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MIGRATION FOR DEVELOPMENT



MAPPING LOCAL AUTHORITIES' PRACTICES IN THE AREA OF MIGRATION AND DEVELOPMENT

A TERRITORIAL APPROACH TO LOCAL STRATEGIES, INITIATIVES AND NEEDS

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FOREWORD

Since 2008, the **Joint Migration and Development Initiative (JMDI)** has been working on strengthening the positive linkages between Migration and Development (M&D) on a global scale. By supporting the initiatives of M&D actors in the field, this programme funded by the European Union and implemented by the United Nations Development Programme (**UNDP**) in partnership with the International Organization for Migration (**IOM**), the International Labour Organization (**ILO**), the Office of the United Nations High Commissioner for Refugees (**UNHCR**), the United Nations Population Fund (**UNFPA**) and **UN Women** has shown the importance of efficiently linking diaspora and migrants' initiatives with local development processes in order to achieve sustainability and development impact.

The migration and development agenda is currently mostly conducted and framed at the national and international levels, within the context of state-led processes such as the Global Forum on Migration and Development. Yet, local authorities are at the forefront in confronting the transformations and opportunities that migration brings about: the drivers and impact of migration are often most strongly felt at the local level, be it in terms of effects on the local labour market, the size and demographic of the local population, or the need for public service provision. Increased attention should therefore be dedicated to analyzing the role decentralized levels of governments could play to harness the positive impact of migration for development. To a large extent, local authorities are the missing piece of the global migration and development puzzle. So far, local governments have not received the same level of attention as other stakeholders, while their involvement and potential impact on the connections between migration and development is crucial. It can also be argued that local authorities are able to set migration in a new and positive light. Policy thinking must be readdressed in order to allow local authorities to take on and carry out this role successfully.

This report aims to emphasize the role and the contribution of local authorities in the field of migration and development. It advocates for adopting a territorial approach in this field, through an analysis of the partnerships and synergies established by some dynamic local governments in sending and destination countries that are reaching out to their migrant populations. It summarises the results of a global mapping exercise of local authorities' M&D practices conducted from July to October 2012 during which over 2,000 stakeholders were consulted (i.e. local authorities, NGOs, chambers of commerce, universities, trade unions and experts from international organizations).

This research is the first step of a new phase of the JMDI, launched in December 2012 and funded by the **European Union** and the **Swiss Agency for Development and Cooperation**. Based on the findings of this report, the JMDI has embarked on activities aimed at scaling up existing M&D initiatives of local authorities and building up capacities and networks. You can learn more about the programme by visiting our website www.migration4development.org.



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INTRODUCTION: BRINGING MIGRATION AND DEVELOPMENT TO THE LOCAL LEVEL

Migration and development today

In the last two decades, the development effect and potential of migration has become an increasingly important field of domestic action and international cooperation in all regions of the world. With the increasing level of activities and programmes by a variety of actors arises a need to monitor the different approaches and provide opportunities to exchange the wealth of experiences that exist.

From existing interventions in the field which are commonly referred to as 'migration and development' (M&D) initiatives, it is evident that programmes and initiatives that aim to maximise the benefits of migration need to take into account a large variety of factors which go beyond the migrants' private transfers which seem to be the main issue that captures the interest of many governments and actors. Indeed, migration-related interventions can include the human, social and labour rights of migrants, their psycho-social well-being, the relationship between migrants and their family members staying behind, the various other capitals that migrants can use to contribute to development in host and home countries.

Migrants can and do contribute highly to the development of both communities of origin and destination in many ways through the capitals they possess. These include migrants' *human capital* (education, training, skills and knowledge), *financial and entrepreneurial capital* (foreign development investments, trade, remittances, savings, business investments, purchase of real estate and humanitarian support), *social capital* (networks, norms and values that facilitate cooperation within and among groups, awareness of social innovations) and *affective capital* (commitment and goodwill derived from their emotional engagement in countries of origin). To this list it is important to add and emphasize *migrants' local capital*, which is their willingness to act in certain regions that are overlooked by

traditional development actors. Migrants' remittances and their other social, human and cultural capitals from one region to another can therefore be a highly valuable resource for promoting local development.

The wider view of migration as a development tool is being supported more and more, as is evident by the increasing inclusion of migration aspects in country development plans, such as Poverty Reduction Strategy Papers (or PRSPs). Recognizing the links between migration and development is also being considered within the ongoing debate over the post-2015 and post-MDG development agenda. Moreover, there is increasing evidence that the various international transfers of capitals have considerable development impacts, sustaining local economic activity and the dynamism of regions at the territorial level.

At the international level, since the first High-level Dialogue on International Migration and Development in 2006, the annual meetings of the Global Forum on Migration and Development (GFMD) have provided a platform for states to discuss pertinent migration issues and to include the perspective of civil society stakeholders. In 2013, a second High-level Dialogue is scheduled to advance the international agenda on migration and development that includes a round table on 'Strengthening Partnerships and Cooperation on International Migration at All Levels'. The focus on partnerships "at all levels" expresses an increasing consensus that besides national governments there are many stakeholders and levels that have a critical impact on the attempt to maximize the positive and minimize the negative consequences of migration. Local authorities, domestic civil society organizations and migrant associations, but also social partners, the private sector and other stakeholders are therefore critical for such meaningful partnership and for reaping the full potential of migration as has been shown in the

various practices that have come to light within the research process for this report. Bringing the focus of analysis of migration and development

issues to the local level therefore allows for a better understanding on the local dynamic and interactions of these development actors.



Local authorities, migration and development

Since 2008, the **Joint Migration and Development Initiative (JMDI)** has funded migration and development initiatives from civil society organizations in 16 target countries¹. The programme also worked on setting up and reinforcing networks of actors working on migration and development and identifying good practices. Information was then shared on what actually works at international level among those active in this field with a view to feeding into policy-making on migration and development.

The experience of supporting M&D initiatives over four years has shown that establishing strategic partnerships between civil society organizations and governments at the

decentralized level are essential aspects for the effectiveness of any M&D intervention. Indeed, the most successful and sustainable migration and development interventions identified by the JMDI are those that have been developed around a strong relationship with the local governments in countries of origin and destination. When a common vision can be shared between local authorities and civil society, both develop a sense of ownership over the initiatives which increases the likelihood of them committing time, energy and resources to the initiative, ensuring its success and sustainability.

Moreover, 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 demographic of the local population, or the need for public service provision. This makes much sense given the local-to-local dimension of migration whereby migration trends show that migrants from the same home town or region tend

¹ These 16 target countries were: Algeria, Cape Verde, Ecuador, Egypt, Ethiopia, Georgia, Ghana, Jamaica, Mali, Moldova, Morocco, Nigeria, the Philippines, Senegal, Sri Lanka and Tunisia.

to concentrate in the same geographical areas in the host country, thus not necessarily impacting the host or sending country on the whole.

Local authorities are therefore at the forefront in confronting the transformations and opportunities that migration brings about. Indeed, the close proximity of local authorities to their

constituencies, their direct experience in implementing policy, their potential to initiate a multi-stakeholder dialogue and participatory decision-making, as well as the skills they have often developed in spatial development strategies means that local authorities are strategic levels of governments to be involved.

Local governments and global cities: new roles and new dynamics

The increasing role of **local governments** in the field of migration and development follows on from the growing importance of the local level for planning and implementing socio-economic development. Over the last 15 years, the main actors in the field of development cooperation have increased from only three categories—namely, multilateral, bilateral and NGO actors—to a multitude of new actors, such as local and regional governments, the private sector, foundations, entrepreneurs, unions, universities and others. This has contributed to a notable change toward demand-based, rather than supply-based, cooperation activities, in which local authorities appear to be key stakeholders.

encompass a broad category that includes the largest variety of sub-national levels and branches of government, *i.e.* municipalities, communities, districts, counties, provinces, and regions. It appears that these sub-national levels are well equipped to deal with the challenges of migration and development and are gaining visibility at the international scale.

Since the 1990s, local authorities have increasingly been viewed as players in development policy in the Rio de Janeiro 1992 and Istanbul 1996 United Nations Conferences, the 2000 Millennium Summit and the 2002 Johannesburg World Summit on Sustainable Development, all of which formally recognized their role. The importance of local level actors for the success of development initiatives is echoed across the board by many institutions concerned with development. At the level of the European Union (EU), the role of local governments has been more fully recognized during the 2005 revision of the Cotonou Agreement. In the 2011 Agenda for Change, the EU aims "to work more closely with the private sector, foundations, civil society and local and regional authorities as their role in development is growing"².



For the purpose of this report, the terminology used for local authorities has to be wide enough to

² See the communication from the European Commission *Increasing the Impact of EU Development Policy: an Agenda for Change*. COM (2001). See also European Commission (2008), *Changing the World... Locally. 25 success stories of development cooperation at local level*.

The Human Development Report 2010 finds that decentralization has generally increased in most parts of the world. In 2009, 95 out of 120 countries (about 80 percent) had local governments in which at least the legislature was elected, and in half of these both the executive and legislature were elected. The *First World Forum of Local Development Agencies* in October 2011 has emphasized that decentralization, bringing public administration closer to the citizens, has been shown to be a useful method for democratic, social and economic development.

In this regard, **decentralized cooperation** has also become an important element for fostering development at the local level since it allows cooperation programmes to reach the grass roots level and local authorities are more equipped to comprehend the needs of other local authorities. Furthermore, the knowledge sharing, capacity building and technical assistance typical for decentralized cooperation fosters good governance and improvements in institutions, allowing local authorities in developing countries to better protect their citizens' rights and needs, thereby promoting their development.

