MAINSTREAMING MIGRATION AND DISPLACEMENT IN URBAN PLANNING AND PUBLIC SPACE DEVELOPMENT
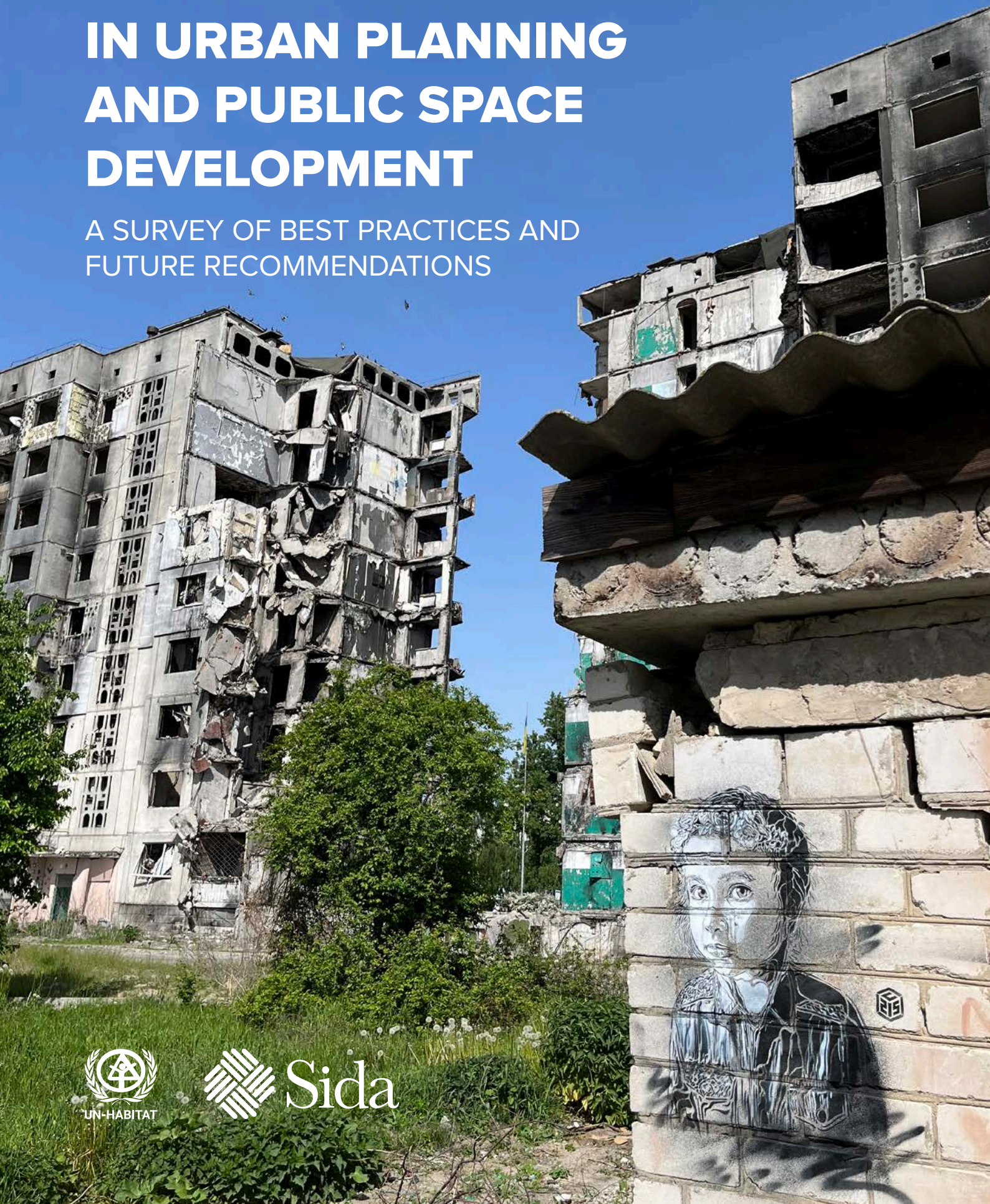
A SURVEY OF BEST PRACTICES AND FUTURE RECOMMENDATIONS

UN-HABITAT

Sida

Mainstreaming Migration and Displacement in Urban Planning and Public Space Development:
A Survey of Best Practices and Future Recommendations
June 2024

Cover Image:
Destroyed building in Borodyanka, Ukraine (Mariana Lessa Voïta, UN-Habitat, 2023)

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SWEDISH INTERNATIONAL
DEVELOPMENT COOPERATION AGENCY

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FOREWORD

Over the past few decades, the escalating scale, duration, and frequency of global crises have led to unprecedented levels of migration and displacement, with many of those affected in dire need of protection and assistance.[1] By the end of 2022, 108.4 million people were forcibly displaced worldwide "as a result of persecution, conflict, violence, human rights violations or events seriously disturbing public order."[2] A growing body of research, operational fieldwork, and high level discussions have revealed gaps in traditional models of humanitarian encampment as a solution to meeting the needs of migrants and displaced persons. These individuals often end up in remote and protracted situations with little hope of return or achieving durable self-reliance. Insufficient resources, inadequate policies, and extended periods of displacement pose immense challenges to addressing these needs.

Simultaneously, urbanisation has emerged as a defining global phenomenon. Over half of the world's population now lives in urban areas, with this proportion estimated to grow to two-thirds by 2050.[3] In parallel, there has been an increase in the proportion of displaced people seeking to live in cities, with over 60% of refugees and around half of internally displaced persons (IDPs) currently residing in urban environments.[4] Despite the visibility and prominence of camps in international discourse, less than half of all IDPs and only 20% of the world's refugees currently reside in humanitarian camps.[5]

Migration and displacement have increasingly become urban phenomena. Recognising that most migrants, refugees, and IDPs choose to settle in cities and urban areas, often bypassing or leaving camps and sometimes forfeiting the benefits that these camps can offer in terms of protection and assistance, cities now stand at the front line of displacement and migration patterns. Consequently, cities face major challenges in accommodating arriving migrants and providing safe living conditions for refugees and IDPs. This situation requires innovative, sustainable responses that go beyond sector-specific and siloed solutions. With proper planning and resource mobilisation, cities and local governments can effectively absorb migration flows and provide better services and facilities to meet these needs. Therefore, an agenda of localisation

should be adopted as an instrument for a better coordinated humanitarian-development system to address the challenges of migration and displacement in urban contexts.

Recognising the strong connection between migration, displacement, and urbanisation, the United Nations Human Settlements Programme (UN-Habitat) has worked alongside other humanitarian and development partners to bring urban and spatial planning and design tools and sustainable development perspectives to some of the world's most vulnerable communities. This publication seeks to engage in the international discourse on the relationship between urban issues and migration and displacement, specifically relating to urban planning and public space development, and examine UN-Habitat's contributions to this response.

Given UN-Habitat's role as custodian of **Sustainable Development Goal #11: Make cities and human settlements inclusive, safe, resilient and sustainable**, it is well positioned to take on these challenges while recognising the particular role of cities and local governments as vital partners. In response, UN-Habitat has leveraged urban planning and public space strategies to address several key related issues in recent years. The approaches presented and discussed herein have been employed across UN-Habitat's programming from its headquarters, regional, and country offices, particularly through experiences from the Planning, Finance, and Economy Section, the Land, Housing, and Shelter Section, and other projects reported under its Sub-Programme on '**Effective Urban Crisis Prevention and Response**' of the organisation's **2020-2025 Strategic Plan**.

Destroyed building in Chernihib, Ukraine (UN-Habitat, 2022)

EXECUTIVE SUMMARY

UN-Habitat and its partners have been working in global displacement and migration contexts, for several decades, applying urban planning, spatial design, and sustainable development perspectives to address the challenges faced by vulnerable migrant and displaced communities. As migration and displacement continue to shape urban landscapes, there is a growing need for well-coordinated, innovative, and complementary urban planning strategies.

The publication begins with a background chapter (**Chapter 1**) that discusses trends and challenges in migration and displacement, as well as relevant global policy frameworks. It portrays migration as a historical catalyst for urban growth and evolution, influenced by environmental, economic, social, and political factors. The chapter highlights the increasing trend of international migration and the shift of displaced populations from camps to urban areas, emphasising the challenges faced by migrants, refugees, and the cities responding to this rapid growth. It also examines the evolution of global policy frameworks, and stresses the need for coherent, sustainable strategies that bridge short-term emergency responses and long-term development initiatives.

The main purpose of this publication (**Chapter 2**) is to examine UN-Habitat's contributions to addressing these challenges, specifically in urban planning and public space development in urban areas experiencing protracted displacement. It presents best practices and recommendations based on experiences from UN-Habitat headquarters, regional, and country offices. The approaches discussed have been developed through the **Planning for Humanitarian-Development Practice** and other projects under the organisation's Sub-Programme on '**Effective Urban Crisis Prevention and Response**,' of its **2020-2025 Strategic Plan**, as well as practices from across the UN System.

