

Key lessons learnt

- **Mainstreaming migration leads to more holistic and inclusive territorial development planning**
When migration is incorporated into the various aspects of territorial planning and the design of public policy, services can be more inclusively offered, regardless of one's nationality or migratory status. These services then complement one another in accordance with each individual's specific needs, thereby promoting comprehensive human development. Thus, migration is identified as simply another dimension of development and not as an isolated problem.
- **Conducting a needs assessment directly with the target population provides greater clarity for mainstreaming migration**
The participation of migrants and displaced persons in the needs assessment is crucial for accurately identifying what services are not accessible to them and what specific actions must be taken. After collecting this first-hand knowledge, it is possible to ensure that migrants and displaced persons have equal access to services and that migration is incorporated into development plans and actions.

→ **Inter-institutional coordination is a key component of mainstreaming migration**

Coordination promotes and strengthens the role of the local authority as the manager of public policies and local development. It also allows for the better use of (often scarce) resources and different areas of expertise; thereby broadening the scope of the local or regional authority's actions. Moreover, inter-institutional action brings an inter-disciplinary perspective that helps understand the influence that migration has on different aspects of local development.

Recommendations

→ **Strengthen the direct participation of migrants and displaced persons**

Participation guarantees co-responsibility, the legitimacy of actions, and creates a basis for the sustainability of processes. To increase participation, the awareness of migrants and displaced persons must be raised so that they can take on this responsibility.

→ **Build the institutional capacity of local authorities (and other key actors) in monitoring, evaluation and planning**

To sustain the process in the long term, there is a need to be aware of the changing dynamics of migration and local development, as well as the ways in which they influence each other. Therefore, it is essential that local authorities, local government, international organisations and civil society organisations, for example, use tools to monitor and evaluate their actions so that they can better understand the impact that their actions have had on migration and development.

→ **Build awareness**

The education of the general population should be continuous, using tools and products that help them properly conceptualise the dimensions of migration. When public discussion is facilitated and public's awareness is raised, stereotypes can be broken down to better promote inclusion.

Linkages to the SDGs



10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



16.B – Promote and enforce non-discriminatory laws and policies for sustainable development.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

Collecting Data at the Local Level to Enhance Migration Management for Development



Key Words

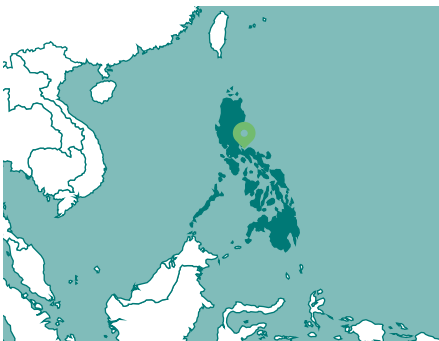
Data collection,
Local development



Location

Calabarzon Region,
Philippines

Introduction



This case study reveals the various innovative manners in which local data on migration is generated in the Philippines. Data collection is the process of gathering and measuring information on targeted variables in an established systematic fashion, which then enables one to answer relevant questions and evaluate outcomes. Migration data is essential in order ensure that policies and programmes relating to migra-

tion management, migration and development, and migrant participation are evidenced-based, strategic, and thereby effective. Yet, it is often difficult to obtain comprehensive, accurate, accessible, real-time and disaggregated data on migration, particularly at the local level. In the Philippines, this is challenging due to a lack of national identification system for Overseas Filipinos (OFs); unharmonised databases and platforms used by various government agencies; an absence of common terminologies (for example, a migrant vs. OFs); and varied time series in data generation.

To address this gap, innovative techniques have been conceptualised and implemented at the local level to generate migration data. Some of the ways to do so include using existing surveys and administrative data from national and local

governments, as well as enhancing or creating additional surveys and questionnaires to generate further data related to migration. The objective of this collection of data at the local level is to ensure that gathered data is as accurate as possible in order to best respond to the needs of OFs and their families. Indeed, in this case study, it is demonstrated that gathering data at the local level is key to obtaining the most accurate and relevant information on migrants and their families.

Context

Recent estimates gathered by the national government found that 10.23 million Filipinos live or work overseas, accounting for 10 per cent of the Philippine population. These OFs are categorised as **i)** permanent migrants (48 per cent), **ii)** temporary workers (41 per cent), and **iii)** irregular migrants (11 per cent).

The administrative data on migration collected by national and regional offices such as the Commission on Filipinos Overseas (CFO), Philippine Overseas Employment Administration (POEA) and Overseas Workers Welfare Administration (OWWA) is disaggregated into similar categories in areas such as: destination countries, work/profession, age, sex, occupation and educational background. However, data collection is limited and divergent in terms of scope: CFO data can be disaggregated up to the city/municipal level while POEA and OWWA data can be disaggregated only up to provincial level.

As these limitations suggest, there is much information on migration at the local level to be systematically understood. Moreover, there is some useful information to still be uncovered, such as data on return migration, the economic status of migrants, as well as migrant investments in their communities of origin. In order to address these shortcomings, various local governments initiated their own data collection and/or mapped out the migrants and their families within their respective communities. This was done through information collected by barangay (village) health workers or the Public Employment Service Office (PESO). Some LGUs also developed Community Based Monitoring Systems with their own funds to generate better data. As such, these initiatives developed by LGUs filled a notable gap in national data collection by instituting a comprehensive, local level approach.

Overview of the practice

Since no single data collection and analysis process was available to provide succinct, detailed information on the profile of migration at the local level, various methodologies and strategies were utilised – institutionalising a mixed-model approach – to develop a more in depth analysis. As such, in order to collect this data and lower the financial cost of doing so, collection was executed in a strategic manner – drawing from existing resources and gathering additional information during pre-structured meetings/events where the target population was present. This was done by **i)** performing a more in depth analysis of the city/municipal level by extracting relevant data from four censuses/surveys; **ii)** executing a specific questionnaire on migration through the Community-Based Monitoring System; **iii)** carrying out a survey among Filipino migrants; and **iv)** conducting a survey among children of migrants. The specific details these developments are explained in more detail below.

Under this project, the principal actors in generating local migration data are tool developers and data collection partners, whose work complemented each other

and took the form of a multi-stakeholder, inclusive approach. Tool developers (civil servants and experts in data collection) create the instruments necessary for data collection and conduct activities to gather migration data. In the Philippines, the Philippine Statistics Authority (PSA) and the Community-Based Monitoring System (CBMS) Programme Office are the main developers of instruments for generating local migration data. As the central statistical authority of the Philippine government, the PSA has the mandate of preparing and conducting periodic census on population, housing, agriculture, fisheries, business, industry, and other sectors of the economy. The CBMS Programme Office in the Philippines, on the other hand, implements its system of data collection and processing at the local level, and also provides capacity-building activities in data analysis, interpretation, and poverty diagnosis. Moreover, data collection partners are mostly local actors, including the planning and development office of LGUs, migrant associations, and academic and research institutions. Their direct participation in data collection enhances accuracy and provides a wider scope of local data, thus enriching the quality of migration statistics derived at the national level.



↑ Training session given by the Philippines Statistical Office of the region IV to assist universities in collecting local data on migration and migrant associations

With regards to the in-depth analysis performed by SUMMID using the data from four censuses/surveys (including the Census of Population and Housing (CPH) and Survey on Overseas Filipinos (SOF)), this allowed for the generation of data at the city/municipal level to thereby inform LGUs of the local migration profile. The CPH is an extensive survey that is conducted by the Philippine Statistics Authority (PSA) every five years. This is the main source of information on the Filipino population, as it includes details relating to the demographic, social, economic, and cultural characteristics of the population. The CPH is useful for generating broad, quantitative, socioeconomic data on OFs. On the other hand, the SOF is a nationwide survey performed yearly by PSA. It gathers data on the size and the socioeconomic characteristics of OFWs and their family members who have left the country in the last five years. It also generates data on migrant remittances and the modes of remitting, which are useful for determining the size of remittances per year and for planning specific interventions on how to mobilise these resources for local development. Both the CPH and SOF are fully funded by the national government and thus are of no cost to LGUs.

BOX 1 – QUESTIONS IN THE CBMS MIGRATION RIDER QUESTIONNAIRE

- 1 How many household (HH) members/former HH members are Overseas Filipino Workers, immigrants and residents in other countries?
- 2 Who among your household members/former household members are Overseas Filipino Workers, immigrants and residents in other countries?
- 3 Is _____ male or female?
- 4 In what month, day, and year was _____ born?
- 5 Is _____ land-based or sea-based?
- 6 (For land-based worker): In what country did _____ stayed the longest when he/she left the Philippines?
- 7 How long did _____ stay in (country or on ship if sea-based)?
- 8 What was _____'s reason for leaving the Philippines (the last time)?
- 9 On _____'s last return, what was the main reason for his/her return?
- 10 Does _____ plan to return permanently to the Philippines?
- 11 What are _____'s plan/s when he/she returns to the Philippines permanently?
- 12 For which was the last remittance of _____ spent?
- 13 What kind of services does _____ want to avail?

The second strategy employed was to integrate migration-related aspects into the 'Community Based Monitoring System (CBMS) Migration Rider Questionnaire'. A 'rider' questionnaire is a set of additional questions that is administered in parallel with the core questionnaire if the LGU in question requests this. This specific Rider Questionnaire generated a wide range of LGU-specific indicators (14 at the minimum) such as health, nutrition, housing, water and sanitation, and employment and income that are being measured to determine the welfare status of the population and the multi-dimensional aspects of poverty. It is conducted by the CBMS Network in partnership with the local government and the Department of the Interior and Local Government. The timeframe depends on the LGU but is usually conducted every after 3 years. Integrating migration-related aspects into this was achieved by adding 13 questions to ascertain the number of OFWs in the households, their socio-demographic profile, their reason for leaving the Philippines and for returning, how the remittances they sent were spent, and the kind of services they would like to receive. A summary of the 13 questions are given in **Box 1**.

The execution of the survey was also strategic because it involved the LGUs not only as data collection partners but also as data analysts and thus allowed them to become more knowledgeable on the matter and better incorporate this processed data into their planning and policymaking endeavours. However, unlike for the CPH and SOF, the LGU bears the administrative cost of this survey.

With a view to enhance the capacities of LGUs to take on such data collection, the CBMS Programme Office also provided free technical assistance to any LGU that decided to adopt the CBMS. The assistance provided consists of a wide range of capacity-building activities on the entire CBMS process, including: training on data collection, data analysis and interpretation; poverty diagnosis through CBMS; and

impact analysis. Additionally, partner-LGUs are also provided with computer software systems for data processing on a complimentary basis. Under the SUMMID Calabarzon, 30 LGU representatives were trained which resulted to 12 LGUs having included the rider questionnaire in their CBMS. This expanded the data collection and availability of migration-specific data for the LGUs.

As of January 2016, CBMS is being implemented in 75 provinces (32 of which are province-wide), 891 municipalities and 74 cities, collectively covering a total of 23,932 barangays in the Philippines. It has been adopted by the National Anti-Poverty Commission, the Department of the Interior and Local Government, and the PSA as a local poverty monitoring system and as a tool for localising the Millennium Development Goals (and Sustainable Development Goals). As early as 2001, memorandum circulars and policy resolutions were issued by these government entities, recognising the value of CBMS and enjoining the support of LGUs toward its implementation at the local level to strengthen the local statistical system.

The third strategy utilised was the Survey of Filipino Migrants – a tool developed by PSA Region IV-A for the SUMMID Project. This survey allowed for the collection of detailed information on their demographic and economic characteristics; household in the Philippines; life overseas; as well as the last time they returned to the Philippines; the next time they plan to return; and their plans for returning to the Philippines for good. The collected data was useful for verifying or supporting information gathered from other surveys.



↑ Some of the participants of the training session on collecting local data on migration and migrant associations

The survey was piloted in a number of fora/meetings/conferences overseas for OFs/OFWs, which were organised by Atikha Overseas Workers and Communities Initiatives (a local nongovernment organisation), among other entities, with the help of migrant leaders overseas.

While attending these meetings/fora, the participating migrants also completed the questionnaire, which was then collected by Atikha and later analysed by NEDA and PSA. To be effective as a data collection tool, this survey requires the active involvement of migrant associations because the association can take this on as part of their programmes and services for their members. The data can also help the associations in implementing relevant and responsive programmes. Moreover, by using the association in data collection, it will also lessen the costs of hiring data collectors in other countries.

The fourth strategy utilised in generating local migration data is the Survey of OF Children. The emphasis on OF children in this survey presents an innovative way to look deeper into the positive and negative impacts of migration. Focusing on the children of OFs, the survey tries to better understand their communication with their parents; the economic cost and benefit of migration; the social cost and benefit of migration; and their coping mechanisms. This survey was a customised tool developed by Cavite State University for the SUMMID Project. The involvement of the academia was a strategic way to encourage the participation of all relevant

Refer to the JMDI Case Study **“The Key Role of Academia in Supporting the Mainstreaming of Migration into Local Development Planning”**, Calabarzon, Bicol and Western Visayas Regions, Philippines

The JMDI **“Guidelines on Mainstreaming Migration into Local Development Planning”**

The JMDI and IOM **“White Paper – Mainstreaming Migration into Local Development Planning and Beyond”**

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Module 1: Managing the link between migration and local development

→ Topic 3: Data on migration and local policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

→ Topic 4: Working with diasporas/migrant associations in territories of origin and destination

Module 3: Empowering migrants at the territorial level

→ Topic 3: Promoting and engaging migrant organisations
→ Topic 4: Promoting political participation and engagement in policy-making

stakeholders in migration and development activities. Furthermore, as a result of its success, it was also replicated in Legazpi City under the JMDI Bicol project.

To effectively ensure that the various strategies were successfully implemented, various consultations, workshops, testing and piloting, and advocacy with national and local actors were conducted primarily by the NEDA, PSA and the CBMS Network. The pre-testing of the surveys was also timed to coincide with other activities in order to minimise costs, such as the investment promotions and marketplace events overseas (for the survey on migrants) and academic calendar year (for the survey on children).

Furthermore, in order to share the good practices extracted from this experience, a guide to generating local migration data was prepared, drawing from the experiences and insights gathered throughout the project. As such, this guide presents the strategies in generating local migration data, as explained above, and the target users of this guide are primarily the planning and development office of LGUs, civil society organisations working on migrant issues, academic and research organisations, and other migration and development stakeholders. This guide is intended to be a dynamic document that is continually updated and improved upon in order to incorporate new lessons and innovations obtained from its adoption by other stakeholders.

Key lessons learnt

- **A mixed method approach is strategic in gathering local data on migration**
As can be seen from the various sources, each survey has its own uses, strengths and weaknesses; fulfils its own objective; and contributes to a better understanding of migrants and migrants' households through a combination of quantitative and qualitative data. Using a mixed methods approach is important to obtain richer, more detailed knowledge about migrants and other key stakeholders, particularly as it relates to their behaviour, attitudes, and perceptions, which single surveys may not be able to capture. It allows for quantitative data to be complemented with qualitative data.
- **Engaging local actors in the data collection process is an excellent way to promote broad-based participation in migration and development processes**
The national-based administrative data from the CFO, POEA and OWWA remain to be the primary source of migration data. Their collective information can be enhanced further through better data collection strategies in the regional offices in partnership with local governments. The local actors, especially the planning and front-line officers, are a valuable source of information and know-how in data collection methods because they know what information is important to gather. In addition, they are very familiar with the community and can identify the best sources of information. For example, in the earlier stage of mapping the OFs in Naga City, the barangay (village) health workers were the first source of information since they knew who had a migrant relative among the families in the barangay. However, it is important that their capacities are properly and adequately enhanced on data collection, processing, and analysis.

Recommendations

- **One way to fully enhance the capacities of data collection partners is to provide them with skills, information and competencies on other equally important processes such as designing and implementing action research projects and communication plans**
To fully appreciate the value of data and evidence, they need to understand the many uses of survey outputs in development. Tools like surveys are a means to an end, which is to generate accurate and relevant data that can be used for more effective planning, budgeting, policy formulation, research, and communication.
- **Resource allocation, sourced from both public and private entities, is essential for generating better data**
Surveys like the CBMS Migration Rider Survey, Survey of Filipino Migrants, and Survey of OF Children are not funded by the national government and thus have to be subsidised internally by the LGU or the university. This may not be a problem for resource-rich local governments or universities but may be a challenge for others. Creativity in resource mobilisation is essential. One way to approach this is to develop a long-term project on migration and development with research and extension components that partly include data collection on migrant issues. The project may draw funds from the university's yearly budget or may also tap external funding from

international organisations and NGOs. An LGU that does not have adequate personnel to carry out the CBMS survey may tap college students, out-of-school youth, and unemployed people in the community as administrators of the surveys.