These evolutions also have to be seen in the context of the proactive and influential role gained in this field by **global cities** through globalization phenomena. Urban nodes in both the northern and the southern hemisphere are becoming strategic players in the geopolitics of our global world. Indeed, their territorial scope and economic influence make global cities more and more attractive, while migration and multiculturalism are emphasized as a key factor for their success and development. The political voluntarism of cities such as London and New York, but also cities of the global South such as Bangalore and Rio de Janeiro actively promote a positive outlook on migrants. These cities have a history of immigration, and the resulting multiculturalism has created attractive branding opportunities to promote these cities as being diverse, inclusive and successful. Through the commitment and establishment of specific institutions dedicated to

migration such as Migrant Advisory Committees in Johannesburg, both the expertise of major cities in the field of migration and the awareness on the importance of migrants' integration have increased. The visibility and the leadership of these actors in this field has in return an influence on the degree of activism developed by local authorities.

Structure of the report

The following sections are aimed at providing a better understanding on the way migration and development issues are taking shape at the local level, and how local authorities are making the most of these opportunities. The **first section** considers the way migration issues are increasingly falling under the responsibilities of local authorities, bringing about new challenges for the implementation of their activities in the field of M&D. Thus, the report provides an analysis of the linkages between migrants' and local authorities' activities at the local level by adopting a territorial approach to migration and development processes.

The **second part** is a synthesis of the mapping exercise carried out in 15 countries which highlights various strategies and initiatives from the field that have been implemented by or with local authorities in various thematic areas of M&D such as migrants' remittances, migrants' integration, decentralized cooperation as well as migrants' skills and entrepreneurship.

The **third and final chapter** closes with policy recommendations based on various success stories in harnessing and promoting migrants' contributions to development. From building partnerships to reinforcing capacities, local authorities are paving the way for new and innovative experimentations to maximize migration for development and assert local governments as key stakeholders in the management of M&D issues.



I. MAKING THE CASE FOR LOCAL AUTHORITIES' INVOLVEMENT: A TERRITORIAL APPROACH TO MIGRATION AND DEVELOPMENT

a) Managing migration and development from the perspective of local authorities

The experiences of the JMDI taken from the field have shown that the local level is where most migration phenomena are felt and where the initiatives undertaken by migrants have a more positive impact on development. Hence, the influence and integration of migrants and their activities in the communities of origin and of destination mostly depend on the relationships they maintain with local actors and stakeholders. From this perspective, local authorities appear to be key actors: they can influence and frame the actions of migrants' communities in a positive way; they have the ability to engage in dialogue and reach out to stakeholders and services from the local levels; they can also establish partnerships and agreements to institutionalize the contribution of migrants within their area of expertise.

However, local authorities seldom are traditionally in charge of managing migration and because of their international nature, migration issues usually fall under the authority of national government authorities, though this context is changing. Through its local dimension, migration is

increasingly affecting the ability of local authorities to carry out their responsibilities: the establishment of development plans, the distribution of resources, the investment and supply of public facilities and so forth such responsibilities are being challenged by the activities of migrants on the same territory. At the same time, the field of action of local authorities is widening through processes such as decentralization and transfer of competencies. The consequence of these changes is an increased potential for local authorities to influence migration policies, making them more favourable for local development and governance issues.

In return, this raises numerous issues and challenges, which most local authorities are not accustomed to dealing with, such as securing the departure and return of its population, supplying information and opportunities for migrants' resources to travel with them (such as financial remittances or the transfer of their skills), enabling them to take part in consultative and government processes or the recognition of their rights and qualifications.

Why migration has increasingly more impact on local authorities' activities

With the possibilities given by communication means and increased human mobility, the act of migrating no longer means leaving one place indefinitely to move to another. On the contrary, migration and diasporas are building links between communities, countries and regions. These transnational spaces are reinforced by the fact that people from the same community of origin tend to migrate to the same areas in the country of destination. Through this local-to-local dimension, resources, regular travel and transnational activities maintain very much alive

and active links between the community of origin and the community of destination. Local authorities are becoming increasingly aware of this international window of opportunity that is becoming more of a local concern: Despite not always being citizens who fall under the jurisdiction of local government institutions, the activities from migrants abroad is felt through various resources, knowledge, capacities and remittances that are circulating between two territories.

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

Such changes bring about new needs that migrants have to address, such as gaining access to services, financial tools to transfer money and goods or facilitating their integration into the new society. Hence, local authorities are increasingly realizing that while they do not have the competencies to deal with immigration or emigration, they have the formal and *de facto* responsibility to develop the geographical area

under their jurisdiction and to foster the welfare of the population.

Such transformations alter the traditional governance of local authorities. The transnational relations and activities established by migrants become cross-cutting issues local institutions have to deal with. For example, migrants can trigger expectations and political competition at the local level that challenge the local political system. The increased resources of migrants and their new demands can put the capacity of local authorities to deliver services that are adequate to the new types of businesses and social evolutions into question. Lastly, the transnational presence of migrants challenges the attitude local authorities have to adopt toward them in both the territory of origin and of destination: It questions the recognition by local authorities of new stakeholders, the partnerships which can be established at the local and international scale, as well as the degree of competition, trust and legitimacy that exist between authorities and return migrants.

Shifting responsibilities of local authorities in migration and development

While local governments become increasingly aware of the impact of migration on the territory they are in charge of, their role is also shifting with respect to the central level through the changing responsibilities and functions they are being allocated, in particular with regard to the management of international competencies and development.

Although the regulation of migration and the relations toward the diaspora are mainly established at the central level, some governments become progressively aware of the need to bring the administration closer to the regional and provincial level, where the influence of the diaspora is more deeply felt. This has resulted in the addition of branches of the central administration being created at lower administrative levels, which involve the personnel of local authorities.

CANADA

BILATERAL MIGRATION AGREEMENTS WITH LOCAL AUTHORITIES: The case of Canadian Provinces

Between 2006 and 2010, four Canadian Provinces signed bilateral Memoranda of Understanding (MoU) with the Philippine government on facilitating the migration of highly skilled Filipino workers to the provinces of Saskatchewan, British Columbia, Manitoba, and Alberta.

This was possible thanks to an agreement between the provincial governments and the Government of Canada that allows provincial nominations for permanent residence and temporary immigration. However, the agreements specify that the final authority to accept applications remains with the Government of Canada.

The MoUs aim to simplify the immigration process for skilled Filipino workers. They also ensure the protection and welfare of Filipino migrants and stipulate that the Canadian provinces and the Government of the Philippines will explore projects to sustain and promote human resource development in the Philippines. Thus, the Canadian provinces shall encourage support and assistance to improve labour market training in the Philippines. Working Committees have also been established to monitor and discuss the partnership.

Without transferring the capacity to manage migration on the whole, sub-national levels are obtaining the possibility to bypass national policies and establish bilateral partnerships with their counterparts on specific issues such as agreements on labour migration or facilitating the mobility or resources (from the circulation of goods to the mobility of their nationals) between two territories.

While only a few local authorities are able to conclude bilateral labour migration agreements, many other aspects pertaining to migration correspond, or can correspond, to competencies at a variety of sub-national levels. From the general development competencies derives the power to plan and implement migration-related interventions, such as pre-departure training and education for potential emigrants and fostering partnerships to make the most of migrants' remittances, investments and other contributions. For this reason, local authorities and governments are increasingly including migration as a cross-cutting issue in their local development plans.

These evolutions have to be seen in the progressing framework of decentralization, which bring more resources and capacities for local authorities to handle development matters and develop new relations with their citizens. In many successful cases, decentralization also tends to bring local authorities closer to people, and increase their accountability to citizens' needs. Another consequence of these processes is the development of decentralized cooperation, which enables local governments to partner up with counterparts with similar experiences and challenges in the management of development and of international mobility. These exchanges are often based on historical links or migration flows that unite the two territories. Building on the knowledge, relations and informal connections binding these territories often increases the capacity of local governments to get involved in new development matters and influences their dynamism and degree of activity in new areas of responsibilities.

THE INVOLVEMENT OF REGIONAL AUTHORITIES IN M&D ISSUES: the case of the Region of Kayes

Since 1993, the regional Assembly of Kayes has had a proactive approach to migration and development through its co-development policy.

In 2009, a programme was implemented in partnership with a French NGO (*Groupe de recherche et de Réalisations pour le Développement rural - GRDR*) with support from the JMDI to map and increase the involvement and support of the region in decentralized cooperation partnerships. Its main objective was to reinforce the multi-actor dialogue and practices in migration and development between the global North and the global South and to build a pool of common, independent knowledge and practices on migration and development related issues.

Within this context the region has mapped M&D projects which have been carried out in the Kayes Region of Mali over the last 40-50 years and has codified good practices, developing new research tools and methodologies to do so. Moreover, it has brokered new partnerships and strengthened existing networks linking migrant associations and local authorities in France with their counterparts in the Kayes region; disseminated results and good practices through the network and through the local and national media in Mali and France.

Another activity consists in the creation of a dedicated space whereby most of the actors involved in migration issues exchange and confer on national debates and build strategies and proposals together that are shared at the national level.

Local authorities are therefore 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, it is also unreasonable to expect national policies to be able to fully address the very specific and unique needs of any given community and this is why it is increasingly important to involve local authorities in the planning and implementation of socio-economic development. Given the local dimension of both migration and development, local authorities are therefore best placed to capitalize on the migration and development nexus.



The main limits encountered by local authorities in migration and development

Despite the growing connections between the activities of local authorities and migrant communities, the road to harnessing their full potential to contribute to local development is still long.