The publication is structured around five broad principles that apply across humanitarian-development-peace-building activities, bringing development-oriented thinking to contexts impacted by protracted displacement. Each chapter focuses on one of these principles and includes supporting recommendations and case studies from UN-Habitat's recent operational programming.

- **Multi-Scalar Urban and Territorial Planning**: Fostering cooperation between actors and engaging affected communities across interconnected regions. (**Chapter 3**)
- **Informed Decision-Making**: Undertaking urban profiling and spatial analysis based on local data and knowledge to tailor interventions and address inequalities. (**Chapter 4**)
- **Locally-Led and Responsive Policies and Governance**: Empowering local authorities to manage urban migrants and displaced, promoting sustainability and social cohesion. (**Chapter 5**)
- **Inclusive and Participatory Processes**: Incorporating participatory planning and inclusive public spaces to promote social cohesion and meet diverse needs. (**Chapter 6**)
- **Local Economic Development**: Prioritising economic considerations and fostering collaboration between sectors to stimulate growth and enhance livelihoods. (**Chapter 7**)

While each response must be tailored to the specific context, the recommendations provide guidance for urban practitioners, policy makers, and local authorities in guiding policy articulation and practical programming. The publication concludes (**Chapter 8**) with a reflection on the recommendations and builds on earlier UN-Habitat publications to establish future best practices and to advance evidence-based normalisation of such approaches.

Readers are encouraged to consult other complementary UN-Habitat publications and the work developed by other UN partners and actors for further information on specific country programmes and related topics.

ACRONYMS AND ABBREVIATIONS

3PA	Three-Pronged Approach (UN-Habitat)
ATCs	Amalgamated Territories and Communities (Ukraine)
AATC	Association of Amalgamated Territories and Communities (Ukraine)
ABA(s)	Area-Based Approach(es)
AFINUA	Action Framework for Implementation of the New Urban Agenda
AMBF	Burkina Faso's Mayor's Association
ARAZI	Afghanistan Land Authority
ARC	African Risk Capacity
ASTU	Association of Small Towns of Ukraine
AUC	Association of Ukrainian Cities
BRA	Benaadir Regional Administration's (Somalia)
CAD 4	Council of Douala 4 (Cameroon)
CBO	Community-based Organisation
CCCM	Camp Coordination and Camp Management
CCTV	Closed-Circuit Television
CDCs	Community Development Councils
CDR	Council for Development and Reconstruction (Lebanon)
CDS	City Development Strategy (Douala, Cameroon)
CityRAP	City Resilience Action Planning Tool
CMRU	Cellules Municipales de Résilience Urbaine
CRAI	Reference and Reception Center for Immigrants
CUD	Douala City Council (Cameroon)
DAC	OECD Development Assistance Committee
DFID	United Kingdom (UK) Department for International Development
DGUP	Directorate General of Urban Planning (Lebanon)
DiMSUR	Disaster Risk Management, Sustainability and Urban Resilience
DOS	Department of Statistics (Jordan)
DPA	Department of Palestinian Affairs
DRC	Democratic Republic of Congo
DRR	Disaster Risk Reduction
ECHO	European Civil Protection and Humanitarian Aid Operations
EEZ	Economic Enterprise Zone
EU	European Union
EVAW	Eliminating Violence Against Women
FAO	Food and Agriculture Organization of the United Nations
GAM	Greater Amman Municipality (Jordan)

GAUC	Global Alliance for Urban Crises
GCM	Global Compact for Safe, Orderly, and Regular Migration
GCR	Global Compact on Refugees
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Development Cooperation)
GLTN	Global Land Tool Network
GoL	Government of Lebanon
GPSP	Global Public Space Programme
HCUP	Higher Council of Urban Planning (Lebanon)
HDP Nexus	Humanitarian-Development-Peace Nexus
HLP	Housing, Land, and Property
HRBA	Human Rights-Based Approach
IAEA	International Atomic Energy Agency
IASC	Inter-Agency Standing Committee
ICCPR	International Covenant on Civil and Political Rights
ICCS	Inclusive Cities, Communities of Solidarity
ICESCR	International Covenant on Economic Social and Cultural Rights (1966)
ICT	Information and Communications Technology
IDP(s)	Internally Displaced Person(s)
IGUTP	International Guidelines on Urban and Territorial Planning
IIED	International Institute for Environment and Development
ILO	International Labour Organization
IOM	International Organization for Migration
JIPS	Joint IDP Profiling Service
JMDI	Joint Migration and Development Initiative
JPLG	UN Joint Programme on Local Governance and Decentralized Service Delivery in Somalia
LCRP	Lebanon Crisis Response Plan
LGAs	Local Government Associations (Ukraine)
LWF	Lutheran World Federation (Nepal)
MGP	Metropolitan Growth Plan (Amman, Jordan)
MHCUA	Meeting Humanitarian Challenges in Urban Areas Reference Group
MINEPAT	Ministry of Economy, Planning, and Regional Development (Cameroon)
MINHDU	Ministry of Housing and Urban Development (Cameroon)
MLG	Multi-Level Governance

MMC	Mayor's Migration Council		**UNAIDS**	Joint United Nations Programme on HIV and AIDS
MMD	Marrakech Mayoral Declaration		**UNDA**	United Nations Development Account
MoE	Ministry of Environment (Lebanon)		**UNDESA**	United Nations Department of Economic and Social Affairs
MoIM	Ministry of Interior and Municipalities (Lebanon)		**UNDP**	United Nations Development Programme
MoLA	Ministry of Local Administration (Jordan)		**UNDPPA**	United Nations Department of Political and Peacebuilding Affairs
MoPW	Ministry of Public Works and Transport (Lebanon)		**UNDS**	United Nations Development System
MORR	Ministry of Repatriation and Refugees (Afghanistan)		**UNEP**	United Nations Environment Programme
MUDL	Ministry of Urban Development and Lands (Afghanistan)		**UNFPA**	United Nations Fund for Population Activities
NbS	Nature-based Solutions		**UN-Habitat**	United Nations Human Settlement Programme
NDC(s)	Nationally Determined Contribution(s) (Paris Agreement)		**UNHCR**	United Nations High Commissioner for Refugees
NGO	Non-Governmental Organisation		**UNICEF**	United Nations International Children's Emergency Fund
NPMPLT	National Physical Master Plan for the Lebanese Territory (Lebanon)		**UNITAC**	United Nations Innovation Technology Accelerator for Cities
NUA	New Urban Agenda		**UN-OHCHR**	(United Nations) Office of the High Commissioner for Human Rights
NVMPLT	National Physical Master Plan for the Lebanese Territory		**UPB**	Urban Practices Branch
OCHA	United Nations Office for the Coordination of Humanitarian Affairs		**UPIMC**	Urban Planning and Infrastructure in Migration Contexts
OEA	Order of Engineers and Architects (Lebanon)		**URF(s)**	Urban Recovery Framework(s)
OECD	Organisation for Economic Co-operation and Development		**USAID**	United States Agency for International Development
PCD	Plan Communal de Développement (Communal Development Plan) (Cameroon)		**USWG**	Urban Settlements Working Group
			U-LEAD	
PDR	Plan de Développement Régional (Regional Development Plan) (Cameroon)		**UN Women**	United Nations Entity for Gender Equality and the Empowerment of Women
POC(s)	Person(s) of Concern		**WASH**	Water, Sanitation, and Hygiene
PPPs	Public-Private Partnerships		**WBB**	Work for a Better Bangladesh Trust
RDNA	Rapid Damage and Needs Assessment		**WFP**	World Food Programme
RDNA2	Second Rapid Damage and Needs Assessment		**WHO**	World Health Organization
ReDSS	Regional Durable Solutions Secretariat			
RPS	Rapid Planning Studio			
SDG(s)	Sustainable Development Goal(s)			
SDN30	National Development Strategy			
SHURA	Sustainable Human Settlements in Urban Areas to support Reintegration in Afghanistan			
Sida	Swedish International Development Cooperation Agency			
STDM	Social Tenure Domain Model			
Triple Nexus	Humanitarian-Development-Peace Nexus			
UDHR	Universal Declaration of Human Rights			

GLOSSARY

This glossary is provided as a first step to bridge the language and 'culture' of the humanitarian, development, and urban planning communities. It is detailed here in order to cover the diversity of concepts and tools used across these fields of expertise and to establish a unified foundation for the ideas presented herein.