→ **Creating synergies among concerned agencies with data collection mandate are important in order to have an updated, accessible, comparable data across local areas in the Philippines**

This means better collaboration between administrative data collecting agencies such as the CFO, PESO, POEA and OWWA and survey implementing entities such as the PSA, CBMS and academia in defining terminologies, data collection and analysis, and public dissemination, among others. To support this, an Inter-Agency Committee on International Migration Statistics was created in 2016 with PSA in the lead. The Committee is envisioned to create these synergies for better national and local migration data.

Linkages to the SDGs



8.3 – Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalisation and growth of micro-, small- and medium-sized enterprises, including through access to financial services.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.18 – By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts.

Developing Territorial Migration Profiles for Effective Migration and Development Policies



Key Words

Decentralised cooperation,
Data collection,
Local governance



Location

Region of Sédhiou,
Senegal

Introduction



This case study examines the creation of migration profiles to guide and inform local development policies. Migration is a constantly changing phenomenon and qualitative and quantitative data can serve to better understand its complexity. Given the significant differences in migration patterns from one territory to another, data collection on migration must be adapted to each context.

The creation of municipal migration profiles is a useful tool for local authorities and their local partners, such as civil society organisations and the immigrant and emigrant communities. These profiles are intended to facilitate a better understanding of migration and development issues, and to improve municipal governance in the field of migration and local development.

Although data collection is sometimes difficult, it is an essential step for developing comprehensive public policies. Indeed, data illustrates the needs of the target populations; thus, providing information about the context in which the public policy is applied to ensure successful policy implementation and the achievement of its objectives.

In many countries, this data is often incomplete, out of date or non-existent. In addition, collecting data is often a challenge due to a lack of resources and an incomplete knowledge of how to effectively do so. Despite these difficulties, local and regional authorities remain the best positioned to gather this information given that migration is first and foremost a local phenomenon. Local and regional authorities are also able to capitalise on their proximity to NGOs and migrant communities. In this way, local and regional authorities are in a good position to gather diverse information from a broad range of actors. Hence, they have an elevated understanding the phenomenon of migration and can provide vital information that national surveys cannot.

Identifying the profile of migrants through reliable data collection is therefore essential so that the development of local policies meet migrants' needs, while promoting local development and dispelling myths that are associated with migration.

Context

Since Senegal launched its third Decentralisation Act in 2012, municipalities have had strengthened powers. However, few municipalities have comprehensive local planning tools or municipal governance systems with the capacity to fully manage the issues and challenges related to migration.

The Sédhiou region is particularly affected by migration issues, as an increasing number of people are leaving the region and facing the risks associated with irregular migration. Indeed, due to their geographical location between Gambia (to the north), Guinea-Bissau (to the south), the economic hub of Ziguinchor (to the west) and the migration route to Niger (to the east), the municipalities of the Sédhiou region lie at the centre of multiple migration-related realities, including the presence of immigrant workers, the migration of foreign traders, internal migration, a diaspora settled abroad and the emigration of young people. In addition, these municipalities – located in the third poorest region of Senegal – face challenges of their own, such as isolation, lack of employment opportunities, a large geographic area and the management of natural resources.

Although concerned by migration issues, elected representatives of these municipalities often have little information on the numbers and profile of migrants in their areas and even less often have monitoring tools. Migrants also generally make contact with the local community in an autonomous, ad-hoc fashion, with

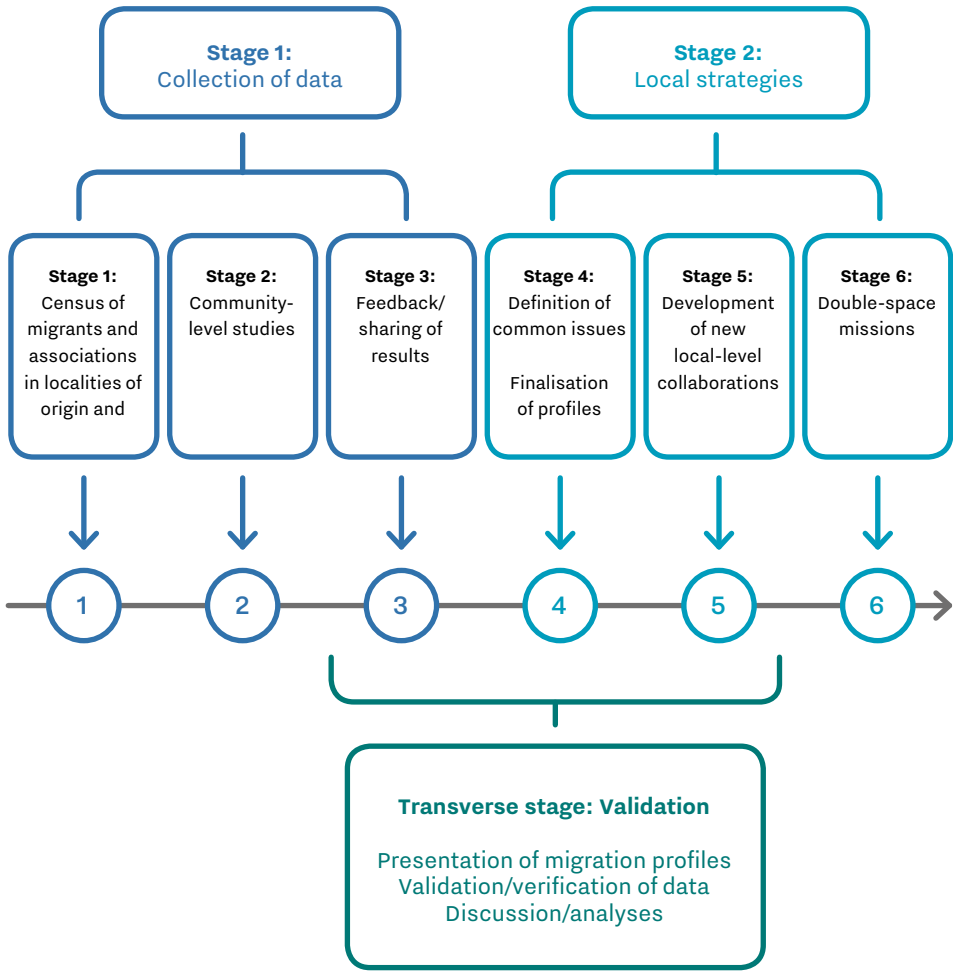


↑ Meetings between the Senegalese diaspora in Spain and elected representatives were held within the framework of PAICODELS, led by Grdr and the Sédhiou Regional Development Agency and supported by the JMDI, to initiate new projects and partnerships for decentralised cooperation

no municipality-wide strategy in place. That is why the UN Joint Migration and Development Initiative (JMDI) supported the PAICODELS project led by the Sédhiou Regional Development Agency (RDA) and Grdr Migration, Citoyenneté, Développement (Grdr Migration, Citizenship and Development) worked together to create and validate territorial profiles and support tools for local authorities in six Senegalese municipalities in the Sédhiou region: Sédhiou, Oudoucar, Marsassoum, Bounkilling, Diaroumé and Goudomp. The methodology used made it possible to involve and attract the interest of local actors, to initiate discussions on the migration-related challenges and opportunities in their municipalities and to start the implementation of local strategies that take migration into account.

Overview of the practice

The process of collecting migratory data and developing local strategies was informed by a methodology developed by Grdr (figure A).



↑ Figure A: The process of collecting migration data and developing local strategies within communities: a territorial facilitation exercise.

Please note that while the figure describes the process presented in this case study, the number of steps and the chronological order may change depending on the context and the particular needs of each territory.

Refer to the JMDI Case Studies **“Establishing Multi-Stakeholder Dialogue to Mainstream Migration into Local Development Planning”**, Regions of Drâa-Tafilalet, Souss-Massa and Oriental, Morocco and **“Collecting Data at the Local to Enhance Migration Management for Development”**, Calabarzon Region, Philippines

The JMDI **“Guidelines on Mainstreaming Migration into Local Development Planning”**

The JMDI and IOM **“White Paper – Mainstreaming Migration into Local Development Planning and Beyond”**

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Module 1: Managing the link between migration and development

- Topic 3: Data on migration and local policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 1: Decentralised co-operation, co-development and territorial partnerships
- Topic 4: Working with diasporas/migrant associations in territories of origin and destination

Module 3: Empowering migrants at the territorial level

- Topic 2: What are the services for migrants and their families in territories of origin and destination?

As a first step, a census of migrants was conducted within each municipality by a recruited consultant. These censuses were used to obtain quantitative data on the place of origin and destination, the reasons for migration, the structuring of associations and the projects implemented. In total, 762 immigrants, 3,243 emigrants, 63 projects and 37 associations were identified in six municipalities. In addition, qualitative data was gathered through interviews conducted by groups of students from Assane Seck University in Ziguinchor with district delegates, locally elected representatives, immigrants, emigrants’ families and civil society in order to obtain a more precise understanding of migratory behaviour at the municipal level as well as the potential local development issues that may arise.

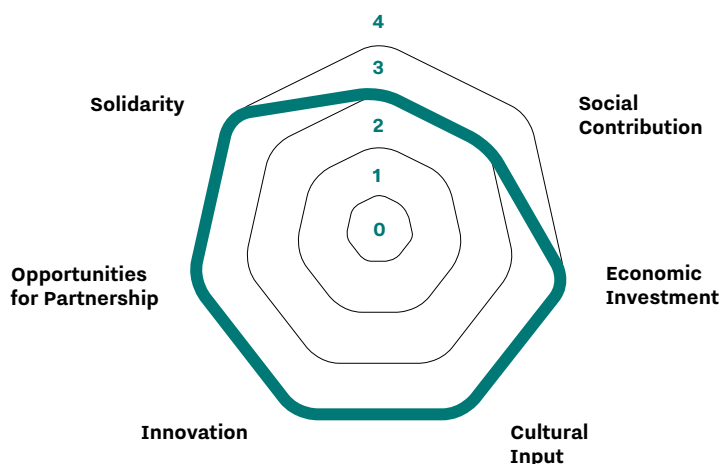
This data was then analysed and cross-checked by Grdr and RDA teams to involve local actors in the assessment and to accurately reflect each municipality’s respective situation (stage two). A database of emigrants and immigrants was created, along with lists of associations and projects led by the diaspora both in Senegal and abroad.

Through local consultation, the information was then fed back in order to facilitate the ownership and engagement of local actors. These feedback activities were conducted by Grdr, the RDA and the Sédhiou Regional Migration and Development Space (EMDS) – a regional body composed of elected representatives and civil society actors (migrant and non-migrant) created to mobilise around the issues of migration and development. The mobilisation of local actors – district delegates, civil society representatives, migrants and migrant representatives – was made possible

thanks to the work of the focal points appointed by the EMDS in each of the municipalities to support the project. These focal points also used the network of contacts that RDAs had in each location to complete this task of mobilisation.

The workshop for sharing results (stage three) is an opportunity for local actors to collectively reflect on the migratory situation in their locality in order to harmonise the data gathered and together lay the foundations of a local migration and development strategy. The data available is analysed beforehand to identify certain associated characteristics, such as emigrants' main destinations, the distribution of migrants by neighbourhood, the history of the flows of migration in the locality, etc. This exercise of data feedback may be adapted according to the number of participants and their specific interests. Moreover, the exercise may be delivered by a local association or a regional actor, as long as the participants are open to actors of all kinds (district delegates, elected representatives, civil society, migrants, etc.). At the end of this third step, Grdr and its RDA partners set up a crucial support activity with the aim of cross-checking this data against local actors' perceptions to facilitate their accuracy and ownership.

Validation/verification is a key step to make the link between the collection and analysis of data and the development of local strategies. Up until that moment, the data collected is nothing more than a statistical sample and cannot, consequently, claim to be comprehensive. With validation exercises it is possible to refine data, distinguish between immigrants and emigrants and initiate a debate on migration issues that is founded upon reliable data. At the end of this exercise, participants have a good overview and better understanding of the different profiles of migrants, as well as the local actors involved in their municipalities. This information allows them to develop future local strategies and other potential collaborations.



↑ The skills radar analyses migrant's contributions

Different techniques make this validation exercise a moment of strategic ownership for local authorities and their partners. On the basis of this data and, for example, by referring directly to specific activities implemented by migrants in their communities, local actors can better understand the relationships between migrants and different actors in the municipality. Participants are then encouraged to create a Venn diagram to represent the stronger and weaker relationships formed between different local actors. This allowed local actors to identify main areas of collaboration and make recommendations for the better integration of migrants at local level.

Another exercise that can be conducted during the validation phase is the evaluation of the contributions that migrants' projects make for their communities. The skills radar can be used on this occasion to visually analyse these contributions. The skills radar is a tool to facilitate the local, in-depth diagnosis of individual or collective co-development projects, which works by scoring each dimension of the project to measure its various contributions to the municipality. Participants are invited to assess projects in terms of their social contributions, economic investments, cultural input, innovation, opportunities for partnership, advocacy and solidarity. The objective of this exercise is to raise local actors' awareness to the fact that migrants' contributions go beyond personal relationships and also include economic, social and cultural benefits. While it can prove difficult to determine the profile of the diaspora, this does make it possible to highlight the advantages or flaws of projects led by migrants in the municipality and to distinguish between a successful initiative – understood as one that benefits migrants and the development of the entire community – and one that is likely to fail.

On the basis of this local, verified data, the second phase establishes local migration and development strategies that are informed by the analysis of the opportunities and challenges brought to the territory by migration. Facilitated by the previous exercises, the discussions that take place (step four) strengthen the dialogue between stakeholders so that they can better respond to the challenges posed by migration. Some of the topics include how to improve collaboration between migrants and local actors, and how to ensure the effectiveness and sustainability of co-development projects. This step helps locally elected representatives have reliable data, as well as lists of the relevant associations and projects, in order to grasp the multiple dimensions of migration. These discussions can then lead on the formation of new collaborations at local level between public and private local actors facing similar challenges (stage five). These local actors have the opportunity to jointly reflect on ways to coordinate their efforts to support migrants' projects, the diaspora, and also to discuss ways of integrating migrants and involving them in decisions making processes.

Based on this data and the strategies developed, the sixth step consists of setting up “double-space missions” between the territories of origin and destination. The Grdr and its partners in the Sédhiou region use the term “double-space mission” to mean the construction of a relationship between actors in the locality of origin and the diaspora in its host location. The creation of migration profiles makes it possible to highlight the links between territories in order to strengthen transnational collaborations.



↑ PAICODELS teamed up with Assane Seck University in Ziguinchor to select students to help localities understand their migratory profile

These double-space missions – which took place between Senegal and the countries of destination for migrants from the Sédhiou region (mainly France and Spain) – made it possible to compare the perspectives of the local territories of origin and the diaspora abroad. This interaction also coordinated the progress of the priorities of the diaspora, as well as the communities of origin and of destination. In addition, these double-space missions offer an opportunity to directly explore ideas for partnership between territories, such as decentralised cooperation agreements with regions in France or Spain, the formalisation of diaspora's associations, and the organisation of joint events between the territories of origin and Senegalese migrants. So far, these missions have helped initiate partnerships, implement new co-development projects and institutionalise the diaspora as a federation.

DEFINITION OF “DOUBLE-SPACE”

The concept of “double-space” can be defined as “highlighting the continuum of territories of origin, transit and destination, so as to build strong and lasting economic, social and cultural linkages between various actors and to be able to identify shared issues and common challenges”.

Key lessons learnt

- **Migration profiles can vary a great deal between municipalities within the same region, despite small geographical distances**
This is particularly so for the origin of immigrants, their reasons for emigrating and their occupations, which can include trade or fishing, for instance. These disparities highlight the need to undertake different approaches from one area to another.
- **Establishing migration profiles must be a participatory process**
The stage of validating statistical data is crucial, since it not only provides an opportunity to present the gathered results to local actors, but it also consolidates the comprehensive information necessary to obtain the gradual commitment of local actors, which is needed for the continuation of the project.
- **The collection of statistical data requires an investment of time and resources**
The collection of quantitative and qualitative data is a long but necessary process that involves checking the figures obtained with local testimonies in order to contextualise and better capture the phenomenon of migration.
- **The creation of migration profiles must form part of a broader migration and development strategy**
The creation of migration profiles should foster a sustainable migration and development strategy. When this data is available, it provides an opportunity for elected officials to establish a territorial marketing strategy that allows them to further identify potential partners for decentralised cooperation.

- **The creation of migration profiles must be done in the ‘double-space’**
Indeed, when collecting data on migrants in both the municipalities of origin as well as the main destination areas of the diaspora, it is easier to note certain behaviours that are not observable in the communities of origin. As such, double-space missions create connections between territories and boost the engagement of the diaspora in the local development of their municipalities of origin.
- **Territorial profiles benefit from the prior appointment of focal points in municipalities**
The presence of focal points within municipalities helps mobilise district delegates more effectively respond to requests and continuously gather new information. In addition, the establishment of support offices for migrants helps link RDAs with municipalities for the long term, and they can lead to future pathways of collaboration.