Our mapping exercise revealed that local authorities are getting increasingly eager to step in migration and development matters, and are initiating, in this respect, very interesting and innovative practices, as is shown in the second part of this report. However, the research carried also reveals that there are important differences in the level of involvement of local authorities in migration and development issues: due to certain limitations, many local authorities' practices take the shape of *ad-hoc* activities and to minor contributions, such as granting a permission or a license, providing in-kind contributions, such as physical space from where to base an initiative, or helping to identify target populations.

Several factors explain these difficulties and issues that restrain the degree of activism local authorities can show. The first limitation is the

heterogeneity of local authorities : political units that are assembled under the term 'local authorities' are a very heterogeneous category, ranging from federal states, which are far from being close to the grassroots level, to local and district governments, whose links and exchanges with the central government are often very vague. Local authorities also differ significantly in what economic possibilities they and their geo-economic units can offer to migrants. Their responsibilities and capacities often offer little leverage for them to really impact local development issues, especially in fields related to migration. Finally, activities and programmes in the area of migration and development by local authorities in the receiving countries are very different from those in the countries of origin. The composition of the diaspora - being constituted of overseas migrant workers, returning entrepreneurs, refugees, circular migrants or victims of trafficking - also has an impact on the type of activities implemented.

The **degree of decentralization** also affects the dynamism and the room for manoeuvre local

governments may have. A lack of decentralization limits the financial capacities, the authority, the knowledge and the resources that can be combined and implemented through policies for migrants at the local level. The relationship with the central administration and the existing hierarchical structure are therefore important obstacles in local authorities' capacities to undertake initiatives at the local level. Investigations realised in several countries tend to show that the more effective the decentralization, with adequate resources transferred to the local governments, the more local governments are able to show leadership and develop initiatives and synergies with their citizens and the stakeholders under their jurisdiction.

While local authorities clearly have a lot of potential to generate the above outcomes, they are often hampered by being **cut off from national and international debates on migration**. Local

authorities generally work in isolation and have limited possibilities for exchange and access to information about what is happening elsewhere. In fact, analyzing intergovernmental recommendations in the past 15 years, it has been found that non-governmental stakeholders—especially local and urban authorities and the private sector—are still not adequately included or addressed by the intergovernmental initiatives in the area of migration. They are seldom involved in international fora (such as the Global Forum on Migration and Development) where knowledge and experience are shared, and partnerships for coordination established. Such spaces for discussion would enable local authorities to understand not only what opportunities are available at the domestic level, but also whether similar experiences are being developed at comparable levels in other countries in the global South.

The main challenges for local authorities willing to invest in migration and development

Given the aforementioned changes in the local context, many local authorities are now in the process of being more active in the field of migration and development and set up synergies that have positive development outcomes in their territories. However, assuming responsibilities in this field raises questions regarding the way local authorities implement their activities at the local level.

Indeed, in order to overcome the challenges arising from the increasing influence of migration on local authorities' activities and make the most of their potential over migration related phenomena, several practices need to be developed and reflected upon: how to build strong local public institutions that can become focal points for migrant? How to develop efficient and public service delivery suited to migrants' communities' needs? How can civil society structures be guaranteed as reliable and

sustainable partners to engage in dialogue with migrants? How to increase integration and local economic opportunities and articulate them with the national government's requirements?

These practical questions require the development of an in-depth understanding on the way migration and migrant related activities are taking shape at the local level. Assessing the potential of migrants' contribution to local development can only be understood by **adopting a territorial approach** where the actions of both local authorities and migrants can be combined to achieve positive results in the fields of *integration, local governance, decentralized cooperation* and *local economic development*.

How to harness the potential of migration in each of these development related areas is addressed in the following section.

b) Harnessing the potential of migration for local development

Migrant integration and development

Although the most common concern of local authorities over migration and development policies is how to make the most of their remittances, migrants' integration is the basis on which their potential as development actors and remittance senders can be ensured.

The successful integration of migrants is considered to be primarily of benefit to the individuals concerned and the societies of host countries. However, both countries of origin and destination can benefit from the successful integration of immigrants. Guaranteeing migrants' rights and enhancing their political, social and economic integration in communities of residence is an essential first step to ensuring migrants' contribution to a development agenda. Migrants' cannot reach their full potential without having meaningful possibilities to participate in public life and without being fully integrated into society as a whole. Moreover, migrants belong to the most fragile social groups in many countries and are at higher risk of social exclusion.

Fully integrated migrants can act as bridge builders between the community of residence and origin, knowing both and forming part of a transnational network. Furthermore, they are then able to get involved in decision-making processes regarding development and migration policies and make migrants' voices and needs heard within their communities. Local authorities' initiatives to promote integration are therefore highly linked to the concept of enhancing migrants' capacities as development actors.

This approach to integration is becoming an increasingly critical aspect of effective migration management. It compels countries of origin and destination to cooperate with each other in order to adopt integrated policy approaches that link migration to labour mobility, development cooperation, trade and investment. This has become especially the case with the realization that migrant communities are now more transnational than ever, relating to both their societies of destination and origin and therefore can act as actors to promote inclusion and integration of new comers and as facilitators of investments in countries of origin.

ECUADOR

DEFENDING THE RIGHTS OF MIGRANTS FOR ENHANCING DEVELOPMENT:

The experience of the municipality of Cuenca

The strategy of the municipality of Cuenca was conceived using a human rights-based approach, which is to rely on the diffusion and on the strengthening of migrants' rights as a tool to foster integration and development. Different structures have been created to support the rights of migrants such as an integral system of protection for migrants, a Human Rights Office, a House of Migrants and a House of Solidarity). It is done by achieving different partnerships at the local, national and international level that have effective implications for raising awareness and fostering the rights of migrants and vulnerable migrants at the local level.

The project revolves around communication and cooperation between the different actors to provide appropriate interlocutors to the migrants, support their integration, help their living conditions and strengthen their knowledge. Consequently, this produced several local focal points accessible to migrants providing training and skill-development for entering the labour market or for initiating micro-entrepreneurial activities.

The strength of the project is to provide an integrated and committed combination of institutional partners acting on the territory of the municipality with the same shared purpose.

administrative information on the ins and outs of life in their new destination.

Beyond the positive consequences of protecting vulnerable populations, the cooperation of local authorities for migrant integration and the protection of their rights result in making the transnational links that unite migrants to both their community of residence and origin a clear and well established channel that benefits both territories and societies.

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graph TD; HLA[Host Local Authorities] --> EML[Empower migrant communities  
Enhance migrant capacities  
Ensure migrants' rights]; EML --> EMI[Enhanced migrant integration]; HLA --> JCP[Joint cooperation programmes for migrant integration and co-development]; JCP --> EMI; EMI --> HLA_A[Home Local Authorities]; HLA_A --> JCP; HLA_A --> EML_K[Ensure migrants knowledge of agencies to whom they can turn to for support  
Ensure migrants know their rights and obligations in the new host country]; EML_K --> EMI; EMI --> T[Transfer of knowledge  
Enhanced public participation and lobbying for migrant needs and rights  
Contribution to development of home communities through taxes, filling labour gaps and cultural diversity]; T --> ILDH[Increased local development in host locality]; T --> IIP[Increased involvement in development projects and increase remittances and knowledge support to potential new migrants]; IIP --> HC[Home community]; IIP --> CDP[Community development projects]; HC --> ILHL[Increased local development in home locality]; CDP --> ILHL];
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The flowchart illustrates the role of migration in local development in host and home localities. It shows a cyclical relationship between Host Local Authorities and Home Local Authorities, mediated by joint cooperation programmes for migrant integration and co-development. The process involves empowering migrant communities, enhancing migrant integration, and ensuring migrants' knowledge of agencies and rights. This leads to increased local development in both host and home localities, with specific outcomes like transfer of knowledge, increased involvement in development projects, and increased remittances and knowledge support to potential new migrants.

Migration and local governance

Local governance refers to all the interactions between different actors at the local level, ranging from local authorities, to private sector, civil society etc., that result in the formulation and execution of collective actions. Hence, good governance is what is brought about by a set of institutions, mechanisms and processes through which citizens and groups can articulate their interests and needs, mediate their differences and exercise their rights and obligations at the local

level. For local authorities, good governance consists of being able to better carry out their development roles, in particular through building strong local public institutions for the long term, developing efficient and appropriate public services, as well as creating and improving sustainable forms of citizen and civil society participation such as inclusion in decision-making and in the wider local development process.

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



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

In return, the positive outcomes that result from such coordination include providing migrants with a space for their voices to be heard, establishing transparent frameworks that enhance trust between local stakeholders and migrant associations and increasing the capacity of migrants to develop projects in both countries of residence and origin with new partners.

Taking the contribution of migrants into account in local governance processes also facilitates an understanding of the positive outcomes obtained through their participation in the work of local stakeholders and the creation of synergies among all involved actors.

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

There is therefore a two-fold mutual relationship between migration and local governance: migrant activities can affect good governance in their host society and in their society of origin while good local governance can strengthen the development impact of migration and migrants' contributions in these territories.

Local authorities are best placed to act as the focal point that brings all the local actors' voices, needs and expertise together. Where local communities have significant migrant and diaspora populations abroad that are linked to the territory, local authorities should include migrant populations in their multi-stakeholder approach to development.