Area-Based Approach (ABA): An approach that defines an area, rather than a sector or target group, as the main entry point. All stakeholders, services, and needs are mapped and assessed, and relevant actors mobilised and coordinated, within the defined area. (ReDSS) (See **Area-Based Approach (ABA)** in **Chapter 1** for further elaboration on this approach)

Asylum: The grant, by a State, of protection and temporary residency on its territory, to persons from another State who are fleeing demonstrable persecution or serious danger or fear of these. Asylum encompasses a variety of elements, including **Refoulement (Non-refoulement)**, permission to remain on the territory of the asylum country, protection, and humane standards of treatment. (UNHCR)

Asylum Seeker: An individual who is seeking international protection. In countries with individualised procedures, an asylum-seeker is someone whose claim has not yet been finally decided on by the country in which the claim is submitted. Not every asylum-seeker will ultimately be recognised as a refugee, but every refugee was initially an asylum-seeker.[6] (UNHCR)

Cities: In this publication, the term 'cities' is used to include all towns, settlements, municipalities, peri-urban, and other urbanising areas that demonstrate urban characteristics. (UN-Habitat)

Climate Mobility (**Climate Migration**, **Environmental Migration**): 'Climate Mobility' describes the movement, migration, or displacement of individuals or groups of people that is driven, in whole or in part, by the impacts of climate change and other environmental factors. This includes both internal migration within a country, as well as cross-border migration to other countries. 'Climate Mobility' includes movement that is forced or voluntary, temporary or permanent, and can also encompass more proactive forms of migration undertaken as a form of adaptation, such as 'Planned

Resettlement' or 'Managed Retreat,' and also return movements. 'Climate Mobility' may be a response to a variety of sudden onset or progressive changes in an environment, including sea-level rise, desertification, extreme weather events, and other environmental and ecological challenges that threaten health, safety, and livelihoods. 'Climate Mobility' seeks to describe the larger phenomenon of people moving in response to changing environmental and climatic conditions without passing a value judgement or implying legal status or protection.[7, 8] (IOM)

Community-Based Approach: An inclusive partnership strategy that recognises and builds on the capacities and re-sources of people and their existing social groups and networks, enabling meaningful participation throughout a project or programme cycle to ensure their protection and sustainable ownership.[9, 10] (UNHCR)

Durable Solutions: In the case of cross-border forced displacement, 'Durable Solutions' include any means by which a situation necessitating refugee status can be satisfactorily and permanently resolved in a manner that would enable those affected to lead normal lives without the need for protection or perpetual humanitarian assistance. Traditionally, 'Durable Solutions' are understood to include voluntary repatriation, local integration, or resettlement elsewhere in a host country or in a welcoming third country. In the case of internal displacement, a "durable solution is achieved when internally displaced persons no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through 1) sustainable reintegration at the place of origin, 2) sustainable local integration in areas where internally displaced persons take refuge or 3) sustainable integration in another part of the country."[11] (IOM, UNHCR)

Forced Displacement: The involuntary movement, individually or collectively, of persons from their home community or country of origin, notably for reasons of armed conflict, civil unrest, or natural or human-caused catastrophes.[12] (UNHCR)

Hazard: A process, phenomenon, or human activity

that may cause negative health effects, injury, loss of life, property damage, environmental degradation, social disturbance, or economic disruption.[13] (UNDRR)

Host Communities: The local, regional, and national governmental, social, and economic structures within which refugees and other displaced or migrant communities live, including specifically the local individuals and groups of people residing in close physical and social proximity who are often the most directly impacted by any influx or arrival of refugees, migrants, and IDPs.[14] (UNHCR)

Humanitarian Assistance: Aid that addresses the needs of individuals affected by crises. It is primarily the responsibility of a State, but may also supported by international organisations, non-governmental organisations (NGOs), and the International Red Cross and Red Crescent Movement. This assistance is provided in accordance with the humanitarian principles, particularly the principles of:

- **Humanity** - human suffering must be addressed wherever it is found, with particular attention to the most vulnerable in the population, such as children, women and the elderly; the dignity and rights of all victims must be respected and protected

- **Neutrality** - humanitarian assistance must be provided without engaging in hostilities or taking sides in controversies of a political, religious or ideological nature

- **Impartiality** - humanitarian assistance must be provided without discriminating as to ethnic origin, gender, nationality, political opinions, race, or religion; relief of suffering must be guided solely by needs and priority must be given to the most urgent cases of distress[15] (UNHCR)

Humanitarian Crisis: An event or series of events that represent a critical threat to the health, safety, security, or well-being of a community or other large group of people, usually over a wide area. (UNDRR)

Humanitarian-Development-Peace Nexus: At the centre of the comprehensive nexus framework, is improving coordination and collaboration between humanitarian, development, and peace-building actors and increasing synergy among their activities

and initiatives, especially in fragile and conflict-affected areas. This demands the participation and incentivisation of a wide variety of players (e.g., funders, development cooperation actors, and international agents) based on their comparative advantages and common understandings of risk and vulnerability. In order to guarantee that no one is left behind, the nexus framework also strives for improved coordination, programming, and funding to address risks and vulnerabilities while boosting preventative efforts. (UNDP)

Humanitarian Law: The rules of international law specifically designed for the protection of an individual victim in the time of armed conflict. The four Geneva Conventions of 1949 and the two Additional Protocols of 1977 act as the main sources of international humanitarian law.[16] (United Nations)

Human Rights: The rights, liberties, benefits, and protections based on human dignity which, by accepted contemporary values, all human beings should be able to claim 'as of right' in the society and state in which they live. These rights are contained within the **International Bill of Human Rights**, comprising the 1948 **Universal Declaration of Human Rights** (UDHR), the 1966 **International Covenant on Economic Social and Cultural Rights** (ICESCR), and the **International Covenant on Civil and Political Rights** (ICCPR), commonly known together as "the International Covenants," and have been expanded upon by other subsequent treaties, e.g., the 1990 **International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families**. (United Nations)

Inclusion: Although there is no commonly agreed definition, the idea of inclusion is based on respect for all human rights and fundamental freedoms, cultural and religious diversity, social justice and the specific needs of vulnerable and disadvantaged groups, democratic participation, and the rule of law.[17] Inclusion can, therefore, be defined as the process of improving the terms of participation in society for people who are disadvantaged or traditionally excluded based on age, sex, gender, sexual orientation or preference, disability, race, ethnicity, origin, religion, class, economic, or

other status through enhanced opportunities for participation, improved access to resources and services, amplification of voices, and respect for rights. (IOM, United Nations)

Integration: Integration is the two-way process of mutual adaptation between migrants and the local host communities and societies within which they live, whereby migrants are incorporated equitably into the social, economic, cultural, and political life of the receiving host community. This process entails a set of joint responsibilities for migrants and communities and incorporates other related notions such as social inclusion and cohesion. It is important to note that within the structure of international agreements on migration and displacement, integration does not necessarily imply permanent residence or citizenship. It does, however, imply consideration of the rights and obligations that are owed to all human beings by a society regardless of status. Effective integration should include active participation by representatives of all affected communities and population groups and requires equitable access to a full range of public services and the labour market. Durable integration should be based on the identification of and respect for a core set of values that bind migrants and receiving communities in a common purpose. In some refugee contexts, local integration as a durable solution to forced displacement would imply permanent residence as it refers to refugee resettlement in a country providing asylum and may eventually include the granting of national citizenship in that country. (IOM, UNHCR)

Internally Displaced Person(s) (IDPs): "[I]nternally displaced persons are persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border."[18] (UNOCHA)

Land Use Planning: Land use planning refers to the process by which a society, through its institutions, decides where, within its territory, different socio-

economic activities such as agriculture, housing, industry, recreation, and commerce should take place. This includes protecting well-defined areas from development for environmental, cultural, historical, or similar reasons, and establishing provisions that control the nature of development activities. (World Bank)

Livelihoods: Livelihoods include a combination of the resources used and the activities undertaken in order to live. Resources include individual skills (human capital), land and natural resources (natural capital), savings and financial inputs (financial capital), tools and equipment (physical capital), as well as formal support groups and informal networks (social capital). (DFID)

Migrant: Migrant is an umbrella term, not defined under international law, reflecting the common lay understanding of a person who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons. The term includes a number of well-defined legal categories of people and types of movement, such as migrant workers and smuggled migrants, as well as those whose status or means of movement are not specifically defined under international law, such as international students. (IOM)

Models: In urban planning, models are predictive scientific scenarios based on data, numerical or otherwise. For example, a model can be used to forecast how much traffic a neighbourhood might be expected to have after the addition of new streets or parking, or how commute times would be impacted by certain infrastructure projects. (UN-Habitat)

New Urban Agenda (NUA): The New Urban Agenda was adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) in Quito, Ecuador on 20 October 2016 and endorsed by the United Nations General Assembly on 23 December 2016. The agenda represents a shared vision for a better and more sustainable future. It promotes the position that if well-planned and well-managed, urbanisation can be a powerful tool for sustainable development for both developing and

developed countries.[19] (UN Habitat III Secretariat)

Person(s) of Concern (POCs): UNHCR defines a 'person of concern,' or 'people of concern,' to include all refugees, returnees, stateless people, internally displaced persons (IDPs), and asylum-seekers. This definition is central to UNHCR's mandate. (UNHCR)

Planned City Extension: Planned city extension is an urban planning approach used to define the layout of a city or urban area and guide the development of new neighbourhoods while promoting the creation of sufficient, affordable, and well-serviced urban plots. Ensuring that city growth is well-managed and well-planned in advance is essential to limiting informal development and unchecked urban sprawl and securing a sustainable urban future. (UN-Habitat)