Recommendations

- **Maintain support for authorities that have developed these tools**
Migration profiles are a support tool for local authorities. To encourage dialogue and ensure the full involvement of local authorities throughout this entire process, they should be supported so that they can maximise the use of the data collected.
- **Update and refine the studies**
As migration is an ever-changing phenomenon, migration profiles should be regularly reviewed and refined. To do this, local stakeholders must know about the context and realities of migration in their territories. Thus, information relating to the profile of migrants and their needs has to be constantly updated in each municipality.
- **Adapt the profiles to local realities**
The creation of migration profiles should continue to be a flexible tool that can be adapted to each municipality's realities, needs and priorities. In this sense, the identification and validation of migration profiles should be adapted to suit the desires of municipalities to seek partnerships, decrease irregular migration or address the situation of displaced persons, for example.
- **Encourage the creation of decentralised cooperation partnerships**
The analysis of migration profiles in municipalities of origin and destination establishes connections between territories. Therefore, it seems appropriate to support local communities in forming decentralised cooperation partnerships that integrate the phenomenon of migration, in order to promote local development in both territories.

Linkages to the SDGs:



8.3 – Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services.



10.2 – By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.

10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



16.B – Promote and enforce non-discriminatory laws and policies for sustainable development.



17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

17.18 – By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts.

An Integral Approach to Mainstreaming Migration into Local Policy Planning



Key Words

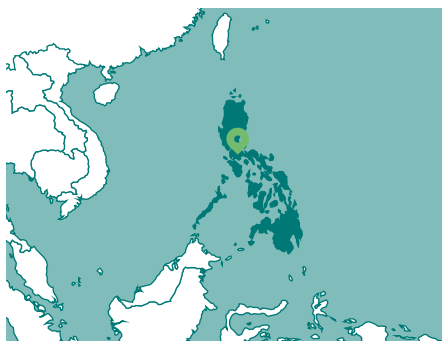
Capacity building, Local planning,
Awareness raising,
Multi-stakeholder partnerships,
Data collection, Policy coherence



Location

Calabarzon Region,
Philippines

Introduction



This case study looks at how to develop an integral approach to effectively mainstream migration into local policy planning, based on the JMDI experience in the Philippines. Mainstreaming migration into local policy planning can be defined as a process that aims to incorporate migration within various related sectors, including health or education, through multi-level and multi-stakeholder mechanisms in order to enhance policy coherence. Such

a process is crucial given that migration affects and is affected by all areas of governance. Thus, the consideration of how, for example, health policies, labour policies or social security affect migrants will allow for an integral approach to migration governance. This can also enhance policy coherence in migration and development and ensure that other policies do not undermine efforts to harness the development potential of migration. The local level is key in ensuring the success of mainstreaming efforts, as this is where policies are implemented and services are provided. Thus, it is necessary for local actors to develop a solid understanding of how migration and development-related policies interact across a variety of sectors. With the step-by-step processes for mainstreaming simply outlined, this case study – based on the experience of local government units (LGUs) in the Calabarzon regions of the Philippines – paves the way for local government authorities to implement their own mainstreaming efforts.

Context

In the Philippines, there is a long history of emigration that can be traced back to 1417, and most of it has been centred around labour migration. In fact, the former Filipino President, Ferdinand Marcos, created a policy that encouraged the Filipinos to work overseas in order to stimulate the economy in the 1970s. Although meant to be temporary, labour migration has been on the rise ever since, and much of this flow is a result of lacking employment opportunities in the Philippines. It is estimated by the Commission on Filipinos Overseas that there are more than over 10 million Filipino overseas workers (also referred to as Overseas Filipinos (OFs)) living in around 200 countries around the world. As these high rates of emigration reveal, migration has become an integral part of Filipino society and thus requires a strategic response in order to capitalise on its development potential.

To support OFs abroad and also lessen the necessity of labour migration, mainstreaming migration in other local development initiatives has intensified over past 6 years. This has been done by improving local employment, linking educational and skill development to industry needs, and streamlining requirements and procedures for migrant investments, for example. In addition, the mainstreaming process was done to ensure a ‘whole-of-government’ approach towards migration and development. Within this context, the JMDI has been supporting various local and regional authorities throughout the Philippines to further harness the development potential of migration and mainstream migration into development planning at the local level.

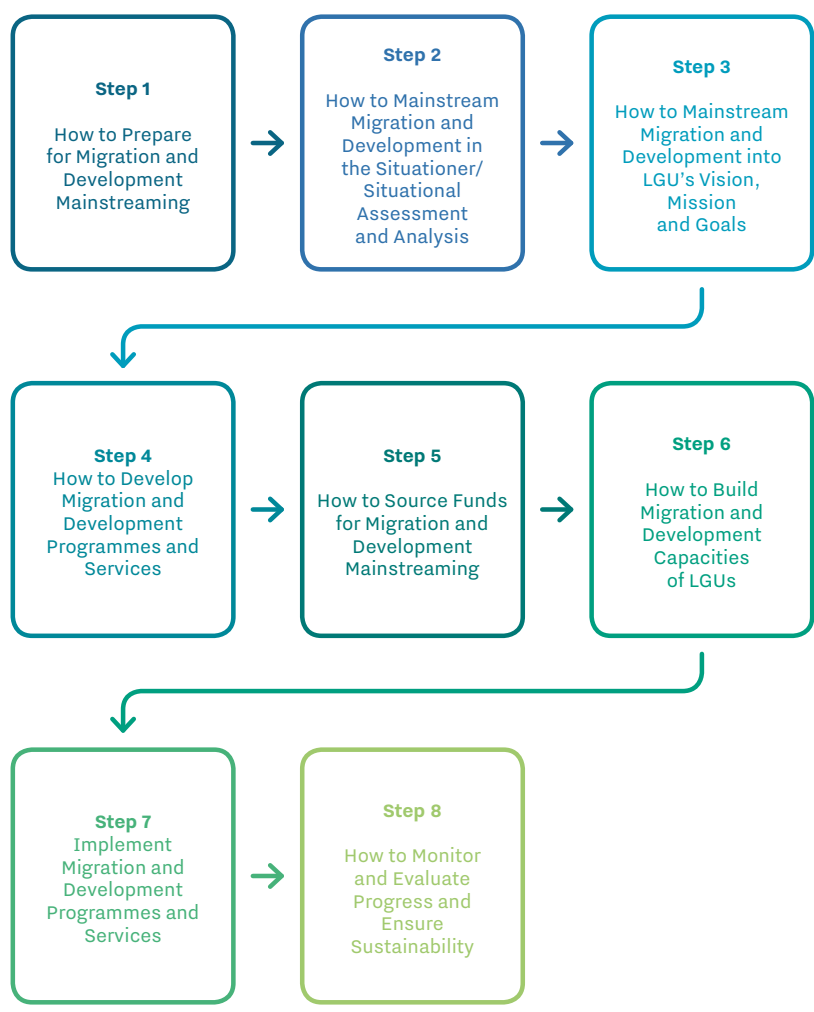
Overview of the practice

Informed by the experience of the JMDI-supported projects in Calabarzon, Philippines, 8 steps can be followed to mainstream migration and development at the local level (see [Figure 1](#)).

Step 1: How to Prepare for Migration and Development Mainstreaming

LGUs can begin mainstreaming by assigning a focal point (key person) or unit that is responsible for the complete process of mainstreaming migration and development into local planning. Identifying a focal point or unit that is responsible for mainstreaming is important because it ensures accountability, ownership and efficiency. The focal point or unit in charge should endeavour to obtain the support of a number of strategic people – including migrants themselves – so they can utilise their networks and expertise to inform and promote the mainstreaming process. For instance, it is important that local migration and development ‘champions’ are identified, which are those who vigorously support the mainstreaming process and are devoted to the cause. When ‘champions’ with a migrant background are identified, and included in the process, mainstreaming is more relevant to the realities migrants face on the ground.

Additionally, it can be advantageous to get the support of a local official. In the Philippines, this is the ‘Local Chief Executive’ (also commonly known as a mayor or governor), whose support can ensure the success of these efforts because of his/her status and influence in creating and institutionalising policy. As the Local Chief Executive, he/she has the authority to assign personnel, allocate the budget, and prioritise and expand services that are specific to migration and development.



↑ Figure 1

Experience from the Philippines demonstrates that the Local Chief Executive is more likely to support the mainstreaming process when he/she realises the social and economic benefits that the diaspora brings to the community; when he/she has relatives who have migrated abroad; or when he/she has lived abroad. These factors thus create a pathway through which Local Chief Executive can be convinced of the value of mainstreaming.

Once the support and endorsement of key leaders or influential members of the community is assured, there is a need to more widely raise the awareness of other key local government actors from various sectors on the importance of mainstreaming. In the case of Philippines, these key actors include the Planning Coordinator, Social Welfare, Budget, Investment and Enterprise Officer, Public Employment Service Office (PESO) Manager, and Local Administrator. To raise awareness, it should be stressed that migration affects and is affected by all areas of governance. Thus, mainstreaming migration into local development planning enhances policy coherence. In addition, while raising awareness, it is important that the efforts are paired with consistent follow up by the unit or person in charge of the mainstreaming process. Awareness raising and follow up activities – which

are done through continuous capacity building, mentoring, knowledge exchanges, peer-to-peer learning, and workshops – help to ensure that these governmental actors understand the linkages of migration and development, as well as the added benefits of mainstreaming. These efforts enhance the likelihood that they will support the process.

After the key local government actors understand the importance of mainstreaming, more outreach can be focused on other relevant stakeholders, including the private sector, academia, civil society organisations (CSOs), migrant organisations, and non-profit organisations (NGOs). By engaging with a variety of actors, a multi-stakeholder approach is developed, which is fundamental to any mainstreaming effort. To efficiently identify all the relevant actors to be involved, a form of institutional mapping, such as a stakeholder analysis, can be employed in order to see what actors are currently involved in migration and displacement issues. This mapping can help explore possible synergies between stakeholders. In each Calabarzon province, there is a multi-stakeholder group that has been created through a Committee on Migration and Development (CMD). These CMDs convene to create synergies, exchange information, outline roles, and implement migration and development programming and initiatives, and include representatives from provincial and regional government offices, the private sector, NGOs and migrant organisations.



↑ Migration and development focal points were trained on how to use various surveys to generate local migration data to validate migration and development workplans

Furthermore, in order to ensure the sustainability of the progress achieved under mainstreaming efforts, the institutionalisation of mainstreaming is crucial. To achieve this, there should be a legal basis upon which the mainstreaming process occurs. This legal basis can take form as an Ordinance, Resolution, or an Executive Order, and affirms the local authorities' support to the mainstreaming effort by making sure that the requirements for mainstreaming are followed. When the mainstreaming process is at the beginning stages, it is recommended that an Executive Order is signed by the Local Chief Executive and is supported by a local migration and development initiative, such as a local council, committee or programme. This type of Order can help ensure that the proper funds are allocated to the mainstreaming effort.

Step 2: How to Mainstream Migration and Development in the Situationer/ Situational Assessment and Analysis

In order to mainstream migration and development in a way that is informed by the local context and realities of the migrant population, more targeted research can be done to understand the migration profile of the territory and how migration is linked to various development sectors. Through this, the LGUs are then in a better position to understand the opportunities and concerns related to migration. It is also important that the research conducted or collected includes not only information on the migrant stocks and flows, but also evaluates pre-existing policies, services, and programmes that relate to migrants and their family members. Evaluating pre-existing policies, services, and programmes can limit over-lap and allow the individual or unit in charge to better understand where attention should be focused. To achieve this, a 'migration situationer' was created in the JMDI-targeted localities in the Philippines. A 'migration situationer' reveals helpful information related to the context of migration in the locality, and some of the information collected can include the migration profile of the OFs and their families coming from or residing within such locality; the social costs of migration; and the development contributions of migrants and their families. To substantiate the information collected under the 'migration situationer', surveys were conducted among migrants and their families, and focus group discussions were also organised with local governments and CSOs.

Step 3: How to Mainstream Migration and Development into LGU's Vision, Mission, and Goals

Building on the collected data and trends, several trainings, workshops and mentoring sessions, as well as consultations with several local offices, took place in order to prioritise the migration and development issues to be dealt with. Issues can be prioritised by analysing the migration and development assessment that was completed, and noting which goals the LGU could strive for to address the prioritised issues. Moreover, it is also important to ensure that the related targets are in line with other local development goals for coherence. For example, after analysing the collected data, it may be uncovered that there is a crucial need for local employment opportunities or for a better facilitation of remittances, and that there is a corresponding local development goal to improve the economic opportunities of youth. Therefore, a potential way to effectively mainstream migration and development could be through a better facilitation of migrant remittances towards youth enterprises. Moreover, in order to effectively address these issues that are seen as priorities, it is also necessary to ensure that the goals developed are specific, measurable, achievable, and informed by the experiences and concerns of migrants themselves. When this is achieved, these goals and priorities can go on to inform the vision and mission of the LGU so that they are more inclusive and responsive to the needs of migrants and their families.

Step 4: How to Develop Migration and Development Programmes and Services

Once migration related goals and objectives have been integrated into the overall mission and goals of the LGU, with the support of the designated person or unit, LGUs can begin designing and developing programmes and services specifically targeted towards and/or inclusive of migrants and their families. It is advantageous to include migrants themselves in the development process so that the programmes and services truly reflect their needs and experiences and thus more effective. In the context of the Philippines, the types of services and programmes that the LGUs provide relate to: [a\)](#) social protection and welfare services;

b) economic development services; c) advocacy and educational services; or d) institution building. Moreover, it is also important to integrate these programmes and services into local development plans, such as the Comprehensive Development Plans, to further the mainstreaming process. For example, Migrant Resource Centres (MRCs) – created via Executive Orders or Ordinances – strengthen mainstreaming efforts by providing holistic programmes and services for migrants and their families. These provided services minimise the social cost of migration and maximise its gains by ensuring safe and legal migration; timely and efficient processing of complaints and welfare concerns; and the promotion of the socio-economic development potential of migration. When set up at the local level, the efforts of the MRC can be better aligned with and feed into local development priorities for enhanced development impact since the local level is more tuned into the real needs and lived realities of the migrant population.



↑ Situational analysis workshops were conducted prior to identifying the LGU's vision, mission and goals, and were also spaces to brainstorm migration and development programmes and services that would be relevant to the context

Step 5: How to Source Funds for Migration and Development Mainstreaming

For these programmes to be successful and sustainable, they must have funding to finance the physical office space; necessary supplies and equipment; personnel; training and capacity development activities; as well as informational materials. To secure funding for their migration and development programming, LGUs should be creative and proactive. Funding can come from a variety of sources, including local government funds, national government funds, and private or international funds. In the Philippines, much of the funding for migration and development programmes and services come from the annual budget of Local Development Plans, specifically the Gender and Development Fund. In some cases, LGUs and migrant groups partner with private actors, such as telecommunications companies, real estate developers, and commercial centres. Once secured, a budget plan should be created by the migration and development focal point or unit and state where the funds come from and what they are being used for in order to ensure sustainability as well as accountability. A budget plan sets the stage for programming and policy endeavours within the specific time period indicated in the budget.

Step 6: How to Build Migration and Development Capacities of LGUs

Another element that is crucial for the effectiveness of these efforts is building the capacity of the LGUs themselves. Capacity should be built through training and guidance that is aimed at supporting relevant LGU actors in mainstreaming migration into development planning and forming institutions that are centred around migration and development. Some ways to build capacities may include holding trainings on various themes such as “Reintegration, Planning and Counselling”

and “Technical Writing/ Project Proposal Writing”. However, it is important to note that capacity building is not limited to formal workshops and trainings. It is also done through coaching, mentoring, peer-to-peer learning, and knowledge exchanges. In sum, capacity building is an essential component of this processes because it helps ensure that the actors involved are able to successfully implement programming and mainstreaming efforts.

Step 7: How to Implement Migration and Development Programmes and Services

Once a solid foundation for mainstreaming is in place, the conceptualised migration and development-related services and programmes can be put into practice. To do so, it is recommended that partnerships are formalised through memorandums of agreement or understanding, which can strengthen accountability and clearly define the roles and responsibilities of the actors involved. For example, in the Philippines, Overseas Migrants Associations were responsible for facilitating diaspora's contributions to development projects, given their close connection with them, and private actors, such as banks, were responsible for developing specific investment plans for OFs. This outlined and strategic division of roles contributed to the efficient execution of programmes and services because it limited potential tensions or confusion between actors.

Programmes and services are also categorised into: **a)** social protection and welfare services, which can include providing financial assistance to repatriated OFs; **b)** economic development services, which can include training on financial education for families; **c)** advocacy and educational services, which can include awareness raising on safe migratory practices; or **d)** institution building, which can include Migrant Resource Centres.