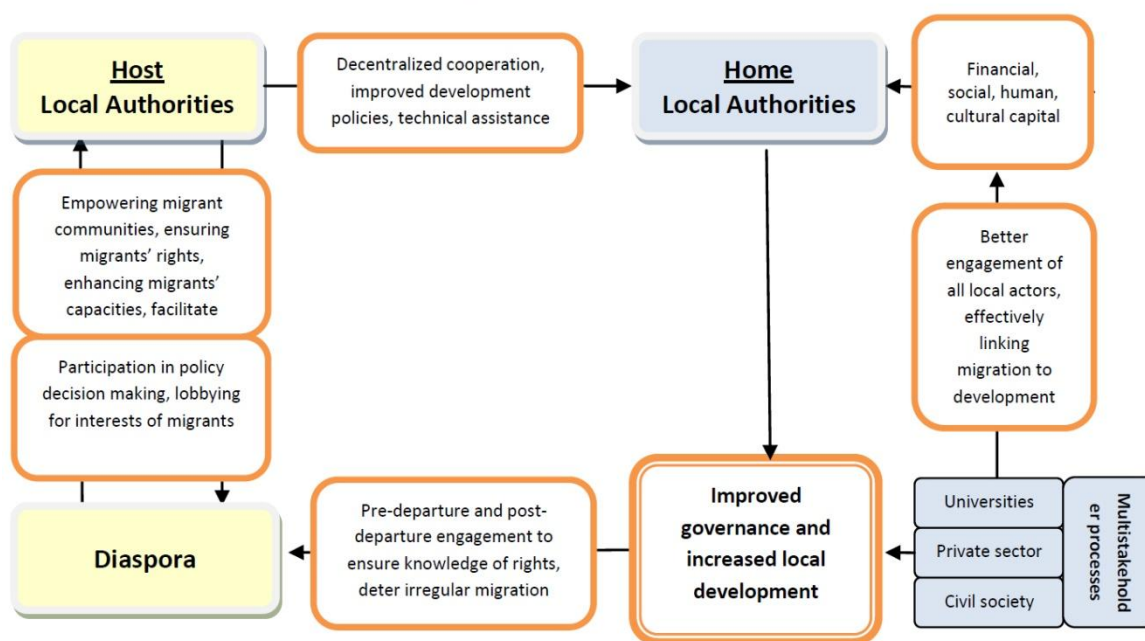
MOROCCO

SUPPORT TO LOCAL GOVERNANCE : The contribution of migrants in Morocco

The French-Moroccan NGO *Migration et Développement* is tapping into the skill of willing migrant in France to reinforce the democratic governance and support the capacities of local authorities in the Region of Souss-Massa-Draa in Morocco. This project consists, through the skills and interventions of migrants in helping locally elected representatives and communal staff to design their local development plan. This takes place in line with the decentralization process.

This local capacity building provides a good model for governance, associating locally elected representative, local authorities staff as well as the diaspora. The outcome is the assisted completion of democratic development plan that further the ability of the communes to play their role in the decentralization process.

Figure 2: Linkages between migration, local development and local governance



Migration and decentralized cooperation

If local governance is an important process for local authorities to coordinate with local stakeholders, decentralized cooperation increasingly becomes an important tool for local and regional governments to become development actors.

The added value of this kind of cooperation is not held in the transfer of resources, but in the specificity of the relationship itself, a relationship between equals in which mutual support is formed³ and where the partners can share a political agenda linked to development and the role they have as governments of 'proximity'. This kind of cooperation means that the actions carried out respond to the real needs of the citizens, political interests and strategies, going from the idea of a 'project' to a much more complex and rich vision of 'public policy' since local authorities have real experience managing local life, local development and local economies.

In this context, taking migration into account proves to be a valuable asset. City-to-city links are

often created, or maintained, due to the presence of an important migrant population from the partner country. Whilst local authorities are at the heart of decentralized partnerships for development, and some activities may only involve professional municipal staff, others will involve local civil society, and perhaps also local private businesses, schools, and other sectors. Migrant or diaspora communities can play an important role in giving support to these partnerships, and in undertaking some of its activities. In any event, international partnerships are always stronger when they benefit from a wide range of local support and participation.

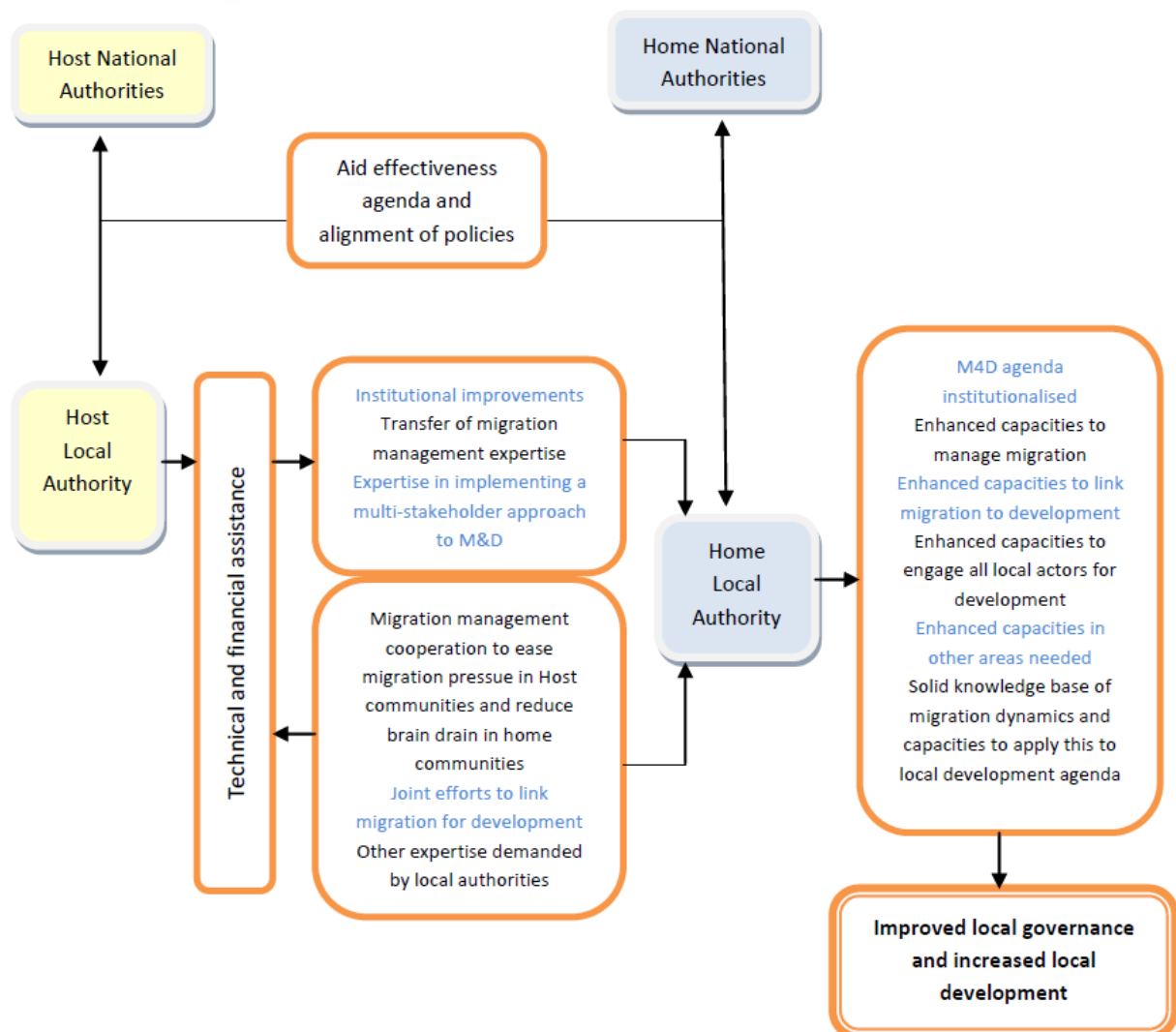
From the perspective of local authorities in host countries, migrants and migrant associations can provide invaluable information and expertise on the development needs and priorities of local actors, in their home regions, including local authorities, NGOs and private sector actors. Thus, host local authorities can greatly benefit from migrants' knowledge and contacts to approach local authorities in countries of origin and design development cooperation policies. However, the role of migrants and migrant associations goes

³ United Cities and Local Governments 2012, *Policy Paper: Development Cooperation and local governments*, p.15.

From the perspective of local authorities in the countries of origin, diaspora populations can be used to initiate partnerships with host communities. Decentralised cooperation efforts must be in line with national policies in both home and host countries. If local authorities are effectively decentralised, this provides them with enough power to be able to influence national policies so that both are aligned and indeed

Hence, by harnessing the capitals and knowledge of migrants for the success of these institutional partnerships, positive outcomes can be obtained not only for the management of migration and development at the local scale, but also as lessons learned and practices that can be shared horizontally with various stakeholders and vertically with authorities at the upper level. The capacities of both local authorities and migrants are improved and promote a wider and more structured international framework.

Figure 3: The linkages between decentralized cooperation and migration



CONCLUSION: Migration and local development: the need for an integrated territorial approach.

In light of this contextual analysis, the contributions of migrants appear to open the door to another dimension, which goes beyond the activities established within transnational networks: it introduces the need, when dealing with migration and development issues, to adopt a more integrated and comprehensive approach of what is going on between two territories, involving a much wider variety of actors.

Migrants' remittances, the transfer of skills, returns and transnational entrepreneurship, as well as the enhanced value of their social capitals often appear to be self sustaining phenomena that can be easily oriented and taken advantage of if taken into account by local governments. Such an assumption reveals only a partial understanding of migrant's activities.