Planning Scenario: A planning scenario is a possible, probable, or desirable spatial outcome of a forecasted development (e.g., social, economic, environmental, technological) based on a range of possible actions, inputs, or the absence of intervention. (UN-Habitat)

Protracted Displacement: As defined by UNHCR, protracted displacement situations include those "in which at least 25,000 refugees from the same country have been living in exile for more than five consecutive years. . . . Protracted situations require durable solutions for refugees to ensure they can rebuild their lives (through) voluntary repatriation, resettlement to a third country or local integration."[20] (UNHCR)

Refoulement (Non-refoulement): When used in relation to refugees and asylum-seekers, refoulement is the removal of a person to a territory, or frontier of a territory, where their life or freedom might be threatened on account of their race, religion, nationality, membership in a particular social group, or political opinion. Under international human rights law, the principle of non-refoulement guarantees that no one should be returned to a country where they would face torture, punishment, cruel, inhumane, or degrading treatment, or other irreparable harm. This principle is one of the normative pillars of refugee protection and applies to all migrants at all times, irrespective of migration status. The duty of non-refoulement is a part of international law and is therefore binding on all States, whether or not they are parties to the 1951 Convention Relating to the Status of Refugees. (UNHCR, OHCHR)

Refugee: A refugee is a person who, "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence, is unable or, owing to such fear, is unwilling to return to it."[21] (1951 Geneva Convention Relating to the Status of Refugees)

Resilience: The ability of a system, community, or society exposed to hazards to resist, absorb, accommodate, adapt to, transform, and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management. (UNDRR)

Resettlement: The transfer of refugees from an asylum country to another (third) State that has agreed to admit them and ultimately grant them permanent settlement. (UNHCR)

Returnee: A term used to identify a person who was a refugee, but who has recently returned to their country of origin, especially after a prolonged absence. Defining a returnee is, therefore, contingent on a person's prior refugee status. (OHCHR)

Scenario (design/plan): Design and planning scenarios are possible, probable, or desirable spatial outcomes of a forecasted development (e.g., social, economic, environmental, technological). (UN-Habitat)

Social Cohesion: The nature and set of relationships between individuals and groups in a particular environment (horizontal social cohesion) and between those individuals and groups and the institutions that govern them in a particular environment (vertical social cohesion). Strong, positive, integrated relationships and inclusive identities are perceived as indicative of high social cohesion, whereas weak, negative, or

fragmented relationships and exclusive identities are taken to signify low social cohesion. Social cohesion is therefore a multi-faceted, scalar concept.[22] (World Vision)

Self-reliance: The social and economic ability of an individual, household, or community to independently and without external support meet basic needs (including protection, food, water, shelter, personal safety, health, and education) in a sustainable manner and with dignity. (UNHCR)

Spatial Inequality: As outlined in UN-Habitat's 2020-2023 Strategic Plan, "Spatial inequality (defined as the concentration of disadvantage in a specific location) manifests in the different experiences and opportunities that people may have, and the rights that they can exercise, between regions, across the rural−urban continuum or within the same city. Spatial inequalities in cities perpetuate other forms of social, economic, political or cultural inequality. That may then be further diversified, based on a person's socioeconomic background, race, migration status, age, gender and abilities. Unequal access to land, adequate and affordable housing, employment opportunities, basic and social services, mobility and public transport, and public space are key aspects of spatial inequality, often characterized by physical segregation."[23] (UN-Habitat)

Spatial Planning: Spatial Planning refers to decision-making processes aimed at realising economic, social, cultural, and environmental goals in a given area through the development of physical and spatial visions, strategies, and plans and the implementation of these through the application of a set of policy principles, tools, institutional and participatory mechanisms, and regulatory procedures. (UN-Habitat)

Sustainable Development Goals (SDGs): The **2030 Agenda for Sustainable Development**, adopted by all United Nations Member States in 2015, provides a shared blueprint for peace and prosperity for people and the planet, now and into the future. At its heart are the 17 Sustainable Development Goals (SDGs), which are an urgent call for action by all countries, developed and developing, in global partnership. They recognise that ending poverty and other deprivations must go hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth – all while tackling climate change and working to preserve our oceans and forests. (UNDESA)

Urban Agglomeration: Urban agglomeration refers to "a contiguous territory inhabited at urban density levels without regard to administrative boundaries."[24] In other words, it may be used to describe a city more as it is experienced in the popular imagination and will often include the so-called 'city proper,' as defined by administrative boundaries, as well as formal suburban and informal peripheral areas that can be considered as together constituting a greater metropolitan area. Also, an urban agglomeration sometimes combines two or more developed areas which may be separated by administrative boundaries, historic perceptions, or less developed areas in between. (UN-Habitat)

Urban Citizenship: The concept of urban citizenship, which can be granted by municipal authorities, includes the rights, freedoms, privileges, responsibilities, and obligations associated with residence within an urban area managed by a governing administration and its institutions. This may include local voting rights and access to public services and facilities that are extended to every resident of the same geographic area, often regardless of legal status.[25] (Aced, M.)

Urban Governance: Urban governance is the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of a city. It is a continuing process through which diverse and often conflicting interests may be accommodated and cooperative action taken. It includes formal institutions as well as informal arrangements and the social capital of citizens. Urban governance is inextricably linked to the welfare of a constituent citizenry. Good urban governance must enable all residents to access the benefits of urban citizenship. Good urban governance, based on the principle of urban citizenship, affirms that no man, woman, or child can be denied access to the necessities of urban life, including adequate shelter, security of tenure, safe water, sanitation, a clean environment, health, education, nutrition, employment, public safety, and mobility. Through good urban governance, citizens are provided a platform to participate in decision-making and use their talents to

the full to improve their social and economic conditions. (UN-Habitat)

Urban Resilience: Urban resilience refers to a status based on the ability of any urban system and its citizenry to withstand shocks and stresses with minimal disruption to daily functions and the system's ability to sustainably adapt to and mitigate the impacts of climate change. It involves the tools and capacity to assess, plan for, prepare for, and act effectively and efficiently in response to all hazards, whether sudden or chronic, expected or unexpected. These resilient frameworks enable cities to protect lives and livelihoods, secure development gains, encourage long-term investment, and generate overall positive change. (UN-Habitat)

Voluntary Return: Voluntary return, in contrast with refoulement, describes the assisted or independent return of a migrant or forcibly displaced person to their country of origin, transit, or another third country based on the free will of the returnee. (IOM)

Vulnerability: Vulnerability describes the conditions, determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of an individual, a community, assets, or systems to the impacts of hazards, shocks, and stressors. (UNDRR)

Vulnerable Group(s): Vulnerable groups include any identity group, community, or segment of society that is at higher risk of being subjected to discrimination, violence, natural or environmental disasters, or economic hardship, than other groups. Such groups may include women, children, the elderly, persons with disabilities, indigenous peoples, or migrants and often experience higher risk in periods of conflict and crisis. (IOM)

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The housing situation of IDPs and refugees in Al Yadoudeh neighbourhood in Amman, Jordan (UN-Habitat, 2021)

Background

Chapter 1

1.1 FORCED MIGRATION AND DISPLACEMENT IN URBAN CONTEXTS

Migration is an age-old phenomenon that has significantly shaped our world throughout history, and driven urbanisation trends. Cities, as epicentres of human activity, have historically reflected the convergence of global populations in terms of culture, society, and politics. International migration is influenced by a complex interplay of factors,[1, 2] including environmental, economic, socio-cultural, political-institutional, supranational, security, human development, demographic, and individual elements, leading to distinctive migration patterns and corridors.[3]

Before the disruptions brought about by the COVID-19 Pandemic in 2020 and the lingering effects experienced over the subsequent years, international migration trends had been steadily on the rise over the past five decades. In 2021, an estimated 281 million people (3.6% of the world population) resided in a country different from their country of birth.[4] This figure marked a significant increase compared to previous decades, with an additional 128 million international migrants in 2020 compared to 1990, over three times the number

in 1970.[5] By the end of 2022, 108.4 million individuals were forcibly displaced, which included 35.3 million refugees and 62.5 million internally displaced persons (IDPs).[6] A notable shift has occurred, though, as the majority of refugees and IDPs have historically lived in humanitarian camps. Now, cities are the primary destination of the world's forcibly displaced people, with over 60% of refugees and around half of internally displaced persons (IDPs) living in urban environments.[7]