Refer to the JMDI Case Study **“Ensuring the Provision of Services through Migrant Resource Centres, Bicol and Calabarzon Regions, Philippines**

The JMDI **“Guidelines on Mainstreaming Migration into Local Development Planning”**

The JMDI and IOM **“White Paper – Mainstreaming Migration into Local Development Planning and Beyond”**

The JMDI SUMMID Calabarzon Project **“LGUs Guide on Mainstreaming International Migration and Development in Local Development Planning and Governance”**

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Core Module: Introduction to Migration and Local Development

→ Topic 1: Challenges and opportunities of migration and local development

Module 1: Managing the link between migration and development

→ Topic 2: Local development and migration: coordination, synergies and policies

→ Topic 3: Data on migration and local policies



↑ In December, for the Month of Overseas Filipinos, activities such as runs and walks take place to support migrant entrepreneurs

Step 8: How to Monitor and Evaluate Progress and Ensure Sustainability

Mechanisms were then put in place to monitor and evaluate the effectiveness of the programmes and services in terms of impact, relevance, and sustainability. This type of monitoring should be results-based and done within a consistent, regular reporting period that is determined by the relevant stakeholders involved. Monitoring is carried out throughout or after implementation so that lessons learnt can inform future decisions and strategies. Some of the aspects that evaluation can look at include the activities conducted, the type and numbers of stakeholders participating, financial progress, the response of LGUs to the activities provided, and any feedback of the beneficiaries of services and programmes. Additionally, external evaluations are advantageous to ensure impartial and subjective reporting.

While these processes are ideally implemented from stages 1 to 8, it is important to also underscore that some LGUs started implementing migration and development programmes and services even without an executive order or a 'migration situationer'. Furthermore, others also are able to enhance the capacities of local actors without corresponding migration and development focal points or CMDs. Nonetheless, the advantage of following these steps is to ensure that migration and development programmes have foundational components (legal bases, budget, personnel, data, etc.) and operational mechanisms (capacity building, programmes, monitoring, etc.).

Key lessons learnt

→ Conducting a situational analysis enhances the clarity of mainstreaming goals and complementary programmes

A situational analysis facilitates a greater understanding of migration trends as well as service and policy gaps, and this information is critical to inform the mainstreaming process. This type of analysis should be performed at the initial phases of the process so that it reflects the true context of the area of intervention.

- **The appointment of a person or unit to lead the process of mainstreaming migration into development planning increases efficiency**
A focal person or unit within a local community is important because they can work to ensure the smooth functioning of the mainstreaming effort through follow up, stakeholder mobilisation, and information exchange. They can also help ensure that the collaborating actors follow through with their commitments.
- **Ownership of the various stakeholders is essential to ensure successful mainstreaming**
Ownership can be facilitated by clearly defining the roles and responsibilities of the actors involved, including migrants, civil society, local authorities, etc. Furthermore, it can also be encouraged through the creation of a multi-stakeholder group or council, as done in the Philippines, to oversee the migration and development related programmes. Through such councils, commitments can be more institutionally formalised in order to ensure that each actor is held accountable and fulfils their assigned duties.
- **Results-based reporting is the most effective way to monitor impact**
It is important to focus the outcomes in order to be able to better measure whether the intended aim has been met. This type of approach also makes sure that the aims are quantifiable and can facilitate data collection.

Recommendations

- **Consider migrants and their families as active participants and strategic actors in the mainstreaming process**
Migrants and their families are directly affected by both the benefits and challenges of migration. Therefore, the sharing of their perspective and experience should be strongly encouraged and integrated within the mainstreaming process. Migrants and their family members are strategic actors who can help set goals that reflect the true needs as well as capital of the population.
- **Raise awareness on migration and development issues and enhance capacities on a regular and continuous basis**
It is important that the current realities of migration in the local context are known to the stakeholders involved in the mainstreaming process and reflected in their approach. Thus, it is important to consistently update data collection so that policies and programmes respond to real needs. Apart from current realities, local migration and development stakeholders should also be informed of future prospects, scenarios and trends related to migration (for example, how potential economic and political crises in destination countries impact the employment status or opportunities of migrants) so that their plans are resilient, responsive and adoptive to changes.
- **Position mainstreaming within the context of other local development goals**
When migration mainstreaming lines up with other local development goals, policy coherence among various sectors is enhanced. In addition, if mainstreaming efforts reflect pre-existing development goals, then local authorities may be more inclined to integrate migration into development goals. This may also appeal to funders who often wish to ensure that

programmes and services that relate to migration and development are streamlined, comprehensive, and coherent.

→ **Employ a migration and development checklist to measure achievements**

A migration and development checklist (which is a list of pointers or deliverables that are expected at the various stages of the mainstreaming process, similar to a dashboard of indicators) can be a useful tool for the LGU or relevant actor because it can help them evaluate to what extent the aim of mainstreaming has been achieved, identify the issues that occurred through the process, and form recommendations moving forward. Prepared by the migration and development focal point and validated by the CMD through workshops or consultations, this type of checklist can also help better ensure that related programmes and services are improved if necessary.

Linkages to the SDGs



8.3 – Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services.



10.3 – Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Partnerships for effective migration governance

Partnerships can take various forms based on how the actors are linked to one another or the goal at hand. Still, partnerships are crucial to comprehensively address the multi-sectoral dimensions of migration and its link to local development. Indeed, when local and regional authorities employ a multi-stakeholder approach, the expertise and networks of each actor can be strategically harnessed for enhanced and targeted development impact

Integrating Migration into Decentralised Cooperation Dynamics



Key Words

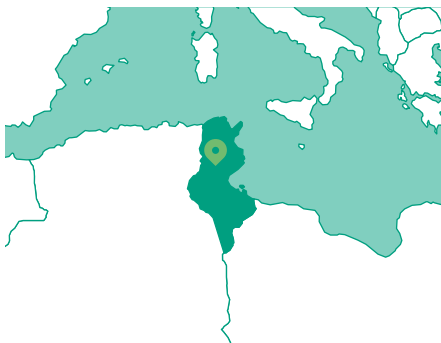
Decentralised cooperation,
Migrants' health,
Engaging diaspora



Location

Kasserine,
Tunisia

Introduction



This case study features an example of integrating issues relating to migration and displacement into the implementation of decentralised cooperation partnerships. While the area of international cooperation and development has for a long time fallen solely to the competence of States, local and regional authorities (LRAs) are playing an increasing vital role, particularly through decentralised cooperation partnership agree-

ments. These partnerships are defined as a form of international cooperation carried out in partnership between two or more LRAs and any other associated entity or entities, and topics surrounding migration seem to be particularly conducive to partnership formation.

In particular, decentralised cooperation partnerships function not only as a complement to national action plans but also as ways of capitalising on the advantageous positions of LRAs, who have a closer proximity to citizens and a clearer view of the opportunities offered by their territories. In addition, expanding decentralised cooperation partnerships to also include civil society and migrant associations allows such partnerships to draw on the knowledge of the diaspora and tap into its links with members of the community of origin, in order to improve cooperation for co-development efforts. Finally, these partnerships are built upon horizontal, non-asymmetric relationships between stakeholders, which makes it possible

to establish co-development relationships that benefit all parties located in the territories of both origin and destination.

The migration cycle is composed of four phases: the pre-decision phase, the pre-departure phase, the migration phase and the return phase. In this globalised world which is characterised by increasing urbanisation, migrants connect territories to each other through their skill transfers, remittances, investments, and knowledge exchanges. Each stage of the migration cycle is accompanied by challenges and opportunities that are felt at the local level and encompass a wide range of policies (such as integration, reintegration, education, health, economic development, etc.). Thus, migration creates bridges between territories, and the integration of the phenomenon of mobility into decentralised cooperation partnerships promotes co-development.

In order to account for the presence of migrants in territories of origin and destination, the French NGO Grdr – a key partner of the UN Joint Initiative for Migration and Development (JMDI) – uses the expression “double space”. This concept refers to the shared opportunities, the interdependent relationships, and the complex links between territories of origin and destination, which are established and maintained by migrants.



↑ A meeting bringing together actors from both territories in Italy and Tunisia to discuss how to increase the engagement of diaspora in their migration and development endeavours

Context

In Tunisia, this practice has been identified within a JMDI-supported project entitled “Health for All”, bringing the LRAs within the regions of Tuscany, Italy and Kasserine, Tunisia together into one partnership of decentralised cooperation. The main objective of this partnership was to improve: access to social and health services and to information on preventive healthcare practices, the roles of associations in the promotion of maternal and child health, and the right to health care to those residing in the Governorate of Kasserine as well as Tunisians living in Tuscany, especially women.

This partnership has contributed to a better inclusion of migrants in host societies and a general improvement of the health conditions in both the territories of origin and destination and thus contributed to local development.

Out of a total population of nearly 11 million in Tunisia, the number of Tunisians living abroad (TRE) is estimated about 1.3 million people or 12 per cent of the Tunisian population. Most of these TREs, which have historically emigrated for socio-economic reasons, are located in the European continent (almost 80 per cent), mainly in France (57 per cent), Italy (15 per cent) and Germany (7 per cent). The Governorate of Kasserine is a predominantly rural region (60 per cent of the population), where the health conditions of its inhabitants remain extremely precarious. Indeed, according to the Ministry of Health in 2011, the region of Kasserine has only 1 doctor for every 3,226 inhabitants, 1.25 medical beds per 1000 inhabitants and had only a very small number of medical professional focusing on Obstetrics & Gynecology.

Since the end of the 1970s, Italy has been one of the main destinations for Tunisian migrants, and Tuscany has the eighth highest number of Tunisian immigrants living within a region in Italy. Members of the Tunisian diaspora, especially young people and women, traditionally have a large presence in local associations and are increasingly engaging in dialogue with local Italian entities and becoming agents of development in their country of origin. Indeed, the Tunisian diaspora is actively contributing to the development of Tunisia; over the past decade, remittances represent about 5 per cent of the Tunisian GDP and 20 per cent of national savings.

The General Directorate for International Cooperation in Migration (DGCIM), within the Ministry of Social Affairs, is currently working on the elaboration of a National Strategy for Migration which is intended to fully recognise the role of the Tunisian diaspora in development.

Refer to the JMDI Case Study **“Engaging Diaspora for Local Rural Development”**, Jilma, Sidi Bouzid Region, Tunisia

The JMDI **“Guidelines on Integrating Migration into Decentralised Cooperation”**

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Module 1 : Managing the link between migration and development

- Topic 2: Local development and migration: coordination, synergies and policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 2: Decentralised co-operation, co-development and territorial partnerships
- Topic 4: Working with diasporas/migrant associations in territories of origin and destination

Overview of the practice

In order to ensure that the phenomenon of migration was well integrated into the decentralised cooperation partnership, partnership platforms were set up to ensure that the actions carried out ran smoothly and that solutions to any encountered issues were quickly implemented. These partnership platforms made it possible to strengthen exchanges between the various actors and to promote the linkages between migration and development.

The members of diaspora in Tuscany were mapped by the Italian partner PONTES in order to determine their social and economic profile, their needs, as well as any potential opportunities to involve them in project activities. This mapping exercise identified a core of eight individuals (three women and five men) likely to support the project's actions in Italy and Tunisia, and led to the establishment of a group of migrants for co-development. Moreover, integrating civil society into the partnership through a migrants' association presented the opportunity to draw on the knowledge of the diaspora and to strengthen multi-stakeholder collaboration.

Knowledge-sharing visits, organised by the project's private partners in Tuscany, also took place in Kasserine in order to promote intercultural dialogue and exchanges of expertise in the field of public health between the two regions. During these visits, representatives of the Regional Health Directorate of Kasserine, the Governorate of Kasserine, the migrants' association for co-development, and health professionals of Italian associations were present. In total, three round tables took place in Kasserine, Jedliene and Tunis. These exchange visits resulted in the creation of a guide on how to maximise the right to health.

In addition, awareness campaigns were conducted for Tunisian migrants in Tuscany and for the Kasserine rural population on issues related to maternal and child health to promote a transnational dialogue. To this end, two informational videos were produced by the migrants' association for co-development, which made it possible to raise awareness on a larger scale and mitigate the difficulties related to the lack of infrastructure and physical insecurity that make workshops in some areas difficult to hold. Two workshops, however, did successfully take place in Tuscany. These workshops raised awareness on public health policies and the services available to Tunisian migrants, and provided a status report on the project and the support actions carried out by the region of Tuscany and Kasserine to promote the transnational exchange of information.



↑ Training for Health Personnel of the Hidra and Jedliene Health Centres on Maternal, Newborn and Child Health

The decentralised cooperation partnership between the two regions has also facilitated a relationship with an Italian hospital to provide training to develop and strengthen the capacities of the Kasserine region social/health system (consisting of one regional hospital, two health centres and one sterilisation centre) in Tunisia. More specifically, the training offered is on hospital-acquired infections, oncological diseases, as well as other diseases related to maternal and child health. Health infrastructure has also been refurbished and new equipment was provided. This improved the quality of service delivered to the Kasserine population significantly. A report on the importance of the process of sterilising medical equipment was also published to disseminate this knowledge throughout the entire Kasserine region and beyond, in order to increase the impact of this project.

DEFINITION OF “DOUBLE-SPACE”

The concept of “double-space” can be defined as “highlighting the continuum of territories of origin, transit and destination, so as to build strong and lasting economic, social and cultural linkages between various actors and to be able to identify shared issues and common challenges”.

Key lessons learnt

- **Decentralised cooperation partnerships facilitate the inclusion of migrants and the incorporation of migration and displacement issues into local development processes in territories of origin and destination**
As local and regional authorities are the first responders to the opportunities and challenges of migration and displacement, the integration of migration into decentralised cooperation partnerships makes it possible to jointly pool resources and strengthen transnational strategic alliances in order to maximise the potential of migration for co-development.
- **Establish mechanisms and spaces for dialogue between local authorities in order to guarantee their full involvement and ownership of the project, as well as the sustainability of the approach**
It has been observed that there may be deep disparities between the abilities of local authorities – particularly in regards to their ability to act and room to manoeuvre – which can potentially prevent them from making equal use of the opportunities decentralised cooperation partnerships bring. Through maintaining a regular dialogue between all stakeholders, it is possible to have a more informed account of any difficulties in order to better counter them.
- **Data on the composition of the diaspora should be collected before the project is formulated, in order to integrate civil society into the partnership**
Mapping the profile of migrants, their reasons for migration, and their capacity to support the project in their territories of origin and destination makes it possible to establish adequate actions that benefit both partner communities and more effectively meet the needs of migrants. It also seems necessary to develop incentive mechanisms and specific actions to ensure the full involvement of migrants (through associations) in the decentralised cooperation partnership.

- **Raising the awareness of elected officials and local public servants on the practices of decentralised cooperation, and building their capacity, ensures that better attention is placed on migration and development issues**

To better understand and take account of territorial contexts, decentralised cooperation partnerships facilitate the exchange of information between actors in territories of origin and destination. This type of partnership thus significantly improves the implementation of public policies and the quality of services provided to migrants at each stage of the migration cycle.



↑ The decentralised cooperation partnership between the two regions has provided training to develop and strengthen the knowledge of hospital-acquired infections, oncological diseases, as well other diseases related to maternal and child health

Recommendations

- **Adopt a comprehensive, multi-stakeholder and coordinated approach**
Close synergies between the two territories strengthen the decentralised cooperation partnership between the different multi-level and multi-sectoral actors.
- **Encourage the development of a legal framework that gives real powers to local communities**
Extending the competences of local and regional authorities facilitates the establishment of partnerships centred around migration and development. In addition, it is important that local authorities create a favourable legal and institutional framework so that initiatives related to migration can be effectively adopted.

- **Develop the capacities of elected officials and local public servants on the themes of decentralised cooperation and the migration and development approach**
Raising the awareness of these actors would lead to a local-level improvement in the provision of services for migrants and could encourage the creation of further international partnerships.
- **Encourage multi-stakeholder dialogue and platforms focused on migration and development and decentralised cooperation**
These platforms and spaces of dialogue can provide an avenue to share best experiences and facilitate networking between various relevant actors.
- **Strengthen the participation of migrants in decentralised cooperation partnerships**
Given that the phenomenon of migration is essentially based on the existence of networks, an increase in the number of migrant associations incorporated in decentralised cooperation dynamics would promote knowledge transfers as well as co-development.

Linkages to the SDGs:



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



3.8 – Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all.

3.C – Substantially increase health financing and the recruitment, development, training and retention of the health workforce in developing countries, especially in least developed countries and small island developing States.



5.6 – Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences.



10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Managing Migration and Development through Inter-Governmental Coordination



Key Words

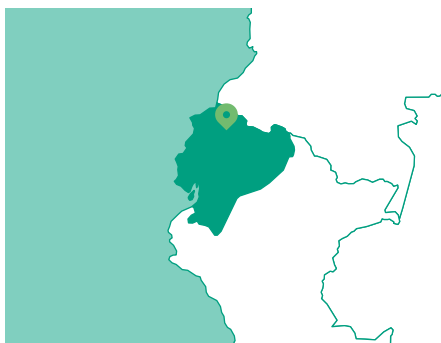
Inter-institutional collaboration,
Multi-stakeholder approach,
Migrants' rights



Location

Province of Imbabura,
Ecuador

Introduction



To better manage migration and development, this case study outlines the importance of creating local level inter-agency partnerships. The inter-relationships and similarities between the diverse actors working on migration, local development, and human rights in the same territory provide an opportunity for stimulating debate, information exchange and cooperation. This coordination is important to more comprehensively address the challenges that migration presents.