If the circulation of migrants' skills and remittances do have an effect on the livelihood of

remittances receivers, and if the return and transnational entrepreneurship of migrants do have an impact on development projects, they are mostly based on the individual experiences of migrants and the personal links that bind them to their communities. The scale and sustainability of this impact depends on a variety of external and contextual factors to which migrants do not necessarily have access and which therefore limits the scope of their activities.

Hence, their contributions depend on the potential relationship they have with local actors, and their ability to cope with the shortcomings of their local institutional environments. More often than not, migrants' activities are limited to a marginal and associative field, and rely on autonomous and direct personal relationships, rather than on seeking synergies with other local stakeholders.

PHILIPPINES

PROVIDING AN INCLUSIVE FRAMEWORK FOR MIGRANT'S REMITTANCES: the OFs-ReD Project

The OFs-ReD Project "Overseas Filipinos Diaspora Remittances for Development" is a programme developed by the National Economic Development Authority and the Commission on Filipinos Overseas (CFO) to encourage local governments to build meaningful partnerships with a wide array of stakeholders, including the private sector, diaspora and other civil society partners. The goal is to reach out to overseas migrants and provide them with relevant financial solutions and information for building a future back home.

In order to do so, Migration and Development Councils and multi-stakeholders Memorandum of Understanding were developed so as to harness the potential of overseas remittances for poverty reduction and local economic development. These support policies that transform overseas remittances for development, savings and investments, and build up viable collective remittance funds. The collective remittance models identified were migrants' savings and investment in cooperatives schemes, rural banks, microfinance institutions and social enterprises.

The funds remitted collectively by overseas Filipinos into selected development projects are matched by funds from the Western Union Foundation and by the local government, turning the programme into a kind of "2 x 1" scheme.

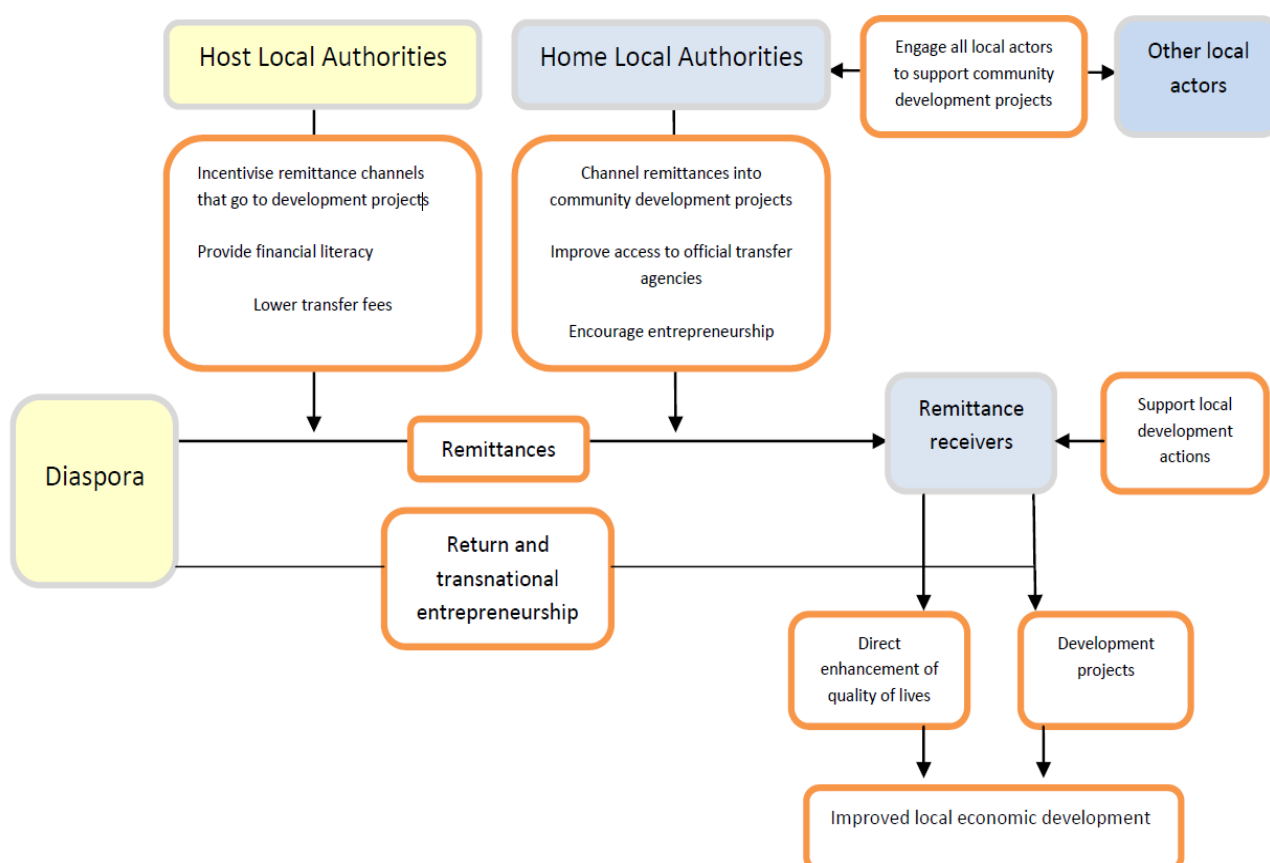
The project emphasizes the need for strong involvement of local authorities and linking migrants with NGOs and financial institutions. This consortium makes it possible for low income overseas Filipinos workers to have access to safer saving schemes and training for the use of their remittances, and have increased positive outcomes on the local development of the territory.

The approach of this section focusing on a territorial understanding of migrants' capacities provides a vision of what linkages and synergies can be achieved at the local scale. It highlights the fact that migrants' activities in both the society of origin and of destination greatly depends on the access they are benefiting from, in order to guarantee their rights and to ease their integration into the communities as well as into the economic framework. Therefore, enhancing the contribution of migration to local development requires more than marginal support or subsidies. It demands local authorities to understand the specificities of migrant capitals and how they take shape at the

local level, in order to integrate their actions to an open and accessible multi-stakeholder framework. Then, local authorities can develop schemes and practices that reach out to the relevant local stakeholders, and articulate migrants activities to local development actions, so as to channel migrants' contributions to areas that benefit both the community and migrants' communities.

The following section illustrates how some local authorities develop such an approach and adopt integrated solutions that associate various stakeholders and migrants to a local understanding of development needs and migration challenges.

Figure 4: Linkages between migration and local economic development





II. INITIATIVES FROM THE FIELD: STRATEGIES OF LOCAL AUTHORITIES FOR MIGRATION AND DEVELOPMENT

While the previous section explored which contextual elements are necessary to ensure the success of a local M&D agenda and a territorial approach, this section will now consider the technical processes by which local authorities are currently maximizing the development potential of migration.

These practices and strategies are taken from existing initiatives in the field, carried out or in partnership with local authorities. This experimentation of (often) small-scale initiatives

has had positive consequences and contributed to changing the degree of activism of local administrations. Some local authorities have implemented very innovative projects, often in anticipation of national and international debates. Although what is presented is not exhaustive, this synthetic collection of practices depicts a worldwide panorama of ideas and policies from the local level that, if shared, can reinforce the capacity of local authorities to get involve efficiently in M&D projects.

a) Harnessing remittances for local development

Remittances at the local scale

Local authorities in all countries covered by the mapping exercise were aware of the potential of migrants' remittances for development and of the fact that the bulk of remittances went into families' consumption, especially the acquisition of imported luxury items, real estate development and festivals. Although understandable from a human point of view, such usage is not ideal for fostering long-term economic development in the community of origin.

Local authorities are generally interested in financial literacy education, which they see as a valuable instrument to educate migrants and their families. It is important to remember that the effect of financial literacy education goes beyond increasing the amount of remittances. Supporting financial literacy education for migrants can improve their financial possibilities, reduce debt, empower migrants and their families, as well as increase remittances flows to communities of origin and their development impact.

In this respect, many projects from the mapping exercise focus on giving financial literacy, not only to migrants, but also to their families. It is also

important to point out that literacy training on remittances do not only concern South-North migration, but also, and increasing South-South labour migration. That is why many innovating initiatives can be found in various countries such as between Nepal and India, between Costa Rica and Nicaragua, or between the Philippines and countries from the Persian Gulf.

Policy Solutions

Besides the knowledge and capacities of remittances receiving communities, the mapping study has shown that the financial environment is one of the main obstacles migrants face in order to move toward more sustainable and safe practices. The financial structures and tools are often complex for migrants' families; financial institutions are often reluctant to extend their services to migrants and migrant communities tend to be risk averse in their management of private transfers, which raises numerous trust issues.

Some strategies are proving to be very promising with regard to overcoming these limitations: combining financial literacy courses with concrete financial products for migrants that they can invest in can enhance their motivation for saving as well as the development impacts of such interventions.

Local government institutions have not yet fully begun to invest in the design of programmes and incentives that makes channelling their earnings and savings beneficial for both migrants and community development. Instead, local authorities tend to stick to awareness-raising campaigns. Local governments that have invested in such programmes consequently create an enabling environment that makes channelling remittances into such projects a sensible and risk free choice for migrants and their families.

The success of matching migrants' saving to financial schemes, which benefit the community' economic activities is also bound to the **role of financial institutions** in the process. Thus, local authorities can reach out to local banks, credit cooperatives and other relevant institutions and advocate and negotiate the inclusion of migrants and their families. In addition, as the safety of migrants' investments seems to be paramount, local and national state institutions can provide guarantees that eliminate important risks.