As of 2023, urban areas were home to 55% of the global population, and this proportion is projected to reach 68% by 2050. This transition signals a shift from rural to urban living and an overall increase in the world's population.[8] Around 90% of this global urban expansion is expected to occur in developing countries in Africa, the Middle East, and Asia.[9] This change reflects the growing diversification of economic opportunities available to migrant workers in these regions and suggests that destination countries may face increased competition in attracting highly skilled migrants.[10] Notably, in 2021, Europe and Asia hosted
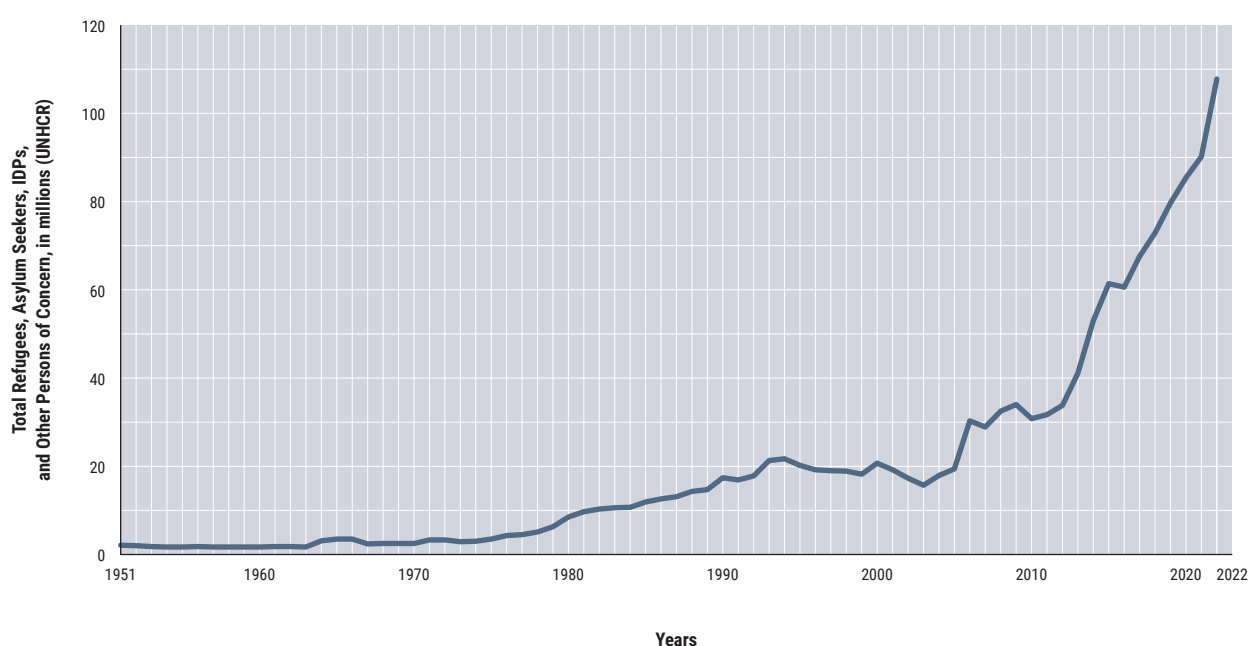
Figure 1: Total forcibly displaced worldwide, including Refugees, Asylum Seekers, IDPs, and other Persons of Concern (UNHCR, 2023)

around 87 and 86 million international migrants respectively, making up more than half of the global international migrant population.[11] In most regions, the most significant migration corridors involve people moving from developing countries to larger economies, resulting in cross-regional migration.[12]

As previously established, a substantial portion of displaced people opt to settle in urban areas, which can serve as either a temporary or longer-term solution. This preference is typically due to the additional economic opportunities, access to healthcare, education, and other essential services that are more readily available in urban settings. However, displaced populations in urban areas often still face significant challenges and vulnerabilities, including inadequate support systems, unwelcoming local and national policies, high rates of unemployment, poverty, safety and security concerns, health risks, food and housing insecurity, and environmental hazards. Migration trends indicate that while some displaced individuals may wish to return to their places of origin, many are unable to do so due to ongoing conflict, violence, and climate-related disasters. Moreover, in 2022, UNHCR estimated that for every person who managed to return home during the previous year, 22 more people became refugees during the same time period, reflecting the rising rates of displacement.[13]

Despite the growing numbers of migrants, refugees, and IDPs now living in urban areas, a meaningful portion of refugees still end up spending years in camps, originally intended as temporary humanitarian solutions for immediate emergency response. These camps are often situated in vulnerable and hostile environments, limiting the potential for refugee self-reliance, increasing the risk of conflict with host communities, raising the likelihood of further displacement due to safety concerns, and subjecting already fragile ecosystems to further exploitation and degradation. Given these factors and the scale and protracted nature of international displacement, the camp model is increasingly unable to meet the needs of displaced populations.[14]

Lessons from both the camp model and urban migration responses underscore the critical importance
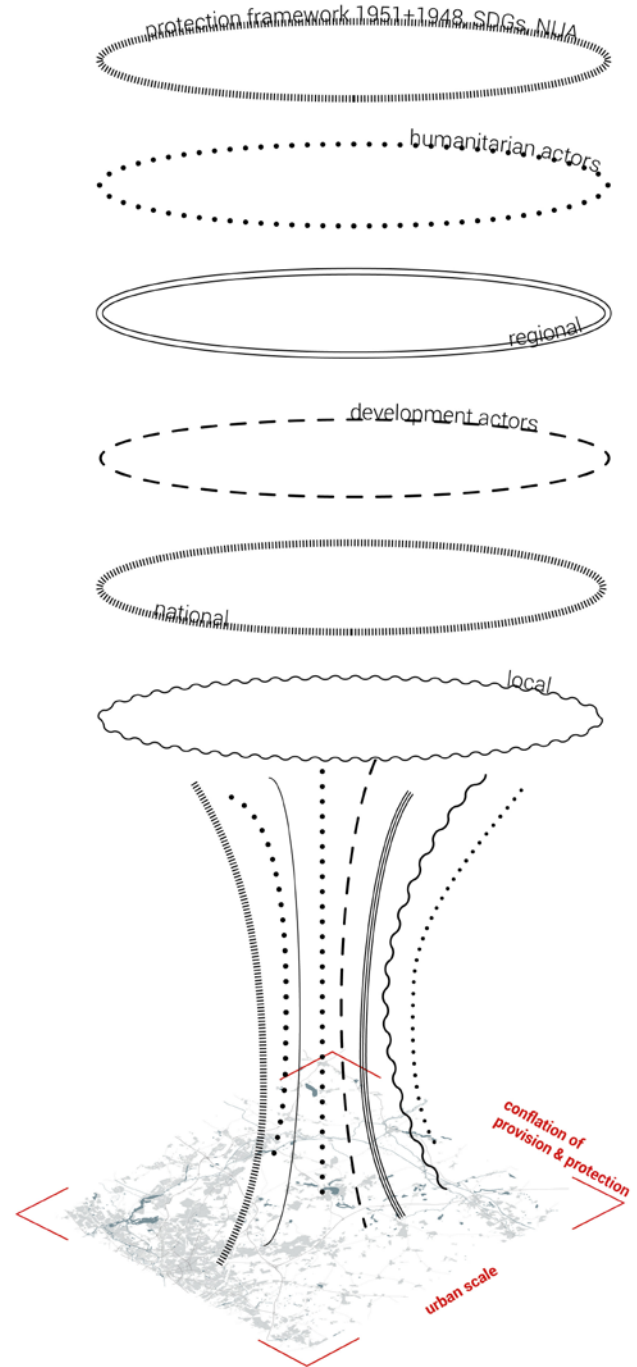
Types of Collaboration and Connections

· · · · · Immediate aid; life-saving assistance

— — Economic, institutional and social development support

〜〜〜 Housing and public space, urban services

===== Regional responsibility-sharing (regional refugee agreements)

⁜⁜⁜⁜⁜ Legislation (national asylum mechanisms) and refugee policy

Figure 2: Conflation of scales of provision and protection in urban areas (UN-Habitat)

of proactive and comprehensive urban approaches to displacement and migration challenges.[15] Irregular, unplanned, and unpredictable migration to cities without inclusive integration strategies for urban migrants, refugees, and IDPs can exacerbate pressures on housing and labour markets, natural resources, education systems, healthcare infrastructure, transportation, public spaces, and other essential services. This often leads to the growth of slums and informal settlements, posing threats to human and environmental health, safety, and well-being. Cities and local governments, in collaboration with national governments, humanitarian actors, and citizens, play a pivotal role in receiving migrants, refugees, and displaced persons, ensuring the realisation of their human rights, inclusion, and social cohesion while considering existing urban systems, basic services, product markets, and social networks.[16, 17]

The global and local implications of urban displacement continue to warrant attention from both humanitarian and development practitioners and academia. Evolving global perspectives on displacement in urban contexts set the stage for migrants to make positive and meaningful contributions to the social and economic fabric of cities as active urban citizens and rights-holders.[18, 19] Embracing integration and community-driven approaches is essential to establish safe and inclusive environments for migrants and displaced persons, with support from institutions, local authorities, service providers, and the community.