Likewise, the various visions, roles, responsibilities and capabilities of the local stakeholders can enhance the development potential of migration by maximising its positive effects. Moreover, local, multi-stakeholder partnerships can help better direct efforts and (often scarce) resources towards more effective ways to mainstream migration into development policies.

When there is inter-agency collaboration, local authorities play a key role. Depending on a State's level of decentralisation, local government can be the coordinating centre for the inter-agency management of migration both within a territory and between the territory and the national level. In addition, the involvement of local authorities is crucial because they are responsible for responding to the transformations and opportunities that migration brings, which means ensuring the implementation

of integrated public policies on migration that address the economic, social, cultural and political inclusion of migrants and displaced persons. Secondly, the closeness of local authorities to their citizens and their direct experience implementing policies and services gives them legitimacy to promote multilateral dialogue and participatory decision-making. These mentioned factors highlight the key role of local authorities in developing migration and local development strategies.

Context

The adoption and enactment of the Political Constitution of Ecuador in 2008 strengthened the processes decentralising administrative powers, and the Decentralised Autonomous Governments' (GADs) management of public policy, especially in relation to priority attention groups, including migrants and displaced persons. The Constitution comprehensively covers the various dimensions of migration: internal and international migration, forced migration, return migration, transit migration, etc. This human rights-based approach is also reflected in Ecuador's migration management model, which recognises and promotes the ability for everyone to exercise their rights, regardless of national origin or migratory status.

This regulatory framework allows GADs to design policies of equality and inclusion, implement citizen participatory mechanisms, and promote systems to protect the rights of migrants, displaced persons and returnees.



↑ Participants in a meeting to discuss how to integrate migration into local ordinances

In this context and in collaboration with other stakeholders (NGOs, church organisations, and academia, among others), the Decentralised Autonomous Government of the Province of Imbabura (GADPI), assumed a territorial development model in 2014 that guaranteed the protection of the rights of every priority attention group in the province. Thus, in 2015, the GADPI institutionalised the Human Mobility Unit (HMU) within the structure of its Provincial Government. This involved a process of mainstreaming, or, in other words, the incorporation of human mobility as a key parameter in the design of local development programmes and public policies. In the GADPI, this process integrated migration into the different areas of public policies and highlighted the need to provide specific services to migrants and displaced persons, in the same way done for citizens.

From this management model, the HMU chose to coordinate with other key actors in Imbabura and in the other border provinces of Carchi, Esmeraldas and Sucumbíos. This coordination was done within the context of the JM-DI-supported project “Strengthening the Decentralised Autonomous Governments of the Northern Zone of Ecuador on Human Mobility Issues” to generate synergies and enhance the institutional capacity of local authorities so that they could better face the migration-related challenges presented along Ecuador’s northern border.



↑ Participants discuss at a meeting for the approval of a local ordinance

This area is marked by an extremely high presence of Colombians in need of international protection (approximately 49 per cent of the total number of Colombian refugees in Ecuador); a high number of immigrants, also from Colombia but without refugee status; and by a population of Ecuadorian migrants that has returned to the northern border (mostly returning from Spain and the United States). With support from the project, the HMU collaborated with provincial and cantonal GADs and with the groups and networks focused on the protection of rights along the northern border. Through coordinated activities, the capacities of local actors were strengthened to promote the rights of migrants and displaced persons.

Overview of the practice

To define the coordination strategy, the Provincial Government began with an exercise to map public and non-government actors in the province. The mapping exercise clearly identified the pre-existing programming and services provided to migrants, displaced persons and returnees, so as to not duplicate actions; what financial, human, information resources were available, so as to optimise them to achieve a greater impact; what working models were in place; and who might be strategic partners, that could provide support for actions identified in the Government’s Operational Planning.

The mapping of actors led to the creation of two levels of coordination for working with migration-related topics in the province. To begin, the Provincial Government found it necessary to collaborate at local level with decentralised governmental actors to ensure the protection and effective restitution of the rights of migrants and displaced persons. The objectives included: (i) setting criteria for coordinating actions and services and; (ii) referring cases and collaborating to share key information to promote the mainstreaming of migration into provincial public policies. This meant that the Provincial Government needed to provide services for all priority attention groups (including migrants and displaced persons) in its management model to complement those provided locally by the State through ministries such as the Ministry of Public Health, the Ministry of Economic and Social Inclusion, and the Ministry of Education. In this case, it was essential that the Provincial Government and Human Mobility Unit established a relationship of strategic collaboration with the Regional Coordination of the Ministry of Foreign Affairs and Human Mobility, since this body is an intermediary between GADPI and the other ministries. Through this relationship, the Provincial Government and Human Mobility

Refer to the JMDI Case Studies **“Mainstreaming Migration into the Design, Implementation, and Evaluation of Public Policies”**, Province of Imbabura, Ecuador and **“Establishing Multi-Stakeholder Dialogue to Mainstream Migration into Local Development Planning”**, Regions of Drâa-Tafilalet, Souss-Massa and Oriental, Morocco

Or refer to the **‘My JMDI Toolbox’** on Migration and Local Development

Core Module: Introductory module on migration and local development

- Topic 4: The role of local authorities in empowering migrant communities

Module 1: Managing the link between migration and local development

- Topic 2: Local development and migration: coordination, synergies and policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 2: Decentralised cooperation, co-development and territorial partnerships
- Topic 3: Public-private partnerships

Unit were better able to provide effective actions to protect and restore the rights of migrants and displaced persons.

Given the importance of incorporating national migration policies in local development planning, the GADPI, through the Provincial Government and the Human Mobility Unit, worked closely with the Regional Coordination of the Ministry of Foreign Affairs and Human Mobility. The GADPI, together with the Regional Coordination, promoted provincial meetings in each territory of the Northern Zone to exchange good practices in the area of migration and the local implementation of the National Equality Agenda for Human Mobility. They also invited the Regional Coordination to provide assistance with training and capacity building activities for relevant actors; outreach to the local community; the construction of intervention pathways; and for protocols based on the systematisation of typical cases handled inter-institutionally. These actions were supported by the JMDI. In addition, the Provincial Government promoted coordination in a variety of spaces to generate influence, position key issues, and ensure the ability of migrants and displaced persons to exercise their rights. Since 2010, the Provincial Government has been involved in the Human Mobility Working Group in Imbabura that is made up of more than 70 institutions, including government entities, such as the Ombudsman, the

Ministry of Foreign Affairs and Human Mobility, the cantonal GADs; international organisations, such as UNHCR and IOM; national and international NGOs; church organisations; and community organisations, such as those of returned migrants and refugee women. The Working Group is divided into various areas to make care more comprehensive, and facilitates referrals when necessary to other complementarity service sectors relating to education, employment issues, gender, ethnic diversity, and human trafficking, for example. The Group is the product of respect and appreciation of the various, converging institutional roles and work.

The institutionalisation of the HMU has lent the GADPI the credibility and legitimacy to propose high impact actions to public and private organisations that, like the GAD, are working towards the social and economic inclusion of migrants and displaced persons in the province. Additionally, the Provincial Government always has the ability to create spaces of coordination, given that resources are often scarce and collaboration is strategic.

For example, the Entrepreneurship Fairs are spaces to promote the inclusion migrants and displaced persons in the local economy, and foster solidarity, in recognition of cultural diversity and peaceful coexistence. These were jointly organised by a dozen or so organisations under the leadership of Imbabura GAD. These fairs brought together around 3,000 individuals and 50 entrepreneurs (individual and group), including Ecuadorians.

With the support of the JMDI, three Entrepreneurship Fairs have been held in Imbabura, two have taken place in the province of Carchi, and two in the province of Sucumbíos (in both cases under the same logic of inter-institutional coordination and with the active participation of their respective local government).



← ↑ Advertising material for the 2nd and 3rd Entrepreneurship Fairs, “Citizens without Borders – Imbabura, Land of All”, reflecting their broad inter-institutional participation

The Provincial Government has also taken advantage of the expertise and contacts of various public and civil society organisations to deliver training in crafts and other techniques to migrants and displaced persons, as well as to Ecuadorian citizens in vulnerable situations or struggling to integrate into the local labour market (particularly due to various forms of discrimination). Additionally, the Provincial Government has also promoted workshops in secretarial skills, gastronomy, handicrafts, jewelry making, card making and bakery. Since migrants and displaced persons can sell the products they learned to make in the workshops, for example, these activities have allowed individuals to generate their own income and exercise their right to decent work. These activities have thereby given them the opportunity to develop their creativity and build their resilience and self-esteem.

Moreover, because of the JMDI's support of the project, local coordination has developed beyond the province of Imbabura, and has reached working groups and networks in the provinces of Carchi, Esmeraldas and Sucumbíos. Such outreach has motivated local governments to take ownership of migration-related issues and thus employ training activities and planning exercises on migration.

Key lessons learnt

→ **Inter-agency coordination is crucial for comprehensive inclusion and equal access to services for migrants and displaced persons**

Coordination has promoted and strengthened the role of the GADPI as a manager of public policy and local development. It has also built the confidence of the various target groups, including the local population, and has made it possible to make the most of resources (both human and financial) to broaden the reach of their actions. From this point of view, the coordinating role of the GADPI with the Ministry of Foreign Affairs and Human Mobility must be highlighted as a successful example of how a national authority responsible for an issue can anchor its national policy in a territory under the leadership of local government.

→ **Inter-agency coordination among various government entities requires actors to set political allegiances and positions aside**

In a context in which local authorities do not necessarily share the same political views as national authorities, it is crucial to build partnerships on the basis of a shared vision of local development. In this way, it is possible to generate the commitment of all public institutions – regardless of party allegiances – through a defined policy, programme or action that can foster the participation of migrants and displaced persons and contribute to their inclusion in the different areas of communal life.



↑ Debate organised by Latin-American Faculty of Social Sciences and the GAD on the National Organic Law on Human Mobility

Recommendations

→ **Include private companies and trade unions in local coordination partnerships**

The generation of livelihoods and decent work are a political priority for the GADPI in order to foster the economic inclusion of migrants and displaced persons in the province. Given that the private sector and the trade unions associated with the productive sectors hold privileged positions in the labour market, it is strategic for the GADPI to develop partnerships with them. This allows for the development of innovative, alternative means of earning a living; the generation of key information to assess the needs of the labour market and skills forecasting; and the design of comprehensive policies and strategies to promote norms and principles for the creation and promotion of decent work.

→ **Strengthen partnerships with other territories through decentralised cooperation**

The GADPI's work on human mobility would be significantly enriched if it were to also promote exchanges and collaboration with other local governments in migrant receiving countries to share best practices and tools, offer assistance and build capacities.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Multi-Stakeholder Partnerships for Migration and Local Development



Key Words

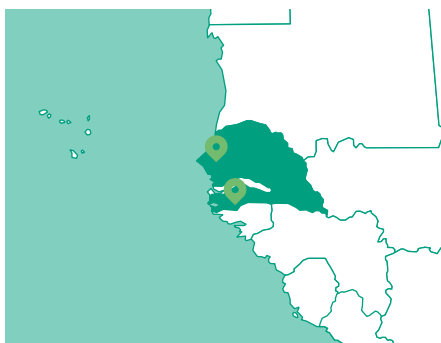
Capacity building,
Mobilising migrants, Partnerships



Location

Regions of Diourbel
and Sédhiou, Senegal

Introduction



This case study highlights the experience of Senegalese Regional Development Agencies (RDAs) in establishing partnerships between local authorities, the private sector and civil society organisations for migration and development. While many local authorities wish to become involved in projects targeting or associated with migrants, they often realise that it is necessary to build partnerships

in order to make contact with migrant populations or provide them with services.

By mobilising private or civil society actors, local authorities are able to benefit from the expertise, knowledge and networks of those who have been working with migrants for a long time. For local authorities who are only just beginning to include migration issues into their local development planning, these partnerships present an opportunity to learn techniques for mobilising migrants and to join broader networks where the diaspora is organising. Strategic alliances of this type also enable local and regional authorities to position themselves in the cooperation sector and to assert themselves as actors with multiple skills and networks, who are able to carry projects forward and are not just a devolved representation of the State. At the same time, these partnerships are also beneficial for the private sector and civil society organisations, since their skills and expertise are brought into the spotlight.

Thus, in theory, such collaboration benefits everyone. However, there is nothing automatic about it, as certain Senegalese experiences illustrate. This case study focuses on long-term strategic partnerships between the private sector, associations and local authorities – aiming to strengthen their role in regards to migration.

Context

In Senegal, the III Decentralisation Act of 2012 gave local authorities new responsibilities, including responsibilities relating to local development. As such, Regional Development Agencies (RDAs) – public technical support agencies – have a role in supporting local authorities shape their local development plans and boost local economic development.

Upon consultations with migrant associations or diaspora entrepreneurs, it has also been made clear that many Senegalese residing abroad would return to or invest in their regions. However, given the complexity of the Senegalese context, the lack of confidence in their local elected officials, and the socio-economic environment, many feel as though they are constrained. As a result, project leaders turn towards safer investments, which are not necessarily more productive.

Yet, local authorities in Senegal interested in collaborating with migrants still struggle to find ways to identify the diaspora from their territory and to then establish contact with them in order to successfully reach agreements. It is within this context that the concept of building partnerships surfaced as the solution to give greater breadth to each actor's work: by mobilising agents from the private or voluntary sector to help create bridges between these actors and create good conditions for partnerships.

In the Sédhiou region, the third poorest region in Senegal that suffers from the region's geographical isolation, the Sédhiou RDA entered into partnership with *Grdr – Migration, Citizenship, Development* (Migration, citoyenneté, développement in French) to broaden its migrant reception capabilities (HOM – Help Office for Migrants). Grdr has the advantage of having supported migrants' associations and local authorities in the Region of the Senegal River Basin, Mali, and France and Spain for a long time. The two institutions thus set up a support strategy that makes the most of their expertise. The RDA supports local authorities and migrants' projects, and the Grdr focuses on research methodologies and the institutionalisation of cooperation between migrants and local authorities. This joint programme, named PAICODELS, has been able to considerably improve governance in relation to migration, and to include migrants in local development planning. Thanks to their programme, local authorities and migrants from the Sédhiou region went from being recipients to agents of development and cooperation in their territory.

The JAPPANDO project in the region of Diourbel was also the fruit of collaboration between an RDA and a confederation of small and medium-sized businesses from the diaspora. In previous years, the confederation took a project forward supported by the JMDI to assist migrant entrepreneurs wishing to invest in Senegal. Both partners wanted to deepen collaboration by expanding the project to include the participation of local authorities in the regions of Diourbel, Thiès, Kaolack and Louga. The JAPPANDO project is intended to provide local authorities with tools to support migrants' co-development initiatives, by linking up with the local authorities from their region of origin. Here, the private sector partner operates as a catalyst and source of expertise to take these co-development initiatives to the territorial level.

These two approaches are particularly relevant in the Senegalese context because they are intended not only to build the capacities of local authorities to be able to better communicate and make the most of the opportunities offered by migration, but also to forge partnerships with actors originating in economically isolated areas, where there are few actors and investments.

THE HELP OFFICE FOR MIGRANTS (HOM)

In the Sédhiou region, the RDA set up the Help Office for Migrants (HOM) – a service designed to better cater to the needs of migrants at local level and to mobilise migrants for development. HOM provides guidance for migrants on the preparation of project dossiers, supports migrants in their search for funding, and facilitates networking between migrants and migrants' associations. Thus, HOM provides precise data on migrants' needs and plans that can be used by local authorities wishing to work with migrants and improve the response to their issues in the region's development process.

Overview of the practice

The two initiatives supported by JMDI each developed a number of partnerships between local authorities and the private sector or civil society. These interesting and strategic partnerships could be used as models for a local authority wishing to engage in similar projects.

In the case of the PAICODELS project in Sédhiou, the initiative taken forward by the Sédhiou RDA is designed to improve local governance and institutional capacity to support migrants with their new collaborations. The Grdr has a role here as a knowledge base, providing different methodologies tested in the Senegal River Valley, in Mali and in Mauritania, which enable the RDA to diversify its awareness and support activities at local authority level. The Grdr has carried out a range of activities in this way, benefiting from its status as an NGO with its roots in civil society.

Utilising its presence in the territories of Casamance, the Grdr organised a sharing of experiences on migration and development with other territories in Africa and Europe where it is active. This collaboration with the RDA makes it possible to enter technical discussions with local authorities, and interest them in activities that are within their reach and which have proved to be effective in other regions of Africa. This enables local authorities to have resource persons close by with first-hand experience in collaborating with migrants, who are to guide them in these processes. The Grdr intervenes here as a coach for the communities that have requested their support. They can also mobilise experts from their network – who are based in other territories – or take interested local authorities on exchange visits with their counterparts in the Kayes region in Mali to explore exchange opportunities.