Other examples include co-funding by local authorities, which gives an incentive to send remittances by offering to match every dollar spent with another dollar, or providing financial literacy training to migrants to ensure that they can make the right financial choices for themselves and their families. Mexico, with its *tres por uno* scheme, is the most famous of these initiatives.

These roles assumed by local authorities highlight the importance of their participation as essential partners in programmes for financial literacy education.

Practices of local authorities that prove to be successful in financial literacy education

- Local authorities can **provide financial and in-kind contributions** for financial literacy education. E.g., in addition to additional funding, local authorities can provide the physical space for training sessions or local authorities' staff can act as trainers.
- Local authorities and their community, employment, and social services officers can **increase the outreach** of financial literacy education, which can lead to the inclusion of marginalized and vulnerable groups.
- The training can be combined with **special investment packages** that are designed and/or approved by local authorities' development offices. In this way, investments are aligned with local development priorities and plans.
- Financial literacy education can be the **access point for local authorities to offer other integrated services** (such as information on irregular migration and human trafficking, psychosocial services for migrants' families, taking stock of migrants' capacities, etc.).

PHILIPPINES

PARTNERING FOR FINANCIAL LITERACY AND SAVING PLANS FOR MIGRANTS: the Pinoy WISE project

The Pinoy WISE (Worldwide Initiative for Savings Investment and Entrepreneurship) is a programme initiated and spearheaded by the Filipino NGO Athika that provides financial education to Overseas Filipino Workers (OFWs) and their families on both sides of the migration corridor, and links financial education to concrete savings and investment programs of selected cooperatives, microfinance institutions, social enterprises, insurance companies, banks and other agencies in the Philippines.

This initiative applies an innovative and comprehensive approach that combines comprehensive financial literacy education and productive investment with a multi-stakeholder partnership, including with local authorities. The project is also accompanied by capacity building measures.

Its main objective is to provide financial education to encourage OFWs and families to save, invest; to address family issues that drain their resources; to promote and link OFWs with concrete savings and investment, viable business and business advisory counselling services and training; and to converge initiatives and leverage migrant resources with government institutions and corporations towards local economic development.

In 2012, Pinoy WISE became a network of national and local governments, government financial institutions, agriculture-based cooperatives, rural banks, microfinance institutions as well as of NGOs that are involved in financial education, investment mobilization and trade and tourism promotion for migrants and families. This inclusive network is the most innovative feature: it enhances durability and features a very positive framework for answering local development needs as well as reaching out to migrants.



b) Supporting migrants' transfer of skills and entrepreneurship

Another trend among local authorities in the assessed countries of origin is to provide advisory services for migrants and return migrants related to their investment in the country of origin. This can include training on entrepreneurship, business management skills, general information on opportunities and possible partners as well as legal and procedural requirements.

However, training on entrepreneurship should not be seen as a solution that automatically spurs sustainable activities. Whereas migration related assets can come as an advantage for developing businesses, the configuration of the labour market often does not allow for the absorption of such activities, many of them failing to meet their demands, while generating limited multiplier effects. This *survival entrepreneurship* remains very tempting for local authorities, which often couple these schemes to return assistance within assisted return programmes for migrants or refugees. Many success stories however have been obtained through such schemes.

The main challenge that is found, as far as diaspora entrepreneurship is concerned, is the difficulty to find access to capital. In this respect, local authorities in the countries of residence often fund such projects. Further interesting initiatives and pilot projects in this area are also taking off in countries of origin, thanks to their sponsorship by regional agencies for development. These institutional actors enable return migrants to meet and partner up their investments with local economic stakeholders, as well as provide customised support associated with funding. In this way, the subsidized initiatives are insured to answer local development needs and promote multiplier effects. This can increase knowledge exchanges through immigrants assisting newcomers throughout the whole migration process and lobbying for migrants' rights and concerns in host communities. It can also include facilitating the building of transnational exchange

patterns by supporting and strengthening migration platforms and networks, or by providing capacity-building to other local actors, thus showing them how to tap into their diaspora's resources.

Other initiatives feature agreements for temporary and circular labour migration. The goal of these programmes consists of facilitating migrants' access to employment by providing an integrated system that manages seasonal migration. It enables migrants and vulnerable workers to have access to institutions that guarantee a safe journey as well as an access to services and assistance along the way.

SENEGAL

SUPPORTING THE RETURN OF MIGRANT WOMEN: The CARIMA Project

In January 2012, the Senegalese NGO Enda Prospectives Dialogues Politiques (Enda-Diapol per French acronym), started to establish regional 'Welcome and Support Centres for the Reintegration and Integration of African Migrants,' or in French, *Centres d'Accueil et d'Accompagnement pour la Réinsertion et l'Insertion des Migrantes Africains* (CARIMAs).

The overall objective of the CARIMA project is to help returning migrant women to overcome these challenges, to facilitate their socio-professional integration or reintegration by assisting them to establish viable socio-economic micro and small businesses. The specific objectives of the project are to strengthen the entrepreneurial capacity of returning migrant women, to promote their professional reintegration, to facilitate their access to credit and to encourage the creation of employment for and by returning migrants.

The main decision making bodies involved in the project are the Regional Technical Committees, which have been established in all regions and include representatives of local authorities in charge of the development of the region, as well as representatives from the federation of Senegalese migrants' n, financial institutions and the implementing NGO.

The CARIMA project includes entrepreneurship and business management for direct beneficiaries but also for other returnees with business ideas but who have not been selected. The close collaboration of regional councils, migrant organizations, NGOs, the private sector and return entrepreneurs leads to increased capacities for all partners regarding the inclusion of migrants' potential for regional development.

c) Fostering the links between migration and decentralized cooperation

During this mapping exercise, it was found that migrants were important parts of city-to-city co-development partnerships. These cooperation agreements between cities cover a wide range of implication for migrants: sometimes, migrants are at the origin of strong advocacy efforts for the implementation of solidarity links between two territories where they are present. In other cases, local authorities are partnering up in order to reach out to migrants and invite them to take part in initiatives by providing information or access to economic opportunities and integration activities to vulnerable people.

In the framework of decentralized cooperation, **co-development initiatives** tend to be one of the most favoured ways municipalities in the North are adopting at the local level to address migration and development issues. Support to development projects implemented by migrants tends to be the first step taken by local authorities to reach out to migrants and show their support, while fostering links between two municipalities. By having migrants as the driving force behind such partnerships between communities, migration becomes a reservoir of skills with that local authorities can rely on for local development. Such practices put migrants in the position of both ambassadors and specialists in the activities

developed at the transnational scale. This also simplifies the exchange and implementation of projects between the two municipalities since it provides them with legitimate human resources, acknowledged and trusted by both local governments.

While increasing awareness and involvement of local authorities with migrants is developed within shared co-development projects, further positive results have been obtained through the **collaboration and dialogues of regions and provinces upon migration management**. The sharing of data between observatories and dedicated institutions of provincial and regional authorities has become a vector through which neighbouring regions gain awareness of the links which unite them through migration. These exchanges enable them to broker agreements to facilitate the management of the mobility between their territories, insure the safe journeys of migrants, as well as connecting these flows of workers and immigrants to services, information desks and employment opportunities to make sure migrants have some entry points and livelihood solutions upon arrival.

ITALY

BUILDING NETWORKS:

the experience of the Veneto Region in the management of labour migration

The Veneto region provides an interesting example of collaboration and dialogues between local authorities whose outcomes have proven to be very positive for migrants.

The Immigration Information Network of the Veneto Region is designed to inform and link public and private operators dealing with social and employment issues for migrants in order to improve their response and planning capacity. The regional government has established tripartite social-dialogue and a migration advisory board to design the regional 3-year plan on migration. To this aim, the different regional services (labour agencies, chambers of commerce, universities, social affairs) elaborated detailed analysis of migration related data, which enable them to form a reliable basis for policy planning.

The programme consists of a coordinated system of interventions in which the different public and private actors are involved. At the same time, the regional migration management system in Veneto has partnered up with peer entities in the countries of origin of the most represented immigrant groups in the Veneto territory.

One of the outcomes of this coordination was the creation of a Regional Return Desk: an information service that works to assist return migration and reintegration in the countries of origin. The Desk offers a large network within the regional territory that includes chambers of commerce, the local banking system and employers' associations.

These various strategies, at the local, regional and provincial level, often flourish through discussions upon the realization of specific projects and coordination between municipalities, where the contribution of migrants appear to be the common denominator to ensure the success and sustainability of the partnership. Beyond this coordination, these forms of decentralized cooperation necessarily invite local authorities to reflect further about the presence of migrants in their society, their role, their activities at the local scale and the current links the authorities are maintaining with them.

Unfortunately, local authorities are not always able to actively involve local migrants in the decentralized cooperation initiatives they set up. Nonetheless, the extremely positive effects of initiatives, where the link between local authority cooperation and migrant involvement has been established, clearly show that this is a successful way in which to foster migration and development and decentralized cooperation initiatives, as well as to increase the potential for social cohesion.

Integration outcomes from decentralized cooperation activities

From the consequent improved understanding of the situation of migrants, local integration plans are often the next step in the collaboration between local authorities and migrants. Such practices involve:

- Highlighting the links between migration, development and cooperation;
- Strengthening the voluntary participation of migrants;
- Promoting migrants' integration and social cohesion which includes migrants' participation, guaranteeing their rights;
- Tapping into the knowledge base of their communities of origin and the capacities migrants possess to ensure effectiveness and;
- Promoting joint initiatives between all cooperation agents and migrants' associations.



d) Promoting migrants' socio-economic integration for development

Integration practices by local authorities in developed countries

Local authorities in host countries are involved in several activities that revolve around **immigrant integration and safeguarding the rights and wellbeing** of immigrants. Provincial and local governments are increasingly active in the field of migration management and especially in the area of integration. Comparisons of local level administrative practices also show that sub-national entities can have a major influence on categories normally associated with the central government. Such initiatives revolve around creating synergies between local institutions and civil society actors to reach out to migrants, and enable them to access basic services and protection upon arrival.