Box 1: Human Mobility and the COVID-19 Pandemic

The year 2020 witnessed the profound impact of the COVID-19 Pandemic on human mobility, contributing to shifts in international migration patterns. The closure of national borders left hundreds of thousands of migrants stranded, with some unable to return to their home countries and others forced to return prematurely. The decline in the number of international migrants worldwide was estimated to be around 2 million by mid-2020.[20] In addition to restricting human mobility, the COVID-19 Pandemic exposed and exacerbated numerous challenges faced by migrant and displaced populations. Some of these intersecting challenges include high levels of informal employment, inconsistent and often unpredictable income, difficulties paying rent, increased risk of eviction, and substandard housing conditions. Access to basic services, including critical healthcare, also became more challenging.[21]

Global responses to the crisis have yielded positive outcomes in many countries, though. Governments and other stakeholders took action to alleviate the suffering of refugees and migrants affected by the pandemic, including improving integration measures, conducting communication campaigns to address public perceptions,

enhancing economic opportunities, and ensuring equitable access to healthcare.[22] However, in some instances, responses have inadvertently normalised inadequate policies, with the pandemic used as a pretext for implementing measures such as militarised border control and indefinite detentions, which would have been nearly unthinkable a decade ago.[23]

*With one in seven of the world's population displaced or having migrated, rapid population growth has significant public health implications beyond COVID-19. Effective coordination with the health sector is crucial. Common anti-immigration narratives further contribute to the risk of migrants being wrongly blamed for the spread of disease or labelled as the cause of epidemics in transit and destination countries. This can lead to discrimination, xenophobia, and reduced access to public services, including essential healthcare, decent living conditions, safe employment, and quality health services. Conversely, countries that adopt positive and inclusive refugee and migration policies tend to experience a substantial return on their investments through the economic, technical, social, and cultural contributions of those who enter their borders. (Also, see **Box 6: The COVID-19 Pandemic and Public Space**.)*

1.2 GLOBAL DISPLACEMENT POLICY DIRECTIONS AND FRAMEWORKS

In recent decades, there has been a notable shift in how humanitarian and development practitioners, alongside urban planners and municipal governments, respond to migration and displacement. There is a growing emphasis on the imperative of integration, particularly when dealing with the complex challenges presented in urban environments. This shift is evident in the transformation of global policy frameworks and trends concerning migrants, refugees, and internally displaced persons (IDPs) over the past decade. These policy frameworks have evolved to align more closely with development goals and the United Nations' commitment to sustainable urbanisation. This section briefly delves into these evolving policy frameworks, examining the historical and contemporary contexts, as well as recent advances in this field.

Prior to 2005, humanitarian responses were organised through three primary networks: the United Nations, the Red Cross/Red Crescent movement, and other non-governmental organisations (NGOs). However, this fragmented approach revealed certain shortcomings, including a lack of coordination among stakeholders, deficiencies in preparedness, accountability issues, human resources management, and gaps in sector-specific expertise. As a response to these challenges, humanitarian organisations and donors initiated a reform effort aimed at enhancing coherence. This led to the introduction of the 'cluster approach' in 2005,[24] which sought to break down silos and address capacity gaps by structuring humanitarian responses and expertise into thematic clusters.[25, 26] Since 2005, humanitarian emergencies involving multiple actors have been managed through this cluster system, which is expected to adhere to inter-agency standards and guidelines, such as the **Sphere Handbook**, to prevent duplication and overlapping of interventions, thereby reducing inefficiencies and resource wastage.[27, 28]

However, the increasing complexity of urban displacement, in light of the significant role of local authorities and the intricate nature of integrated solutions required in urban settings, has raised new challenges that current approaches address inadequately. This is particularly true given the often slow transition from emergency response protocols and humanitarian interventions to more sustainable development-oriented solutions following humanitarian crises. Humanitarian agencies primarily focus on immediate, life-saving activities, often constrained by short-term funding from donors and constrained project implementation schedules. The shift toward medium and long-term development programs frequently occurs too late to build upon the investments made and immediate results achieved during the emergency phase.

To address this imbalance and overcome these inefficiencies, UN-Habitat is working to support other UN agencies like UNHCR, IOM, and UNDP in planning refugee settlements and urban extensions, promoting sustainable development and enabling the transition of refugee and IDP camps into well-planned, well-serviced, inclusive, and integrated settlements and neighbourhoods. Collaboration with entities like UNHCR, which safeguards the rights of refugees, allows UN-Habitat to advance humanitarian and spatial planning recommendations using a multi-sector, evidence-based approach, fostering collaboration and coordination between the humanitarian and development sectors as focus shifts toward long-term sustainability.[29]

In urban areas, there is a growing recognition of the need to align and synergise development assistance and humanitarian practices. Development-related interventions, guided by the **2030 Agenda for Sustainable Development**, the **Sustainable Development Goals** (SDGs), the 2015 **Paris Agreement**, and the **New Urban Agenda** (NUA) typically require longer-term commitments compared to crisis-based humanitarian actions. Humanitarian responses prioritise the protection of 'persons of concern' (POCs) and often involve collaboration with the national governments and ministries responsible for migration and displacement response. In contrast, the development sector actively engages with local and national governments to build capacity for long-term, sustainable development that can continue independent of external support.[30] Bridging the traditionally distinct modalities of these two practices together is, therefore, essential.
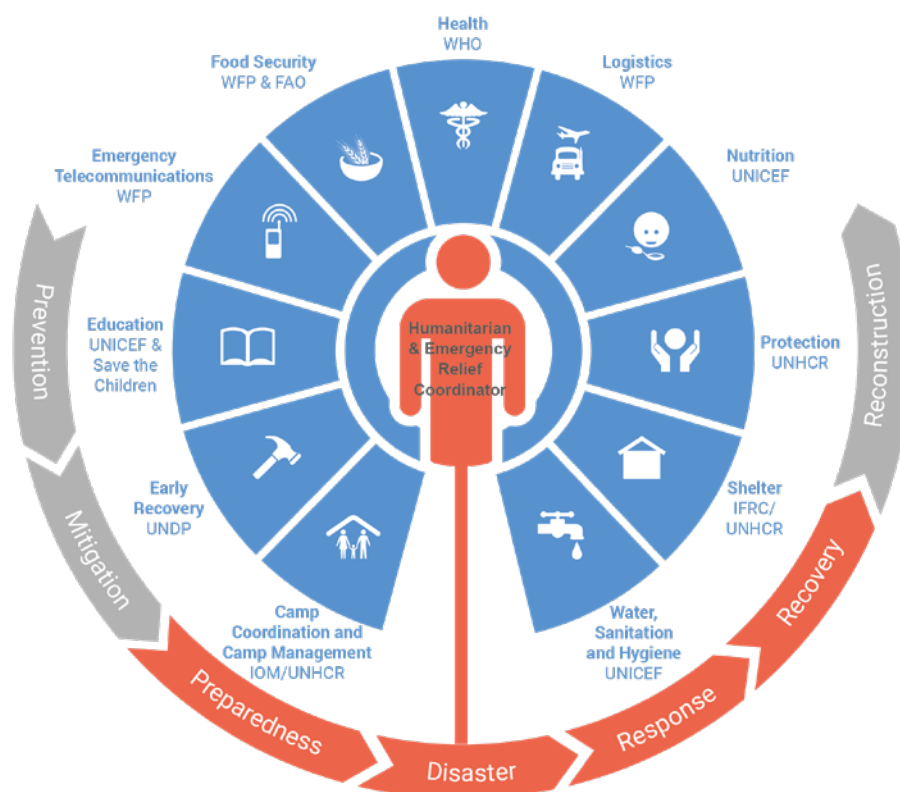
Figure 3: 'Cluster Approach' response framework - themes and actors (IASC, UN OCHA)

Humanitarian actors are increasingly appreciating the importance of involving local governments in complex, multi-stakeholder urban contexts and recognising the intersections between displacement, urbanisation, and sustainable planning. Improving the capacity of local governments is vital to apply standards and localised guidelines, reducing the reliance on humanitarian partners. Additionally, efforts and resources should be integrated to close the gap between global discourse and local responses, enhancing collaboration between government levels and the international sector/cluster systems to develop progressive solutions for urban displacement.

The UN system acknowledges the adverse consequences of unsustainable development and unchecked urbanisation, including spatial and social inequalities, resource pressures, housing shortages, and unequal distribution of opportunity, housing, basic services, and land, which exacerbate the triple planetary crisis, including climate change, pollution, and biodiversity loss. Over the last decade, sustainable urban planning has become more of a priority in efforts to prevent vulnerable communities from experiencing increased risks of inequality, instability, and conflict.

Thus, the UN recognises the need for innovative approaches that incorporate the development sector into humanitarian responses. The World Humanitarian Summit in 2016 was marked by the commitment of eight UN agencies to a '**New Way of Working**' (NWOW), emphasising a holistic approach that bridges the gap between the humanitarian and development sectors, ensuring more efficient and sustainable resource allocation.[31, 32] Also in 2016, an international commitment, known as the '**Grand Bargain**,' was made by major international donors and humanitarian actors to increase funding streams towards the local level, changing ad-hoc funding for humanitarian projects which were previously bound to sectors and assistance phases in order to improve effectiveness and efficiency.