The Grdr also provides support for research on the role of migrants in the development of territories, and the profile of diaspora associations. This support is very helpful to local authorities, as some may have limited or sporadic exchanges with migrants. The Grdr can, working alongside local authorities, do the groundwork for research and data collection. Thus, members of the Grdr bring their survey methodology, ask questions relevant to all local actors, and start examining the place



↑ A training course led by the Grdr in Ziguinchor where Grdr shares its lessons learnt and good practices with public authorities

of migrants in their communities of origin or destination. With this information, the Grdr begins to create links between the different actors. As a result of the support provided by the Grdr, migration profiles have been developed in six Senegalese municipalities from the region of Sédhiou, which – with the ongoing support of the RDA – have been used to underpin the migration and development strategies of these communities. Similarly, the Grdr used its position of being present in Senegal as well as in France and Spain to support the census of migrants and projects from Sédhiou diaspora in Paris and Barcelona. Thanks to work done by the Grdr, in this way, local authorities have been able to obtain the necessary data and knowledge for building partnerships with their diaspora abroad.

The Grdr has also been an invaluable partner for mobilising the diaspora abroad. The PAICODELS project organised meetings between local authorities from Sédhiou and migrants undertaking projects. This was done to forge new collaborations and to support migrants taking projects forward in their countries of origin. Thus, the Grdr mobilised its experience and called upon its networks of associations in France and Spain in order to have direct dialogue with migrants from Sédhiou. In these dialogues, they were able to discuss their priorities and prepare for visits and meetings between elected officials and migrants.

This visit preparation work with the diaspora also took place in the JAPPANDO project. For this project, which aimed to encourage the productive investment of the diaspora in central regions of Senegal (Diourbel, Kaolack, Louga and Thiès), the Diourbel RDA relied on private organisations with a vast network outside Senegal. Groupe Teranga Rewmi (GTR) – a private body offering support for project development and insurance – provided forums for offering its services to the diaspora in Spain and Brazil. With JMDI funding, the Diourbel RDA helped with the costs of organising these visits abroad. The facilitation of these visits by GTR resulted in the strong mobilisation of expatriate communities in Terrassa (Spain) and Porto Alegre, San Paolo and Caxias (Brazil). Working with an enterprise made it possible not only to offer private services to migrants undertaking projects, but also to encourage them to come and meet the RDA – the public body available and ready to inform them about local and national programmes offered by the RDA and the country of Senegal. In the case of Senegalese migrants living in Brazil, this was the first time that

they had been consulted by representatives of Senegal. Thus, the contacts that were established enabled the RDA to support and facilitate the administrative procedures with the Embassy of Brazil in Dakar that were needed by some of these migrants (particularly for round trip journeys and the renewal of residence permits).

Moreover, these synergies with the private sector allowed for the creation of new projects and partnerships. This is important because private sector partners can introduce local authorities to other public or private bodies with whom they have good relationships. In Brazil, the GTR facilitated contact between the RDA and federal authorities responsible for agriculture, which opened the possibility of decentralised cooperation around agricultural projects for the return of migrants to Senegal. In Italy, another private organisation, FEDERCLAII Veneto, affiliated with the Chamber of Commerce, undertook efforts to mobilise associations of Senegalese migrants in Veneto for example; thus, laying the foundations for dialogue between the RDA and these actors in Italy. These partnerships were aimed at supporting entrepreneurial projects carried out by migrants for their territories of origin. The JAPPANDO project also benefited from a forum organised by a private sector partner – the Dakar Business and Partnership Forum – which facilitated a connection between local authorities (such as the Departmental Council of Rufisque) and foreign entrepreneurs.

Finally, these private organisations are able to offer, in partnership with the RDAs, training and coaching that is targeted towards migrants and entrepreneurs from the regions of Senegal. For instance, within JAPPANDO, the GTR delivered training on project management and entrepreneurship for migrants mobilised by the RDA, while FEDERCLAII made trainers available to coach women entrepreneurs and expand their marketing prospects.

Experience from these two projects reveals the various types of collaboration that can be established with the private sector or civil society, so that local authorities can create bridges between their communities and communities of destination in order to optimise the possibility of new, productive projects.

Refer to the JMDI Case Studies “**Integrating Migration into Local Development Plans**”, Regions of Diourbel and Sédhiou, Senegal, and “**Public – Private Partnerships for Local Development Supported by Diaspora**”, Jilma, Sidi Bouzid Region, Tunisia

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Module 1: Managing the link between migration and development

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 1: M&D partnerships: forms and frameworks, from the global to the local level
- Topic 4: Working with diasporas/migrant associations in territories of origin and destination

Module 3: Empowering migrants at the territorial level

- Topic 2: What are the services for migrants and their families in territories of origin and destination?

Key lessons learnt

- **Public-private partnerships can be used to create bridges between territories**

Many emigrant communities feel abandoned or forgotten by their countries and do not have the information or confidence in their abilities to reintegrate with productive projects. Similarly, many Senegalese local authorities are economically isolated. Despite having potentially entrepreneurial populations, they lack the necessary opportunities to be able to engage in investment or entrepreneurial activities. The involvement of civil society or private sector organisations can facilitate the creation of bridges between territories, bringing opportunities to those in both territories of origin and destination. However, this requires that both migrants and local authorities are fully aware of what they are able to offer, so as to not raise expectations that cannot be met.
- **These partnerships make it possible to combine the expertise of various actors for maximum leverage**

Local authorities are trusted with the power of representation, which can open many doors in destination countries and facilitate partnerships and agreements. To fill gaps in services or support that local authorities are unable to provide, representatives of the private sector can offer banking, insurance or other forms of support. By combining the added values of each, local authorities and their partners can provide a more complete response and sustainable support framework, which meets the expectations of emigrant populations.
- **These alliances make it possible to increase the capacities of local authorities, associations and private organisations**

In working with actors from different contexts, local authorities are able to learn new techniques and practices that are used in the private sector. On the other hand, by working with local authorities, voluntary or private actors learn ways of operating and what is required of public organisations. In the course of the projects they carry out, partners learn from each other and improve their work with migrants.
- **These partnerships are not easy and success is not guaranteed**

Despite the strong added value that such partnerships can yield, there is a considerable risk of failure. On the side of voluntary and private actors, in order for them to be entrusted with funds, they often have to adapt to complex and rigid public procedures that demand great structuring and organisation from them. At the same time, public authorities have to learn to reconcile their mandates and procedures with associations, which have their own operating logics and values (such as returns for the private sector, project management requirements of the voluntary sector, etc.). These items are significant causes of misunderstanding, conflict, and even failure.
- **For partnerships to be sustainable, there must be clarity about each partner's objectives**

Public authorities and actors from the voluntary sector as well as private organisations work on different timescales. They do not have the same deadlines or long-term objectives. When there is specific collaboration to work with migrants, it is very important for the partners to precisely define what objectives they are setting for themselves.

Recommendations

- **Highlight the value of these public-private partnerships**

As interesting and challenging as they may be, the possibilities of public-private partnerships are not well known. Local authorities are not always encouraged to work with the private sector, and entrepreneurs and associations may also be discouraged by red tape or difficulties involved with working with public institutions. For this reason, there is a need to move beyond the contrasts of these worlds by facilitating exchanges and information sharing on the results of successful experiences to encourage new alliances.
- **Set partnerships in a framework of agreements**

The main cause of failure for public-private partnerships is the lack or wrong definition of each partner's role in project documents. Depending on how these documents are written, they can be interpreted differently by public authorities and their teams or by associations and their members. Therefore, it is crucially important to spend a good deal of time on partnership agreements, the division of responsibilities, their budgetary implications and the monitoring and reporting rules. Without this, a change of those involved or a dispute over an activity can upset an entire logic of collaboration.
- **Ensure constant monitoring and dialogue**

Another cause of failure is due to a distance between partners. Long-distance communication facilitates assistance, but does not replace the value of frequent meetings that serve to keep all involved up to date on activities, review the distribution of tasks and roles, and discuss strategies for joint activities. Direct, constant dialogue prevents misunderstanding and difficulties that can be fatal to a project.
- **Prepare for the long-term management of projects**

For collaborations designed to create bridges between territories and mobilise the diaspora abroad, one must be very clear about what services will be offered by public authorities or private or voluntary sector actors. Before awareness work even begins, it is important that partners have a clear idea of the type of collaboration or project that they wish to develop together, so as to avoid a situation in which a project satisfies one partner while the other is left disappointed. The key to the success of public-private/voluntary partnerships rests ultimately on a common vision – a vision that is constantly maintained to guarantee the desired impact of activities, as well as the sustainability of collaboration.

Linkages to the SDGs



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Ensuring Vertical Policy Coherence in Migration and Development through Strategic Coordination Mechanisms



Key Words

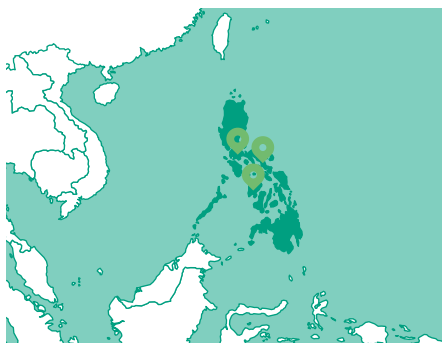
Policy coherence,
Multi-stakeholder approach,
Multi-level approach,
Mainstreaming migration into
local development planning



Location

Regions of Bicol,
Calabarzon and Western Visayas,
Philippines

Introduction



This case study looks at how to foster vertical coherence in migration management for development from the local to the national levels through the establishment of a regional committee on migration and development (CMD). A CMD can serve to link up local, regional and national actors working in migration management and build synergies and collaboration between and among the various projects, activities and services provided.

This can serve to optimise the benefits of migration for national and local development and reduce its negative effects. This is particularly important when a plethora of different actors at different levels all have a role and stake in migration management which can lead to overlaps, ineffectiveness and misuse of resources.

Indeed, while it is local and regional authorities that are at the forefront of managing migration often they lack the know-how, support, resources and competencies to be successful. At the same time, while traditionally it is at the national level that policies and laws on migration and development are established, a lack of coordination with local and regional authorities leads to a poor insight into what the real needs and opportunities are on the ground. By bringing the national, regional and local levels together through a coordination mechanism at the regional

level, national policies can be refined and local implementation can be supported, and thus policy coherence assured in order to enhance the effectiveness of all actions and policies.

Context

The establishment of the CMDs in the regions of Bicol, Calabarzon and Western Visayas in the Philippines as a strategic coordination mechanism is a direct reflection of the growing number and expanding profile of overseas Filipinos. From around 5 million overseas Filipinos in the early 2000s, the recent data (2013) on stock of overseas Filipinos is estimated at 10.2 million. This has been mirrored by a corresponding increase in government structures (at the national, regional and local levels) that have been required to accommodate and manage this.



↑ A local stakeholder presents ideas on how to improve coordination among all the local and regional actors involved in migration and development efforts

In the Philippines, various government agencies implement programmes and services for overseas Filipinos. These include the Department of Labour and Employment and its attached agencies such as the Philippine Overseas Employment Administration, Overseas Workers Welfare Administration, and the National Reintegration Centre for Overseas Filipino Workers, which are responsible for providing pre-departure, on-site and return programmes respectively to overseas Filipino workers or those whose stay overseas are contingent with work or employment contracts.

On the other hand, the Commission on Filipinos Overseas implements programmes and services for Filipino emigrants or permanent residents overseas while the Department of Foreign Affairs is in-charge of forging bilateral and multi-lateral agreements relevant for the promotion of interests and protection of the rights of migrants overseas, as well as well as in providing legal, psycho-social and other forms of assistance while a Filipino is overseas.

With the growing number of programmes bridging the migration and development nexus, other government entities such as the National Economic and Development Authority, Departments of Trade and Industry, Tourism, Agriculture, Interior and Local Government, and Education, and Cooperative Development Authority, among others, were involved. Through them, the programmes and services expanded from migration management, pre-departure and onsite services, and safe migration (more commonly considered as the process of managing migration processes) to reinforcing reintegration, building and securing migrants/families' assets, and creating political, social and economic opportunities (more commonly considered as migration and development nexus). Except for the CFO, all these agencies are with their respective regional offices that implement their programmes and services within the locality of their jurisdiction.

To avoid unnecessary overlap and policy incoherence, it became clear that there was a need to ensure multi-level coordination in migration management among this plethora of actors. Indeed, globally, while laws and policies are created at the national level for managing migration, it is at regional and local level that these are expected to be successfully implemented.

The Calabarzon region, the top sending region of Filipino emigrants to Europe and the Middle East and the centre for economic zones of manufacturing and information technology industries, pioneered the CMD to respond to the clamour of both the government agencies and the migrants and their families to coordinate efforts relevant to migration and development. Bicol ranked 8th as a sending region of overseas Filipinos and overseas Filipino workers in the Philippines and is one of the regions with a high rate of poverty and unemployment although it has recently won awards related to improved infrastructure, governance and economic growth.

Recognising this, Calabarzon (Region IV-A) pioneered the creation of the Committee on Migration and Development (CMD) – first as an ad hoc committee in 2010 and which later evolved into a special committee in 2013¹ – to coordinate the formulation, implementation, monitoring, assessment and evaluation of plans, policies, programmes and projects related to migration between the national and local levels by building on the initiative of Calabarzon. The same strategy was adopted in Bicol through the implementation of the UN Joint Migration and Development Initiative (JMDI). Thus, since 2015 and supported by the JMDI, CMDs have also been established in Western Visayas and Ilocos regions, and in the process of being set up in Central Visayas and Northern Mindanao.



↑ Local actors assign roles and responsibilities among various stakeholders to improve coordination and policy coherence

1 Calabarzon Regional Development Council Resolution Nos. IV-A-5-2010 and IV-A-09-2013.

Overview of the practice

Firstly, it is important to note that the CMDs have been established or housed in different manners depending on the political context and most suitable manner in which to ensure their institutionalisation and sustainability. In the most successful cases, the CMDs have been integrated into the regular structure of the Regional Development Council's (RDC) Social Development Committee. The RDC is the highest planning and policy-making body in the region. It serves as the counterpart of the National Economic and Development Authority (NEDA) Board at the sub-national level. It is the primary institution that coordinates and sets the direction of all economic and social development efforts in the region. It also serves as a forum where local efforts can be related and integrated with regional and national development activities. The RDC thus provides a single planning body whose main concern is the overall socio-economic development of the region. With a specific committee on migration and development within the RDC, the issues, concerns and recommendations of migration linked with development initiatives are discussed through a multi-stakeholder approach.

Performing a wide array of functions and responsibilities, the CMD aims to, among others: (a) Formulate and recommend planning guidelines and policy directions geared towards mainstreaming migration in development process; (b) Coordinate migration and development efforts of the national/regional/local governments and the private sector to promote complementarity of plans, programmes and projects, in consultation with migrant groups; (c) Identify and initiate policy research and other special studies to enhance and harness the skills and resources of the migrant workers and families in collaboration with academia and research institutions; and (d) Provide technical assistance to enhance the capacities of the local planners in the formulation of programmes, resource mobilisation and setting-up of database responsive to migration and development concerns.

The CMDs take a multi-stakeholder and multi-level approach including national, regional and local actors though these will be different in each CMD according to the needs, dynamics and contexts at all levels. In addition to the aforementioned agencies, other members include government entities with specific services for migrants and their families – from welfare to economic services, from social security to training and skills development. The local governments – usually the provinces and highly urbanised cities and capital towns or municipalities – through their local chief executive or the planning office, are also represented in the CMD to provide inputs on the local context and needs.

Giving essence to its multi-stakeholder approach, non-governmental organisations, migrant groups, OFW family organisations, faith-based groups, private sector, academia and the league of local planning and development coordinators are also represented. Veering away from the traditional practice that migrants and their families are clientele or beneficiaries of government programmes, it is the CMDs that put migrants and their families at the centre by ensuring their crucial and active participation in the CMDs. The involvement of migrants, their families or organisations in the CMD, either as member or as chair of the Committee, empowers the migrants as critical primary stakeholders participating in the local dialogue, policy and programme formulation, and governance processes on migration and development. It also ensures they are part of the dialogue and decision making process, and that they get involved and support development initiatives. Moreover, it confirms that development initiatives and migration management responds to true needs.



↑ As an accredited member of the Naga City People's Council, the organisation of migrants and families (PAMANA) participate in events regularly to raise awareness about their projects and activities

“When I was working abroad, I did not want to engage with the local government because of the bad perception that they are corrupt and inefficient. But I realised that I need them to establish my business. When I began to engage with them, especially when I became a member of the CMD, I discovered that there are indeed several programmes and services.”

The Co-chairperson of the Bicol CMD

Such collaboration also changed the perception of migrants towards government services. Another added value of the participation of migrants and their families in the CMDs is that the referral pathways² among government agencies were enhanced as migrants, particularly the Migrants Coordinating Group in Western Visayas, became actively involved in responding to cases submitted to them online and referring them to concerned agencies (which became easier and faster since the majority of these agencies are also members of the CMD), consulting the families through the migrant coordinator per province, and offering advice and help.