In the countries of residence, the focus on **economic integration and the value of migrants as entrepreneurs** is becoming increasingly recognized, and often initiated by networks from the private sector. It is combined with plans by the municipality and its institutions to make training available to migrant entrepreneurs and rely on them to share and showcase good ideas and practices with other migrant newcomers, hence widening the platform and network of business people with a potential to act as an agent for international trade with their countries of origin.

Local consultation processes are also a solution often implemented to integrate migrants' associations and their activities into society. Local fora for civil society organizations are becoming more common, giving opportunities for small citizens' associations to meet and exchange information on their activities. These spaces are also an opportunity for them to develop new projects together, and to coordinate in order to present structured demands to local authorities. Such consultations often result in recommendations by migrants regarding subsidies, migration management and support for the implementation of their projects and events.

SPAIN

SUPPORTING MIGRANT INTEGRATION: the experience of the municipality of Vic

Immigrants in Vic have benefited from different training programmes going from the acquisition of the most basic competences concerning their integration in the city to learning technical skills in terms of cooperation and social cohesion with the final goal of achieving independence and autonomy as fully integrated members of society.

Most of the immigrants in Vic have also benefited from the option to recover their social and human security in the sense that they have been listened to and accompanied in many of the problems they face such as unemployment, language difficulties, discrimination and barriers to some basic resources that they encounter in their new social situation. They have been presented with different spaces, services and information which can help them to improve their quality of life and to empower them to then become potential development agents for their country.

Moreover the immigrants' associations have been given a very participative role in the *associativism* of the city as well as having the financial opportunities to develop their projects in their country of origin with the support of a mixed commission that goes beyond assessing and following the project by also gathering the knowledge and experience of different entities of the city working in the same country.

Through this initiative, both Catalan and Senegalese people of Vic have learned a lot about the benefits of all the cooperation actors working together. The project has also raised the awareness of citizens on immigration and development, which has been integrated into the politics of the city council as part of its integration strategy.

Integration practices by local authorities in developing countries

Communities of origin have strengthened the rights of migrants and facilitated their integration in the host country by providing appropriate **pre-departure training**. This increases the awareness of migrants about their rights and responsibilities and may facilitate their access to information and relevant social services, such as language or cultural integration programmes.

The majority of initiatives aim at **supporting vulnerable populations** such as refugees, youth or children by relying on communities with a history of migration experience. Local authorities try to mobilize various stakeholders to reach out effectively to the populations in need and provide a comprehensive range of services, from legal and psychological support to local training and livelihood strategies. Through the engagement of various communities abroad or in the field, it is expected that the sharing of experiences will enable migrants to have a broader view of both migration processes and local opportunities.

The **creation of networks** of migrant communities, civil society organizations and service delivery multiply the possible entry points for migrants in precarious situations and allow them to engage with several types of actors (public, private, citizen based).

Integration plans that can come from decentralized cooperation activities

Local authorities have diverse policy options to build on migrants' capacities to ensure that they can make the most of their knowledge, skills and networks. Initiatives can include such things as

- Language training,
- Training on entrepreneurial activities,
- Financial literacy training,
- Training on migrants' rights and responsibilities in the new society,
- Support for associations on the way to solve administrative paperwork or answer local and national calls for project.

Such processes for integration often have rapid results in the dynamism of migrants in the community.

NEPAL

REACHING OUT TO MIGRANTS AND ENABLING A SAFE ENVIRONMENT FOR MIGRATION: the activities of POURAKHI

POURAKHI (meaning self-reliant), is an NGO of women migrant workers established in 2003 aiming to ensure the rights of women migrant workers and their families throughout the entire migration process. This organization focuses on women migrant worker's concerns and issues that arise at the different stages of migration, namely pre-employment, pre-departure, employment and post-arrival (including reintegration) and does so through various support programmes.

Through their proactive work to ensure the rights of women migrant workers when working abroad, POURAKHI has been recognized by the government as a key partner of local governments for networking activities, capacity building of returnee migrants and their families as well as reaching out to grass root communities.

Similar experiences are taking place in Nepal through the establishment of migrants' centres, as well as safer remittances and improved livelihoods projects.

Each of these partners possesses specific resources that can empower migrants and provide them with ownership over strategies in their host society and for the future. This is the reason why the involvement of local authorities as a leader in such a process is important, since they are in the best position to be able to set up and bring together meaningful consortia. These alliances provide an integrated approach to the various dimensions of migration issues, especially in the countries of origin.

Another strategy which has shown to be widely popular is the creation of **advisory committees and migrant help desks**. These initiatives often come from the coordination of various levels of governance taking into account the need for more data about migrants and wishing to control the flow of emigrants and return migrants. Creating focal points with migrant help desks is a way to reinforce migrants' awareness of their rights, and facilitate access to government institutions and services that ensure legal, formal and safer mobility of people in their migration strategies. These initiatives are also an opportunity to anticipate their return and link their future contributions to local opportunities.



III. POLICY RECOMMENDATIONS FOR PROMOTING THE SUCCESS OF MIGRATION AND DEVELOPMENT AT THE LOCAL LEVEL

This section provides an outline of what structural and contextual elements have to be put in place or taken into consideration for any locally led M&D initiative to be successful. These were identified in close consultation with local authorities and many other local actors interviewed for this mapping exercise who shared their experience and recommendations on how to make M&D initiatives work at the local level.

Building partnerships

- For local authorities and other state parties it is important to **engage migrant associations** from the beginning of the planning stage. Giving them a voice and a space to address their concerns is critical for their ownership and commitment to the project, as well as the foundation stone to build a relationship based on trust.
- **Extensive dialogue** between local authorities, migrant associations, domestic NGOs, social partners and other stakeholders is critical as the partners have to understand the actual capacities of the different actors, as well as their limitations.
- Local authorities should stress in their communication with migrant associations that migrants' contributions have to be based on **existing local needs** and consider existing capacities. Thus, while considering what migrants can bring to the table the process has to be less supply-driven and based more on local demands.
- A key element of a successful partnership is that the **roles and responsibilities are clear** for all stakeholders. Only when all stakeholders have a clear understanding of their roles, duties and responsibilities in the project, when the capacities of each partner are clear, misunderstandings are avoided and accountability is improved. For joint projects and partnerships, to build trust and avoid misunderstandings, an official document of partnership, such as a memorandum of agreement, should be drafted and that is based on an official plan on how to benefit the life of migrants and their families.
- Local authorities should form **partnerships with academic institutions** to increase their knowledge for improved evidence-based decision making, as has been successfully shown in Risaralda, Colombia.
- For NGOs and migrant associations it is paramount to **treat local governments as partners and collaborators**, not as funding agencies.

SOLUTIONS FROM THE FIELD:

Seals of good Housekeeping

In order to strengthen the impact of migration and remittances on local governance, local authorities may consider replicating the plan of the Department of Interior and Local Government of the Philippines.

It is planned to establish a 'seal of good house-keeping' that would be awarded to local governments that prove their ability to manage public funds in a particularly transparent way. Plans are made to link the seal of good house-keeping to migrant investment. The investment would then serve as a reward for good governance. In this way, migrant investment can reinforce national and local efforts to increase good governance with obvious positive ramifications.

- Local governments in countries of residence may consider partnerships with migrant associations in their countries of origin, even if they have limited funds for such projects.

Increased vertical domestic interaction

- Often local actors do not know about activities at the national level. This has been confirmed in the Philippines, Senegal and Ghana. Through **increased interactions and exchange of information**, service delivery to beneficiaries could be improved. In this regard, higher-level authorities could organize coordination processes, build capacities and facilitate knowledge exchanges between different local and regional actors.
- **Formal partnerships between national agencies and local governments** can increase the service delivery of the former and beneficiary migrants and their families, as well as the development of local development. E.g., the Philippines' Overseas Workers Welfare Administration (OWWA) established several local Overseas Filipino Worker (OFW) helpdesks at the local level through

Partnering with selected migrant associations **provides them with more credibility** with external donors and traction with partners in the country of origin.

partnerships with local governments (*cf Textbox page 21*).

- National governments can increase the awareness of migration-related options at the local level by encouraging local authorities to **include and discuss migration in their local development plans**.
- To this end, migration should be included in planning **guidelines for sub-national planning**. In addition, it should be made sure that local authorities have the necessary financial, human and material resources to include migration-related aspects in participatory processes of development planning.



SOLUTIONS FROM THE FIELD:

Migration Resource Centres

Migrant Help Desks or Migration Resource Centres are convenient infrastructures to reach out to migrants. Usually owned by local authorities, they are a good basis to coordinate a joint multi-actors action toward migrant. They also provide the local population interested or involved in migration processes with an entry point through which they can reach various services. Moreover, they allow for more coordination between the various levels of the administration, from the national to the district level.

They are mandated to establish better links with the emigrant population. However, it is paramount that these institutions are adequately staffed and can play an active role reaching out to emigrants and addressing their concerns. Having such institutions on paper only appears to be of limited use.

Such centres have been already been implemented notably in Ecuador, Senegal, the Philippines and Nepal.