In 2016, the United Nations General Assembly unanimously adopted the **New York Declaration for Refugees and Migrants**,[33] which paved the way for two new global compacts in 2018: the **Global Compact for Safe, Orderly, and Regular Migration** (GCM) and the **Global Compact on Refugees** (GCR).[34] These compacts represent a global commitment to improving migration and refugee situations and emphasise

the importance of data in policy-making. They also promote improved international cooperation and responsibility sharing. The establishment of the **Global Alliance for Urban Crises** (GAUC),[35] **UN Network on Migration**,[36] and initiatives such as the **Joint Migration and Development Initiative** (JMDI)[37] and the **Mayor's Migration Council** (MMC)[38] further demonstrates the international community's commitment to address displacement and migration challenges in urban contexts.

In accordance with these recent policy developments and in support of such initiatives, UN-Habitat and its partners continue to advocate for the integration of migration and displacement into urban and territorial planning, public space strategies, and related work in sustainable development, in order to ensure a holistic response. This approach aims to strengthen the self-reliance of migrants and refugees in urban settings, advance the triple nexus agenda, and create meaningful benefits for both displaced and host populations. This has included the development of extensive migration and displacement-related programming that directly

acknowledges and seeks to address the interplay between humanitarian responses, social integration, and sustainable urban development. One example, is UN-Habitat's Flagship Programme '**Inclusive Cities - Enhancing the Positive Impacts of Urban Migration**,' which is presented in further detail in **Section 2.1 UN-Habitat's Role In Planning Sustainable Human Settlements**.[39]

The evolving global policy frameworks underscore the vital role of sustainable urbanisation, urban planning, and strategic design interventions in addressing migration and displacement challenges. UN-Habitat and its partners will continue to advocate for the integration of migration and displacement into urban and territorial planning, promoting comprehensive planning as a critical tool for protecting the rights and promoting the interests of displaced and host populations, reducing social tensions among and between distinct communities, and facilitating cultural and economic integration in line with the UN's commitment to "leaving no one behind" and advancing the **2030 Agenda for Sustainable Development**.
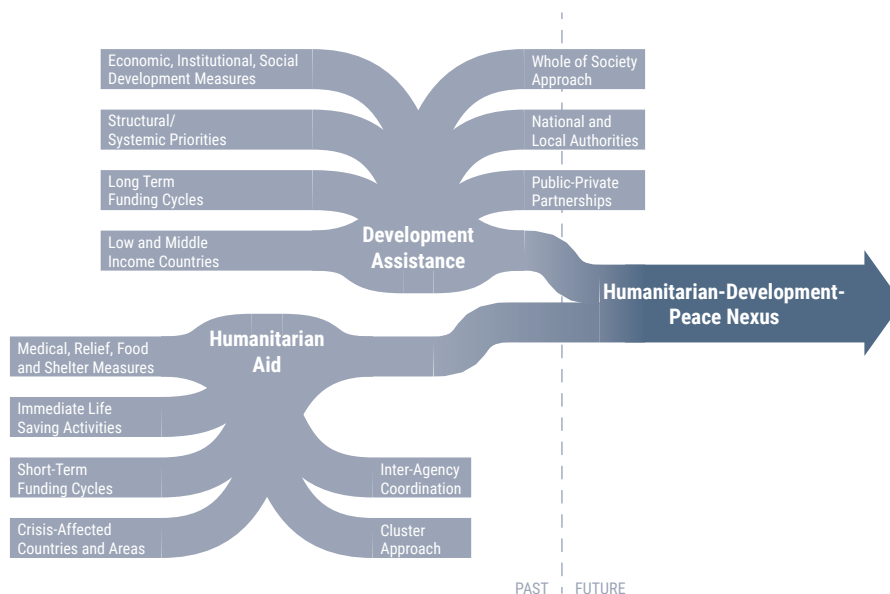
Mutually Supportive Way Forward:

- Global policies suggest converging efforts between humanitarian and development partners, e.g., Compacts, strategic nexus partnerships, multi-actor responses

- Address funding gap between humanitarian-develpoment stages, pooling resources

- Increase will and knowledge sharing between humanitarian and development arms and departments, address technical differences, e.g., shelter vs. housing

- Promote institutional collaboration between sectors at donor, institutional, and county programming levels

- Equip responses by combining comparative advantages, e.g., provide humanitarian response while building up development investments

Figure 4: Past-future development: increasingly converging model of Humanitarian-Development-Peace Nexus

1.3 CROSS-CUTTING THEMES AND APPROACHES

Cross-Cutting Themes

Diversity and Inclusion

Housing, Land, and Property (HLP) Rights

Equitable Distribution

Safety and Resilience

Climate Adaptation and Mitigation

Cross-Cutting Approaches

Whole of Society Approach

Human Rights-Based Approach (HRBA)

Area-Based Approach (ABA)

Settlements Approach

Participatory Engagement and Decision Making

Institutional Capacity Development and Empowerment

As migration and displacement continue to shape urban landscapes, recognition of the importance for well-coordinated, innovative, and complementary urban planning strategies has grown. The cross-cutting themes and approaches presented here, gathered from across the humanitarian-development landscape, provide a selection of key considerations while exploring the multi-faceted challenges posed by forced displacement in urban contexts while simultaneously considering the challenges that migrants and displaced communities face in accessing adequate housing, services, and opportunities for integration.

From **Diversity and Inclusion** to **Safety and Resilience** to **Climate Adaptation and Mitigation**, these themes underscore the complex interplay between social, economic, and environmental factors in shaping the experiences of migrants, refugees, and internally displaced persons (IDPs) in cities and the host communities that they encounter. This section also discusses a selection of approaches that have been developed by various actors working in similar settings, offering insights and strategies for addressing the complex challenges posed by migration and displacement in urban settings. Prioritising universal principles and rights-based approaches, the selection includes the **Whole of Society Approach** alongside the **Area-Based Approach (ABA)** and **Settlements Approach**, which seek to bring together priorities and techniques from various perspectives to better coordinate action. These highlight the importance of collaborative action among stakeholders for creating resilient, inclusive, and sustainable urban environments.

Together, these recognise that through a collaborative and inclusive approach to urban planning and development, cities can become more vibrant, resilient, and inclusive hubs that benefit all residents, regardless of their background or origin. They are provided here to inform policy-makers, urban practitioners, and community leaders and to complement and reinforce the recommendations described in further detail in the following chapters. By prioritising the voices and experiences of marginalised communities, urban planning can become a powerful tool for promoting social cohesion, economic opportunity, and environmental sustainability in cities worldwide.

Diversity and Inclusion

The urban planning and design process has emerged as an effective platform for fostering collaboration, inclusion, and social cohesion in migration and displacement settings. Utilising these tools in a participatory manner can, therefore, significantly enhance relations within and between diverse groups, including members of both displaced and host communities, while promoting sustainable integration.

To ensure results that genuinely reflect the needs and values of the entire affected population, it is essential to prioritise the inclusion of marginalised communities. Historically, these groups, which may include women, indigenous communities, children, youth, elderly, people with disabilities, and members of other minority social, religious, and ethnic communities, have often been overlooked during planning processes. Their unique perspectives, insights, and experiences, though, are integral to the creation of thriving, inclusive, and vibrant urban environments that meet the needs and priorities of all residents, especially those that have traditionally been neglected or intentionally excluded.

One critical aspect of diversity and inclusion is fostering an awareness among planners regarding the richness of perspectives and lifestyles that exist within every community. Assumptions about how migrant groups wish to live should be actively challenged, as there are no one-size-fits-all solutions. Urban spaces should be thoughtfully designed to embrace inter-cultural coexistence and ensure respect for all residents, regardless of their background, beliefs, or origins.

In an increasingly diverse and interconnected world, cities should be hubs of exchange, acceptance, understanding, and shared experiences. Urban planning and public space design that prioritise these issues simultaneously promote vibrant, harmonious communities where all residents can participate, thrive, and contribute to a shared sense of place. This approach not only strengthens and enriches the social fabric of a community, but also ensures that urban spaces are truly representative of the people that they serve. Therefore, by celebrating diversity and embracing social inclusion, urban planning can lead to more resilient, cohesive, and prosperous communities that benefit everyone.

Box 2: Concepts of Multiculturalism and Interculturalism in Planning

Multiculturalism predominantly addresses various ethnic groups, while interculturalism emphasises individual differences, such as gender and lifestyle, within these groups, while being attuned to the constraints some social or ethnic communities may place on their members, particularly women. When translating local-level integration and diversity into spatial interventions, it is paramount for practitioners to consider the target group and the factors influencing planning and public space decisions. In this context, cities and planners play a vital role in identifying and comprehending the sensitivities between intercultural or multicultural groups or spaces within their urban areas. This understanding can drive the development of solutions that cater to the most vulnerable and marginalised groups. Intercultural diversity policies, aimed at combating segregation, are grounded in the recognition that dialogue can naturally take place within shared spaces. Public spaces should, therefore, be designed to serve as inclusive and neutral venues to initiate these engagements and exchanges.