Thus, the CMD model creates a kind of ‘network’ of various stakeholders, each of them with their respective migration and development programmes, who meet every quarter, and are able to plan their respective activities as a regional entity, looking to create synergies and capitalise on human and financial resources for more effective management. For example, in Calabarzon, the state universities and colleges are helping the local governments to generate migration data; the CSOs are providing the capacity building and mentoring to the municipalities (Local Government Unites or LGUs); and the National Economic and Development Authority (NEDA) is monitoring the progress and development.

² “Referral pathways” is the process by which a case/grievance/complaint is referred/addressed/transferred/attended to from one entity to the other. The case/grievance/complaint usually involves a prospective, current or returning migrant and the report/case/complaint could be raised by a migrant family, CSO or organisation. It is akin to a manual of operation. Depending on the nature of the case or the profile of migrant, there are several agencies/ organisations that need to respond/address/cater to such cases.

Refer to the JMDI Case Study “**Integrating Migration into Local Development Plans**”, Regions of Diourbel and Sédhiou, Senegal

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Core module: Introductory module on migration and local development

- Topic 4: The role of local authorities in the empowerment of migrant communities
- Topic 5: Adoption of a human rights-based approach to migration and development in a local context

Module 1: Managing the link between migration and local development

- Topic 2: Local development and migration: coordination, synergies and policies

Module 3: Empowering migrants at the territorial level

- Topic 1: Strengthening migrants’ agency as protagonists in local development
- Topic 2: What are the services for migrants and their families

Module 5: Increase the impact on development through integration and reintegration policies

- Topic 2: The role of local authorities in facilitating the integration of migrants

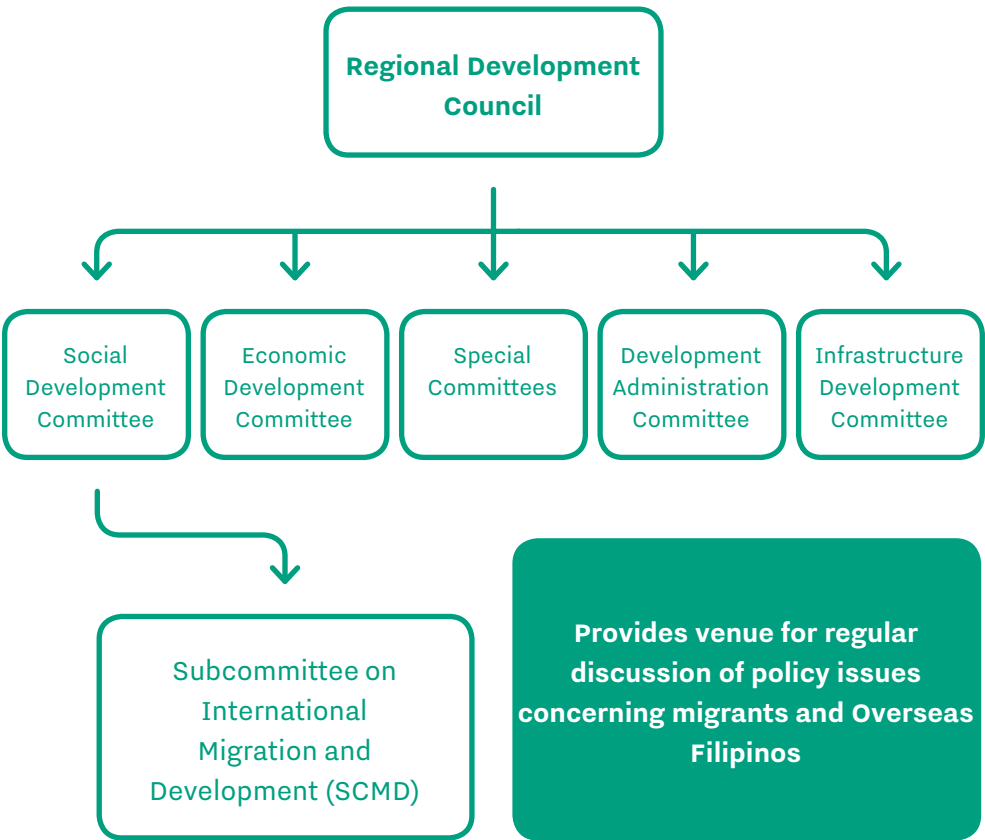
Such a division of labour offers the better management and enhanced impact of programmes. CMDs also help address pressing issues and challenges at the regional and local level that pose challenges for migrants by raising these issues to the appropriate entity for action or redress. An example of this is the lack of accredited hospitals in Bicol to process medical examinations for work overseas. This results in multiple expenses as the prospective migrants need to travel to Metropolitan Manila for such purposes. Through the CMD, local hospitals are now being assisted by the Department of Health to ensure they acquire the necessary accreditation to localise this process.

Moreover, given that the CMD is housed under the Regional Development Councils (RDCs), usually within the Social Development Committee of the RDCs, policy making, programming and monitoring of migration and development programmes, projects and services are thus easily linked and mainstreamed as cross-cutting issues across areas such as investment, health, employment, education and skills development. This linkage allows Philippine entities to view migration not only as an employment or remittance generating strategy but also as an issue that affects skills and education policies, among others. Thus, the CMDs have helped the regional offices implement national programmes at the local level faster and at the same time have brought local concerns and issues to the national level for policy reforms, programme action, or budget allocation, as appropriate.

“When the CMD was created, it is easier for us to target the beneficiaries of our programmes and services at the local level. Through discussions during CMD meetings, we know the migrants’ and families’ needs and cases to respond to and prioritise because they need our help more”

Regional officer of the National Reintegration Centre for OFWs

Finally, the regional CMD structure also inspired smaller Migration and Development committees/councils/working group at the provincial, city and municipal level; thereby bringing migration and development policies and programmes to the grassroots level. For example, in Batangas province, the 34 cities and municipalities have their respective local CMDs. These local committees usually supervise the operations of the Migrant Resource Centres, which serve and operate as a one-stop resource centre on migration, wherever available.



↑ Figure 1: This flowchart presents a typical structure of the CMD (or SCMD in this case) working within the scope of the RDC

Key lessons learnt

→ **The presence of a lead entity is vital to ensure successful multi-level coordination**

Experience shows that having a lead entity to drive the entire process of coordinating among stakeholders at any level is crucial. These lead entities take on a pivotal role whereby they are able to gather and coordinate among all actors and follow up on and ensure their cooperation. That said, one of the difficulties faced is the decision of who should lead and the possible tensions or disagreements this can evoke.

To resolve this difficulty, one region opted for a tripartite leadership with one representative from the NEDA (to bring into the CMD the development initiative), DOLE (to take care of the labour migration and migration management component) and the migrants/families' organisation (to make the CMD more responsive to its primary stakeholder).

→ **Ensuring clear assignment of roles and responsibilities avoids overlap and ensures a smooth implementation process**

To achieve this, agreement on the process and actions to be taken by each actor must be agreed upon before starting out. The lead entity can also serve to support this clarification of roles. In this case, NEDA as the CMD secretariat drives the process of multi-stakeholder coordination and collaboration and steers synergies among the members while maintaining their respective mandates and responsibilities. At the local level, as in the case of Legazpi City CMD, representing academia is Bicol University which is primarily responsible for conducting research on migration and development and providing capacity building; the Diocese of Legazpi Social Action Centre is primarily responsible for organising the migrants and their families; and the city government provides the additional technical and financial support to the CMD members and ensures that local legislations are in place to allow migrant representation in the CMD.

→ **Multi-level coordination can enhance vertical policy coherence for enhanced local development impact**

While a national response to migration management for development is crucial, this must be aligned with local realities since persisting inequalities exist not only among different countries but also within countries, thus necessitating an integral and bottom up approach from the local level. Multi-level coordination thus allows local authorities to feed their expertise and knowledge into regional and national policy-making for more responsive and pertinent national policies that can, in turn, be successfully implemented at the local level.

→ **Establishing committees on migration and development can strengthen efforts to mainstream migration into development planning**

Given that migration is affected by and affects all levels of governance, many different actors can and should be involved in migration management across the various governance sectors. To support horizontal policy coherence at any governance level, committees on migration and development can serve to bring all the relevant actors together to coordinate and support their respective response to migration. In the case of the Philippines for

example, even other agencies are involved in the committees which are not directly responsible for providing services to migrants and their families, but whose programmes and services are affected by and do affect migration. For example, the local offices of the Department of Agriculture provide agriculture-based entrepreneurial opportunities for migrants and their families. The Cooperative Development Agency is also involved in order to bring technical support to migrant cooperatives.

Recommendations

→ **Support the continuous operation of CMD and implementation of its work plan through separate fund allocation**

Since the CMD is created through RDC resolutions, its institutionalisation and sustainability at the local level is generally assured. How active, dynamic and efficient it will be in the long term will depend on the role and participation of the members, and the availability of funding and resources. While a minimal budget is required for its operations (mostly for meetings, planning, research, personnel), the realisation of its objectives, implementation of its work plan, and maintenance of the network need resources that, when not available, will frustrate the members, particularly the migrants, and will affect its efficiency.

→ **Strengthen the involvement and participation of the private sector in the CMD to broaden the economic impact of migration and development programmes**

At present, there are patches of partnerships between LGUs and the private sector but not on a large or regular scale. For example, the CMD in Western Visayas held a “private sector forum” with a view to gaining more interest and support from the chambers of commerce, private companies, etc. especially those with businesses related to migration. The CMD in Bicol proposes to have an inventory of migrants or former migrants who have investments or businesses. The mapping may provide an opportunity to create a chamber of commerce specific to migrant investors which could lead to a more institutionalised and regular collaboration within the CMD.

Linkages to the SDGs



10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Public-Private Partnerships for Local Development Supported by Diaspora



Key Words

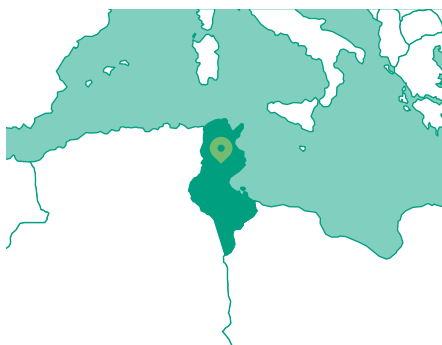
Engaging diaspora,
Economic inclusion,
Cooperation mechanism



Location

Jilma,
Sidi Bouzid Region,
Tunisia

Introduction



The aim of this case study is to highlight the importance of partnership for migration and development projects. Today, there is an obvious interaction between these two phenomena – migration and development. To limit their negative effects and maximise their benefits and opportunities, relevant tools should be developed at national and local levels. In addition, experience shows that it is vital to adopt a partnership approach that brings together all relevant public and private stakeholders in order to have more successful migration and development projects. Indeed, actions undertaken by isolated actors are rarely effective because they cannot utilise the expertise and experiences of other stakeholders. Nonetheless, it is still important that each actor has a clearly identified role, with specific responsibilities.

Context

This case study was identified within the framework of the project, “Improving the livelihoods of rural women in Jilma, Sidi Bouzid with the support of the Tunisian diaspora in France”. The town of Jilma is in the region of Sidi Bouzid – a region that is particularly disadvantaged and impacted by migration. Indeed, since the 1970s, the Governorate of Sidi Bouzid has experienced significant migratory dynamics

that has resulted in appreciable net migration flows. Migration movements are typically to the exterior of the country (Tunis and coastal regions) and to foreign countries (particularly Europe and Libya), and are mainly motivated by reasons relating to employment or family reunification.

The Governorate of Sidi Bouzid is a predominantly rural region. The unemployment rate is particularly high, especially among young female graduates, as more than 45 per cent are unemployed. In Sidi Bouzid, agriculture is the main source of employment and income for 60 per cent of the local population. The stock breeding tradition is anchored in the peasant culture of this region, which is recognised nationwide for the quality of its mutton.

Mindful of this reality, the Association T2RIV – with several actors from the Sidi Bouzid region – led this initiative to support a micro project on sheep breeding in order to improve the livelihoods of a dozen rural women in vulnerable situations. More specifically, the project helped them set up a sheep fattening system to support the development of their professional activities and to promote their financial independence. In addition to the technical and financial support provided by the UN Joint Migration and Development Initiative (JMDI), the project benefited from a grant from the French Ministry of Foreign Affairs and the Tunisian Ministry of Women, Family and Children.

Overview of the practice

A multi-stakeholder partnership was central to the success of the project. Indeed, due to the distance between actors on the ground, beneficiaries, and the members of the T2RIV Association who were responsible for leading the project, it was important to establish appropriate coordination mechanisms to ensure good project implementation.

At the stage of project formation, the T2RIV Association planned to create and support an agricultural development group (ADG). This group, based in Jilma, was to be instrumental in: (1) Ensuring implementation of project actions on the ground; (2) Closely supporting the women beneficiaries; and (3) Interacting with the main public actors and associations working in the agricultural field. This partnership arrangement was an innovative practice for the Jilma Region, as well as for the migration and development process in Tunisia more generally, since it mitigated the risks associated with the remoteness of the diaspora, and made it possible to have a group on the ground that has excellent knowledge of local actors and related issues.



↑ Meeting of the Jilma Co-Development Steering Committee

So that the ADG could exceed in this role, it was supported throughout project implementation through a series of training sessions on migration and local development. The aim of this training was to build the capacities of its members – including women who were the project’s beneficiaries – and enhance the group’s organisational capacity for more effective action.

The T2RIV Association was also sought out to develop synergies with other public bodies and associations from the Sidi Bouzid region. When identifying the projects, it consulted with the most relevant bodies in the field of agriculture and livestock in Jilma to discuss the nature of the initiative and secure their engagement. Thus, meetings were organised with the Regional Agricultural Development Commissioner and the Office for Livestock and Land of the Sidi Bouzid Region. These are regional public bodies responsible for local implementation of national agricultural policy. It was important for the T2RIV Association to have the support of these local administrative bodies to ensure that its project was aligned with national policy, thus boosting its sustainability.

Regular meetings were also held with local authorities, namely the municipality and delegation of Jilma and the Governorate of Sidi Bouzid region, in order to inform them of the objectives of the project and to seek their institutional support. This process was of crucial importance, because experience shows that when it comes to migration and development, the most successful initiatives are those that benefit from the support of local authorities. Having local authority support of migration and development initiatives ensures their sustainability because they are the ones that can institutionalise processes and develop public policies informed by the experiences of pilot projects. The project even received letters of support from these administrative bodies that demonstrated their complete willingness to support the project and co-development.

This approach, which was subsequently maintained during the implementation process, made it possible to position the project at territorial level and to incorporate links necessary to establish its credibility in the Sidi Bouzid Governorate. This confidence even led to the signing of a partnership agreement between the ADG and the Governorate of Sidi Bouzid in March 2016. This agreement confirmed the

Refer to the JMDI Case Studies “**Engaging Diaspora for Local Rural Development**”, Jilma, Sidi Bouzid Region, Tunisia and “**Ensuring Vertical Policy Coherence in Migration and Development through Strategic Coordination Mechanisms**”, Regions of Bicol, Calabarzon and Western Visayas, Philippines

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Module 1: Managing the link between migration and development

- Topic 2: Local development and migration: coordination, synergies and policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 2: Decentralised co-operation, co-development and territorial partnerships
- Topic 4: Working with diasporas/migrant associations in territories of origin and destination

institutional support of the Governorate of Sidi Bouzid for the ADG's local development actions. It was, furthermore, a prelude to the potential financing provided by the Governorate of Sidi Bouzid for micro-projects in the social and economic sectors.

The involvement of stakeholders and partners was also facilitated by the establishment of project management and monitoring tools. Thus, two types of groups were created to facilitate the coordination of actors directly involved in the implementation of project actions, and also were likely to have a positive impact on the process. At the beginning, project partners were able to interact through a limited technical committee. This committee included the T2RIV Association, members of the ADG and the JMDI focal point. It met regularly to evaluate and discuss the project's technical and budgetary aspects, and to reflect on solutions for problems identified. Then, an expanded steering committee was set up. This committee was established informally with the objective to widely inform public and private actors in the region who were involved in the agricultural and livestock sectors about the progress of the project and to maintain relations with project stakeholders. It enabled the T2RIV and the ADG to develop its knowledge network and boost its strategy for mobilising partners to include all of the relevant actors in the territory.