Attracting and channelling migrants' remittances

- Local governments that are interested in attracting remittances for certain development projects and channeling savings and investment from migrants or micro-loans to returnees and migrants' families should be aware that migrants are generally risk averse. As local governments will also benefit from such schemes, they may consider providing guarantees, bonds, insurance or other interventions to **eliminate the risk for migrants** and to facilitate their access to capital. In this regard, investing in cooperatives has been found to be beneficial. Local government may consider supporting these processes, e.g., through tax benefits or special credit programmes.
- When designing programmes to channel migrants' remittances into development projects, local authorities must **make sure that the investments are relevant** for the local economy and preferably aligned with local development objectives. Such initiatives should attempt to have a long-term, sustainable vision for development and include effective monitoring and evaluation mechanisms to assess their impact.
- Even though remittances and investment are very important sources of funding for many communities of origin, local authorities should adopt an integrated approach that considers the entire migration experience with its

Establishing projects at the local level

- When replicating projects, it is paramount to thoroughly assess the **political will** at the local level.
- In addition to statements and endorsement by political office bearers, often **concrete action is necessary** before it can be assumed that there is sufficient political will.
- With regard to the timing of starting a new initiative, **the political cycle of the**

SOLUTIONS FROM THE FIELD:

Migration and Development Councils

Migration and Development Councils (M&D Councils) act as a steering house for the contributions and remittances of migrants. M&D Councils usually include representative from the local government, national agencies operating in the province/municipality, private sector actors, NGOs and representative from the diaspora. The members elect a coordinator who acts as the chairperson of the council. Formal memoranda of agreements spell out the role of the different partners. Such structures are spaces for interaction, dialogue and trust-building between the different stakeholders.

This inclusion of various stakeholders make it more feasible to migrants to include their voices into the decision making processes of local development plans and meet partners and support for their initiatives. Local authorities can make sure that migrants' investment and skills will be maximized, and channeled to relevant and sustainable local sectors. Successful experiments have been achieved in Ecuador, India, Senegal and the Philippines.

potential, but also with its risks and hardships. Holistic and **integrated service delivery** that aims at supporting migrant and their families in the totality of legal, psycho-social, labour, economic and cultural aspects is most appropriate to safeguard the well-being and rights of migrants and their families, but also to build lasting relationships of trust that are mutually beneficial.

district should be considered. It has been witnessed that projects initiated or planned before the election of a new local government have not been continued by the newly elected political leaders, as the projects were seen as associated with the former government. To avoid the cancellation of projects due to the change of political leadership, it is best to have local legislation establishing the activity and the inclusion of this in the regular budget.

Migration, decentralized cooperation and international fora

- Local authorities engaged in local-to-local partnerships, such as decentralized cooperation programmes, should consider how migrants between the two communities can **build bridges** and how these bridges can be used for the benefit of all parties. This includes tapping into migrants' skills and knowledge for targeted support in their country of origin, as well as joint meetings and conferences that involve communities of origin, residence and migrant communities.
- More **local-to-local networks** and exchanges of experience are needed where local authorities can discuss problems and share good practices.
- Low and middle-income sending countries often face similar challenges and can benefit greatly from strategies adopted elsewhere. Thus, South-South decentralized cooperation may benefit from exchanges on migration-related issues.
- It is paramount to create spaces in the international and domestic arena that encourage the exchange of knowledge and experience between local authorities in the area of migration and development.
- Despite the important influence of local authorities on migration, integration, families staying behind, and a host of migration and development activities, such as local spending of remittances, diaspora investment and returnee integration, few platforms and mechanisms for mutual learning and discussion have been established. For this reason, international processes, such as the Global Forum on Migration and Development or the 2013 High-level Dialogue, as well as regional processes, such as regional cooperation programmes, should provide a stronger focus on local authorities.

Capacity building

- Local authorities over the world experience needs to build and strengthen their capacity to effectively link migration and development at the local level, and to engage in meaningful partnerships with relevant civil society actors.
- In order to increase the capacities to successfully plan and implement projects with migrants' contributions at the local level and to enable local actors to play an important role to decrease risks associated with international migration, capacity building interventions can focus on a variety of different stakeholders. **Figure 5** illustrates the main groups that can be recipients of targeted training and capacity building interventions. These stakeholders can be grouped as state authorities, relevant civil society organizations and other stakeholders.
- Capacity building should generally follow an **issued-based approach**, not only local authorities but several other stakeholders need to be included in capacity training interventions. In particular, civil society organizations (CSOs) are critical for maximizing the benefits and minimizing the risks and negative impacts of migration at the local level.



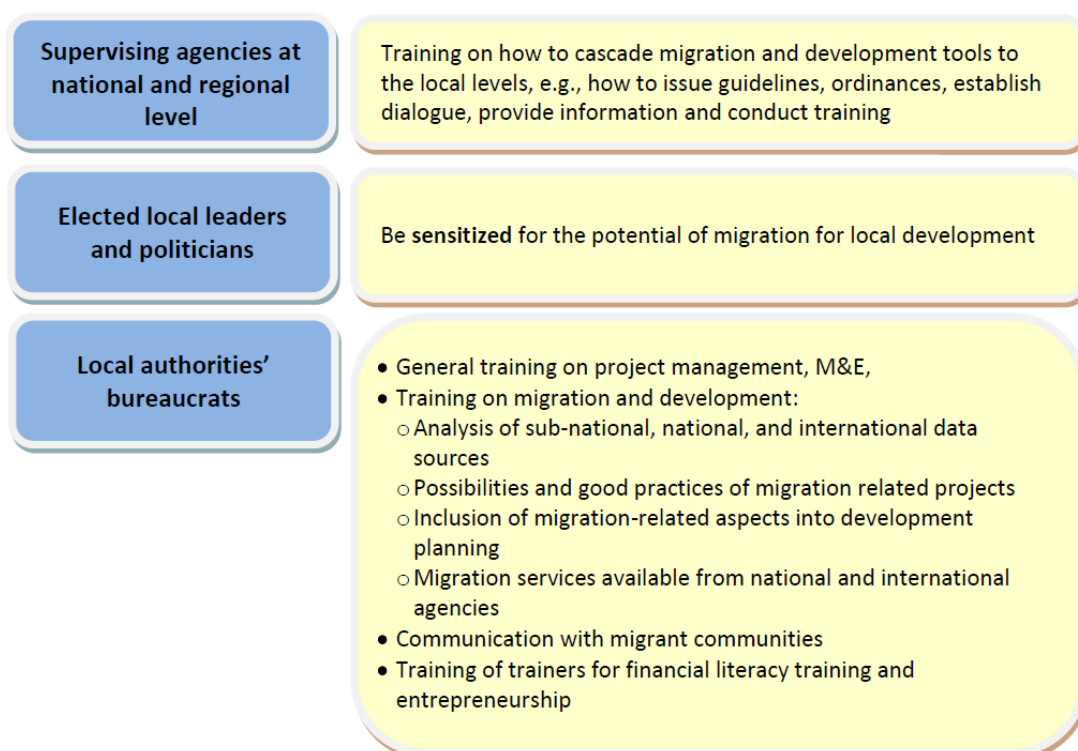
Figure 5: Potential recipients of capacity building interventions



- The diversity of local authorities has to be taken into account when designing training and capacity building. While core capacity building has to take place at the local level and local planning administrations, locally elected government officials have to be sensitized, and supervising national agencies should be trained on drafting relevant guidelines and internal memoranda. **Figure 6** provides an idea of the various types of capacity building appropriate for each kind of local authority.

- While there are different needs for different civil society and migrant organizations—largely depending on the degree of professionalism—also private sector and media representatives may be included in capacity building; further interventions may target the general public. It has been observed that training for migrant associations often risks being too general and that the real needs of the associations are not met.

Figure 6: Capacity building in countries of origin for local authorities





CONCLUSION

Through the territorial approach developed in this report, it appears clear that local authorities are an important piece of the migration management puzzle, which brings added value to an already important and complex migration management process. Yet much needs to be done to harness the full potential of migration for local development, and national authorities have a crucial role to play in facilitating the role of local authorities.

Most of the successful practices displayed in this report are the result of the willingness and foresight of individuals rather than the elaboration of specific policy mandates or the set-up of internal structures to address these issues. Therefore, there is a need to move from individual and isolated approaches towards more structured forms of intervention. This is a key step to fully take advantage of the involvement of local authorities in the field of migration and development.

In recognition of this, in December 2012, the JMDI embarked on a new phase focused specifically on promoting a territorial approach to migration and development. In the three years to come, the programme will implement activities designed to specifically target local authorities, as well as civil society organizations involved in local development and migration issues. The programme's three objectives are:

- ◆ To move from isolated and individual approaches towards more structured forms of interventions through the identification of promising initiatives from local authorities in partnership with civil society organizations in selected countries that will be scaled up to maximize impact on local development – policy options and definition of road maps for action will be drawn from the experience of the supported initiatives;
- ◆ To reinforce the capacities of selected local administrations to effectively link migration and development, with specific focus on facilitating increased coordination within local authorities' administration in order to maximize their ability to harness the potential of migration for development;
- ◆ To connect local authorities globally with each other and with other stakeholders and facilitate partnerships (between local authorities in countries of origin and destination, migrant and refugee associations, the private sector, the social partners, etc.) to reinforce the local authorities' potential to become active players in the field of migration and development.

We invite you to follow our progress in this respect on the online space of the programme (www.migration4development.org) and by joining the M4D community of practice, in order to share and reflect further together on the practices that are promising in the field of migration and development. New opportunities and partnerships can be achieved, from the experience of local actors. It is our role to create a global network that will emphasize, beyond the post-2015 development agenda, the important contribution migrants and local authorities can bring, from the local to the global level.

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