This approach has also enabled local public institutions to gain awareness on the potential of migration for local development. The project has already been presented twice during the annual seminar organised by the Regional Delegation of the Office of Tunisians Residing Abroad in Sidi Bouzid in order to make other migrants aware of the initiatives, and to promote the same type of engagement within the diaspora. A partnership agreement signed between the ADG and the Governorate of Sidi Bouzid was also a positive sign of the willingness of local authorities to work alongside the diaspora to develop the region. Their contribution can, in fact, go beyond remittances and can have a significant impact on the economic development of a territory when it is well organised and targeted. It is thus in the interest of local authorities to maintain regular contact with its diaspora and to establish an appropriate communication channel that provides information on the needs of its territory. On the basis of the local needs and the diaspora's capabilities, the diaspora could then offer its services and build strategic partnerships to support the development of its region of origin.

Key lessons learnt

→ **Creating an intermediary structure between the diaspora and local authorities enhances the effectiveness of migration and development projects**

When an intermediary structure is formed between the local authorities and the diaspora, the implementation of project actions is better facilitated, as it leads to solid partnerships, efficient project monitoring, and also benefits the beneficiaries, who profit from coordinated training.

→ **Forming partnerships is important and ensures the successful implementation of migration and development projects**

Partnerships can be initiated through signing letters of support for a project. Nevertheless, partnerships do not end there. More concrete agreements should also be made which clearly establish each partner's role and responsibilities so that they are truly committed, held accountable, and take ownership of the project at hand. This support can have various approaches, depending on the needs of the project and the partner's potential.

- **Involvement of the private sector must be secured for projects carried out by migrants, particularly those aimed at economic development**
When project actions have a direct connection with the private sector, it is beneficial to establish partnership agreements with private actors in the region to create commercial relationships. Commercial relationships are beneficial because they limit the costs involved in production and make the process of purchasing and reselling more secure.
- **The partnership approach must also be oriented towards the national level**
It is important to engage in partnerships at various levels, and not to limit one's field of intervention to the local level. This is even more crucial for countries with a centralised government, where the power of decision-making lies at the national level and there is very little room for manoeuvre at local level. It is, therefore, important to maintain a regular exchange of information with national public authorities and to set up a mechanism to include them in the project. This process promotes a more effective approach in linking all the relevant development actors.

Recommendations

- **Continue the process of awareness raising and capacity building for civil society and local authorities**
This approach is fundamental so that these actors are able to better understand the positive interactions that exist between migration and development processes. It also provides a space for them to reflect on joint actions and promote partnership in targeted areas.
- **Create an institutional and legal framework that is favourable to public/private partnerships**
This is an important way to associate the diaspora with local development actions in a manner that enables actors to gradually foster partnerships or encourage support in the development process. The adoption of a legal framework could thereby facilitate the promotion of such partnerships so that each actor's added value is taken advantage of in order to maximise local development.
- **Launch a study on the issues and potential of partnerships with civil society organisations of the Tunisian diaspora**
This study could gather crucial information on the main organisations associated with the diaspora, as well as their intentions to develop projects in Tunisia. When conducting this study, it would be appropriate to identify the constraints that they encounter in forming partnerships, and the opportunities they have in associating with national and local development projects.
- **Promote the creation of structures to inform policy or strengthen the capacities of regional delegations of the Office of Tunisians Residing Abroad**
These mechanisms would facilitate the networking between the diaspora, local authorities, the private sector and civil society. This networking would then strengthen the formation of partnerships around development projects identified by local development actors.

Linkages to the SDGs:



1.4 – By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.



8.5 – By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.



11A – Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.



17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

Establishing Multi-Stakeholder Dialogue to Mainstream Migration into Local Development Planning



Key Words

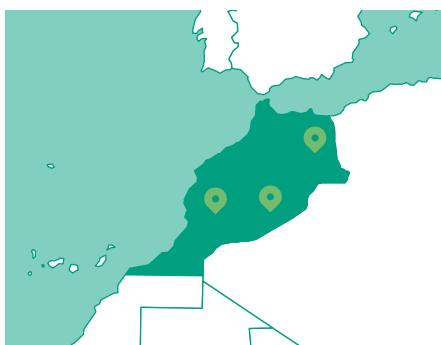
Capacity building, Multi-stakeholder approach, Inter-institutional dialogue, Mainstreaming migration into development planning, Local planning



Location

Regions of Drâa-Tafilalet, Souss-Massa and Oriental, Morocco

Introduction



This case study illustrates the importance of establishing multi-level and multi-stakeholder dialogue to further and better integrate migration into local development plans. Local planning is a major challenge for local and regional authorities as it involves organising long-term development actions that reflect the needs of those living in the territory. While local authorities are increasingly aware of the interaction between migration

and development, they need to be in dialogue with one another and with relevant local stakeholders to coordinate their actions and combine their efforts around migration and development planning.

To facilitate this, regional multi-stakeholder migration and development teams were created to encourage further dialogue between the different stakeholders and levels of territorial governance. These teams also served to enhance innovative initiatives in the local level management of migration. They were composed of territorial authorities from various levels, including regional offices of public institutions as well as civil society organisations, which are strategic actors in migration and development. These teams thus foster spaces to exchange practices and expertise; thereby leading to the creation of new partnerships between actors, a place

for them to build their capacities, and collaboratively prepare development plans and tools to mainstream migration into local planning.

Context

Within the context of migration, Morocco is traditionally a country of origin. Now, however, it is also recognised as a country of transit and of destination. This change in its migration profile was particularly reflected in the preparation of the National Immigration and Asylum Strategy (SNIA) adopted in 2013 and which was put into effect through two waves of regularisation.

The Souss-Massa and Oriental Regions are both considered historical centres of emigration in Morocco. Due to the existence of intensive agricultural production areas, these regions have also attracted internal migrants since the mid-1990s. Given the recent developments in the national migration profile, they have also become destinations for mostly sub-Saharan migrants. The Oriental Region, due to its border with both Algeria and Spain, is mostly a territory of transit for sub-Saharan and Syrian migrants to Europe. Souss-Massa is also a territory of transit as well as destination. For instance, because of its coastal region, Souss-Massa is a destination for European retirees (mainly from France).



↑ The Souss-Massa multi-stakeholder migration and development team during the My JMDI Toolbox training

Meanwhile, the socio-political context within which Morocco and its regions that has been developing in recent years is the same as all the societies within the so-called “Arab Spring” region. It is faced with critical development issues, such as the co-development between territories, vocational training, youth employment, access to basic infrastructure, access to health and education services, the management of water resources, the involvement of the private sector, etc. Thus, the entire complexity of this link between migration and development that leaders must manage is experienced more acutely by the Moroccan regions. Territories of origin, transit and destination all must face and provide answers to enormous development challenges. To respond to these challenges, regional teams have been established within a very particular institutional context of the first mandate for the implementation of advanced regionalisation in Morocco. This mandate is a type of

territorial reform that is intended to strengthen public participation and give the regions and local authorities a real role in economic development, especially with regards to the promotion of equality between territories. Like any decentralisation process, it aims to give more powers and autonomy to territorial authorities by giving Regional Councils a central role. Alongside this strengthening of competencies and responsibilities, territorial authorities also must build their own coordination for local planning; develop tools that are better suited to fit their realities; and mainstream migration. It is within this context that the creation of regional multi-stakeholder migration and development teams has taken place to bring together the various stakeholders, including those with experience and expertise in migration and/or development, so that they may arrive at joint responses to the challenges that local actors face.

Overview of the practice

The formation of multi-stakeholder regional migration and development teams was part of the work carried out under the UN Joint Migration and Development Initiative (JMDI) in Morocco. Due to the variety of actors working in these regions on migration on the one hand and development on the other, it was important to create a space for dialogue to enable these actors to exchange practices, to establish a common vision for their respective territories and to coordinate their actions. With the technical support of the JMDI, the formation of regional teams with local actors helped to train them in the issues of migration and development and supported them in the formulation of migration and development planning tools.

To build the capacities of the local actors in the two JMDI regions of intervention, two regional teams were formed and trained by using the My JMDI Toolbox and learning about the interim results of the JMDI-supported initiatives: the “Migration, Territories and Development” project in the Souss-Massa and Drâa-Tafilalet regions, and the “Figuig Palm Grove” project in the Oriental Region. While the local initiatives in question were mainly conducted at municipal (or inter-municipal) level, it was decided to conduct this work at regional level due to the greater territorial coverage and the mobilisation and coordination capacity of the Regional Councils.

The regions were free to form their own teams as they chose. However, they had to be in line with the following principles: the Regional Council is at the heart of the process because it mobilises the other actors around it and makes its material resources available; the regional authority (Wilaya) and the two other territorial levels (provinces and municipalities) are represented; teams encompass the diversity of those working on migration and development in the region, including relevant decentralised departments, the academic sector and migrants’ associations; and the composition of the team can be adjusted according to the topic being addressed (e.g. regional health directorate for issues of health and migration).

The multi-stakeholder composition of these teams is intended to foster the sharing of experiences, knowledge and expertise, which is particularly relevant for the coordination of migration and development actions at the territorial scale. One elected member of the Regional Council was identified to be in charge of coordination of each team, giving greater legitimacy to the team’s work. The systematic involvement of other levels of territorial governance (municipalities and provinces) as well as the Wilayas reinforces not only the legitimacy of the team, but also the potential for the consistency of its actions. The presence of different levels of territorial governance in the team facilitates institutional dialogue between territories and the

Refer to the JMDI Case Studies “**Migrant Reception and Orientation Offices**”, Municipality of Taliouine, Souss-Massa Region, Morocco and “**Multi-stakeholder Partnerships for Migration and Local Development**”, Regions of Diourbel and Sédhiou, Senegal

Or refer to the ‘**My JMDI Toolbox**’ on Migration and Local Development

Core Module: Introduction to Migration and Local Development

- Topic 4: The role of local authorities in empowering migrant communities

Module 1: Managing the link between migration and development

- Topic 2: Local development and migration: coordination, synergies and policies

Module 2: Establishing partnerships, cooperation and dialogue on M&D at local level

- Topic 1: M&D partnerships: forms and frameworks, from the global to the local level

central level. Indeed, since national actors also attend certain team meetings, there is an opportunity to raise the national government’s awareness of local realities and the challenges as well as potential of migration for development.

These teams’ meetings have not only helped to disseminate the *My JMDI Toolbox* to all stakeholders, but have also nourished and guided the strategic planning process of the regions in question. The training sessions conducted have, indeed, led to the formulation of regional action plans, which inform the creation of regional development plans. Both action plans, developed separately, led to the same three main priorities for each of the two regions: (1) An improved understanding of the reality of migration in the territory; (2) To provide the regions with capacity-building plans; and (3) To create territorial services with communication and awareness plans for migrants. In the Oriental Region, this exercise was completed through the formulation of a text that defined the Region’s vision for migration and development, which was to be included in the preamble of its RDP.

Today, thanks to this work, the Regional Council of Souss-Massa has integrated a strategic migration

and development axis in its RDP, while the Oriental Regional Council has asked the consultancy firm responsible for developing its RDP to integrate migration, as well as the planning products formulated under the JMDI, into the plan.

In a second phase, an exchange visit between the two regional teams was organised by JMDI coordinators. The exchange visit focused on reintegration training and included a field visit for the creation of neighbourhood services and capacity-building workshops. This led to the formulation of a set of indicators to measure the extent to which migration is integrated into local development planning, as well as a series of recommendations to Moroccan territorial and national authorities. While the set of indicators is to equip the services created by territorial authorities (the Migrants’ Reception and Orientation Offices (BAOM), and also services written into the RDPs in due course), the recommendations are to be used as tools for advocacy and dissemination.



↑ Two regional multi-stakeholder migration and development teams from the Oriental and Souss-Massa gathered during an inter-regional exchange workshop in October 2016

Within the JMDI framework, initiatives were exclusively oriented towards the diaspora, but the work of regional teams made it possible to broaden the thinking and approach of partner territorial authorities to other dimensions of migration profiles in the regions in question (sub-Saharan and Syrian immigration, internal migration, European immigration, etc.). This was a result of the capacity building conducted by the JMDI-supported initiatives, and the integrated approach developed by the regional and multi-stakeholder teams.

In a country where – despite the ongoing decentralisation process – many aspects remain centralised, the results of the work of the regional teams reveal the main concerns of the Moroccan territorial authorities with regards to migration, as well as the powers that they are prepared to use. These powers are mainly connected with territorial leadership, the promotion of intercultural dialogue, the provision of services and the training of territorial officials. In addition, the integration of priority action plans opens the possibility for more funding and project implementation in these fields in the longer term. As for the recommendations made by the teams, they informed Moroccan institutions that there is a need to better take migration into account in development planning; for better inter-institutional coordination; for the greater participation of migrants in public life at every level; and for fuller cooperation between Moroccan territories. Taken together, these exchanges were extremely valuable for encouraging institutions to undertake initiatives on migration.



↑ Group work during the inter-regional exchange workshop between Souss-Massa and the Oriental

Key lessons learnt

→ **It is essential that those responsible for strategic planning pay attention to the work done by the teams**

While the multi-stakeholder, regional migration and development teams bring together the main territorial actors working in migration and development – thereby bringing much dynamism and vitality to the work of the teams – they must also include those responsible for strategic planning (i.e. planning focal points in local institutions, especially in the Regional Councils). Indeed, for the work of the teams to be useful and consequential, it is important that they are considered when strategic planning documents are created, such as the RDP. For example, the Oriental Region, in this regard, is remarkable since the Regional Council asked the consultancy firm responsible for developing its RDP to take account of all the work done by the regional team in its strategic document. Turning to Souss-Massa, the results of the work were not included as such but, because of the initiative of the elected official coordinating the team, a strategic migration and development nexus was included in the RDP and in several projects. If, in contrast, those responsible for planning are not involved in the work of the team, the potential for integration in the territorial planning documents is limited and this may discourage team members from becoming more or regularly involved.

→ **The involvement of elected officials in the leadership of the teams is a major bonus**

The President of the Regional Council designated an official to direct its work and officially begin meetings. These officials, depending on their roles and responsibilities, bring the leadership necessary for the committed involvement of other actors, including territorial officials. The elected officials receive the same training and take part in the same work as the other actors, and are able to better carry out the responsibilities of resource mobilisation and advocacy so that the migration dimension is accounted for in strategic planning. In addition, their involvement is essential for ensuring ownership and, ultimately, the institutionalisation of the teams at level of Regional Councils. Because of the involvement of Regional Councillors, the Oriental Regional Council Office is creating a foundation dedicated to migration in the very heart of the Council, in order to better implement its migration and development strategy.

→ **Regional teams help ensure that commitments made by territorial authorities are sustained and followed up on**

After over one year of operating the two multi-stakeholder, regional migration and development teams in Morocco, this good governance practice has already had a notable effect on the commitments of the regions concerned and their territorial partners in the field of migration and development. Thanks to the inter-regional dialogues generated through these teams, the actions conducted (the creation of BAOMs, encouraging investments by the diaspora, etc.) progressed from having the status of isolated actions to that of good practices. Moreover, this good practice and the positive outcomes have been integrated into RDPs. Thus, over time, the regional team has become an innovative tool for ensuring the sustainability of and follow-up on these commitments.

Recommendations

→ **Institutionalise practices to ensure their sustainability**

The institutionalisation of the multi-stakeholder, regional migration and development teams within the organisational structures of Regional Councils would ensure their sustainability. Having them included in Regional Development Planning would also help enhance their external leadership role. In addition, it seems important to designate an official responsible for team coordination within the Regional Council.

→ **Step up partnerships between Moroccan territories**

Considering the success of the inter-regional visit in October 2016 in Souss-Massa, exchanges between the two teams should be strengthened and opened up to other future regional teams. Furthermore, in line with the recommendations from the inter-regional visit workshops, it is strongly recommended to develop decentralised cooperation partnerships between Moroccan territories themselves, so as to foster the construction of common strategic approaches and the dissemination of good migration and development practices.

→ **Establish dialogue with the central government**

In order to optimise the implementation and impact of national and local migration and development strategies, the participation of the decentralised departments of the State should be stimulated and systematised at meetings with the regional teams, as well as at high level meetings between regional officials (Presidents and Governors) and national leaders (Ministers and Secretary Generals).

Linkages to the SDGs:



8.3 – Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services.



10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.



17.4 – Enhance policy coherence for sustainable development.

17.16 – Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

17.17 – Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

The UN Joint Migration and Development Initiative (JMDI) has compiled these Success Stories which focus on the local dimension of migrants' contribution to development. Through the good practices and lessons learnt brought forward in these Stories, the JMDI hopes to encourage and support other local and regional authorities so that they may flourish in their role as first responders to both the challenges and opportunities of migration and development. Indeed, what has become clear throughout the implementation of this programme is that local and regional authorities are best positioned to deal with the drivers and impact of migration, and they thereby can and do play a strategic role in contributing to the Sustainable Development Goals (SDGs). Still, it is also acknowledged that sometimes local and regional authorities encounter difficulties in understanding and managing the linkages between migration and development, accessing knowledge and learning directly from their counterparts or from the national level. Thus, the JMDI has collected and consolidated the lessons learnt and good practices from the JMDI supported projects into various tools and knowledge products, like this set of Success Stories, in order to support local and regional authorities in reinforcing the link between migration and development.



UN Joint Migration and Development Initiative