Housing, Land, and Property (HLP) Rights

Housing, Land, and Property (HLP) rights are of paramount importance when working in migration and displacement contexts. They are foundational to addressing the complex needs and challenges faced by migrants, displaced people, and members of host communities affected by influxes of migrants. Recognising, strengthening, and upholding HLP rights is not only a matter of human dignity but also a practical necessity for the successful integration and/or return of affected populations.

Unfortunately, lack of tenure security remains one of the central challenges that humanitarian responses encounter in such scenarios. Without formal HLP rights, individuals and families may struggle to access basic services or find quality affordable housing in unfamiliar urban settings. This insecurity can exacerbate pre-existing vulnerabilities and hinder processes of recovery, rebuilding, and moving beyond displacement or returning to the place of origin when circumstances allow.

The "**Guidance note of the Secretary General: The United Nations and Land and Conflict,**" published in March 2019, is a testament to the UN's commitment to addressing these challenges.[40] Recognising that HLP rights are fundamental to a comprehensive response to the challenges of migration and displacement, UN-Habitat, in collaboration with its partners, has played a pivotal role in promoting HLP rights on a global scale.

To ensure that HLP rights are brought to the forefront in contexts affected by migration and displacement, 'fit for purpose' land administration approaches must first be identified. These approaches should be tailored to the unique needs of the affected populations and provide secure land tenure arrangements. It's also essential to establish a policy continuum that ensures that all individuals, regardless of their migration status, have clear and recognised rights to land and property. This not only offers security but also fosters a sense of belonging and stability in new urban environments. Lastly, developing coalitions and partnerships is key to operationalising common priorities surrounding land and conflict. By bringing together various stakeholders, including governments, civil society, and international organisations, a collaborative effort can be orchestrated to address HLP rights comprehensively.

Box 3: Linking Housing, Land, and Property to Urban Planning in Growing Cities

The provision of adequate housing and accommodation in urban areas is interrelated with urban legislation, housing politics, tenure security, and local land management. Many cities face urban growth pressures and challenges in upholding the HLP rights of existing populations, without even taking into consideration the addition of arriving migrants and asylum seekers, which place a further strain on limited capacity and resources. With the absence of security over land tenure, migrants and asylum seekers are often forced to reside in informal settlements where they may experience poor living conditions and can be further exposed to compounding risks and hazards. Studies have shown that city politics often miss linking urban planning and congested housing markets with other policy fields, overlooking migrants and asylum seekers as important target groups. An important responsibility of a city lies in unifying policy areas such that they are complementary and can build a supportive structure to uphold these rights and meet the needs of all residents.

Equitable Distribution

The principle of **Equitable Distribution** revolves around the realisation of adequate living standards and working conditions for all members of society, regardless of their social class, race, religion, ability, or other attributes. It encompasses ensuring that people have equal access to and utilisation of urban amenities and resources, with the same rights and opportunities, fostering an inclusive and just urban environment.[41] The United Nations **Sustainable Development Goals** (SDGs) provide a foundational framework for promoting this inclusive approach, encapsulated in the principle of "Leaving No One Behind."[42] This also acknowledges that every individual, including migrants and displaced populations, should be able to participate in the social, economic, and cultural life of a city on an equal footing.[43]

UN-Habitat, guided by the '**International Guidelines on Urban and Territorial Planning (IGUTP)**,' plays a pivotal role in advancing **Equitable Distribution** in the urban realm. It actively contributes to the development and implementation of strategies aimed at reducing poverty through job creation, skills development, social inclusion, and spatial integration. By enhancing accessibility across a city or territory through the provision of local amenities and public spaces, UN-Habitat fosters social cohesion and cultural exchange, ensuring that all inhabitants, including migrants and displaced individuals, can benefit from the city's resources and services.

Incorporating **Equitable Distribution** principles into urban planning and public space design can also have broader implications. UN-Habitat's efforts extend to mobilising and representing urban stakeholders, particularly marginalised communities, in public consultations on issues of urban and territorial planning. These initiatives unify systems of service delivery, promote equitable urban development, strengthen social relations between communities, and allocate resources to underserved urban areas. Tapping into existing networks, this approach leverages social and market relations while facilitating cooperation among producers, distributors, and consumers across sectors and scales. It not only enhances resource management, biodiversity preservation, and climate resilience, but also contributes to waste reduction, improved nutrition, and gender equity.

Safety and Resilience

The **New Urban Agenda (NUA)** advocates for cities to create secure environments where all residents can thrive without the threat of violence. Embracing a **Human Rights-Based Approach (HRBA)**, targets for safety and resilience must account for the specific risks faced by marginalised groups like women, girls, children, youth, migrants, refugees, and internally displaced persons (IDPs). These communities often find themselves excluded from decision-making processes, emphasising the need to tailor safety initiatives to their experiences. The agenda emphasises an integrated strategy for crime prevention that merges urban policies with various initiatives, recognising the intricate connections between safety, education, economic development, social inclusion, sustainable mobility, and equitable access to public spaces and essential services. This comprehensive approach is crucial for nurturing sustainable urbanism, livelihoods, and economic development.[44]

UN-Habitat gauges urban resilience by international standards,[45] assessing how well urban systems withstand shocks and stresses while maintaining normal operations. It also evaluates a system's capacity to adapt to and mitigate the impacts of climate change. This involves the ability to assess, plan for, and effectively respond to all types of risks and hazards—be they sudden or chronic, anticipated, or unforeseen. These resilience frameworks empower cities to safeguard lives and livelihoods, preserve developmental progress, attract long-term investments, and foster positive transformations. Therefore, it's imperative to combine short-term humanitarian and emergency responses with sustainable planning approaches that prioritise resilient urban development.[46]

Climate Adaptation and Mitigation

Climate change and associated environmental challenges already stand as significant drivers of both internal and cross-border migration and displacement, with the scale of this movement projected to increase dramatically in the coming years. Captured by terms such as 'climate mobility' or 'environmental migration,' this includes individuals and larger population groups, moving by choice or necessity, as a response to the impacts of climate change.[47] The intensification of climate-related shocks and stresses, aggravated by unsustainable land practices and development patterns, can lead to a host of interconnected consequences such as land degradation, heightened socio-economic vulnerability, health issues, civil unrest, and forced displacement.

Consequently, investing in strategies for climate adaptation and mitigation has become increasingly critical to enabling vulnerable cities and settlements to fortify themselves against shocks, disasters, and extreme weather events. This not only safeguards lives and livelihoods but also translates to substantial long-term savings that would otherwise be spent on repeating cycles of repairing damages incurred and rebuilding.

Effective planning incorporates a complementary mix of both adaptation and mitigation strategies. This involves measures such as restricting or restraining development in vulnerable zones (e.g., steep slopes, wetlands, eroding coastlines, and flood or fire-prone areas) coupled with the implementation of Disaster Risk Reduction (DRR) strategies and Nature-based Solutions (NbS) that harness and safeguard natural resources and ecosystem services. For example, compact, mixed-use cities with efficient transport options, including non-motorised modes, can contribute to reducing energy consumption and curbing greenhouse gas emissions. These efforts can contribute to urgent global endeavours aimed at mitigating the impact of climate change. Furthermore, sustainable management of resources and thoughtful environmental planning, especially concerning the equitable distribution of vital resources like food and water, not only bolster local economies but also create stronger livelihood opportunities, fostering shared prosperity and reducing conflict over scarce resources.

Box 4: Climate Change and Displacement

It is estimated that the effects of climate change could drive or contribute to the displacement of up to 250 million people by 2050, aggravating poverty and inequality and delaying progress towards achieving the Sustainable Development Goals (SDGs).[48] Climate change can directly cause displacement through mechanisms such as rising sea levels, extreme weather events, desertification, land degradation, erosion, drought, or flooding. These situations can necessitate immediate humanitarian assistance, but they also demand long-term investment in climate adaptation and resilience-building to mitigate future disasters. Climate change can also exacerbate present displacement patterns by aggravating pre-existing vulnerabilities such as resource scarcity, livelihood disruptions, and social and political instability. This can complicate existing challenges, amplify risks, and contribute to protracted displacement. Beyond humanitarian aid, addressing this requires strategies that encompass conflict prevention, sustainable resource management, and social and economic development.

For example, in January 2021, Beira city and neighbouring communities in Mozambique were again struck by a major cyclone, Cyclone Eloise, which damaged critical public facilities, displaced several thousand people, and affected more than 262,000 people.[49] The extent of this devastation was exacerbated by the Covid-19 Pandemic and the lingering effects of 2019's Cyclone Idai. It is estimated that more than half of the 70 resettlement camps accommodating those displaced by Cyclone Idai were themselves impacted by Cyclone Eloise.[50] Critically, due to their temporary nature, the shelters, facilities, and infrastructure within camps are often not thoroughly prepared for or protected against weather-related extremes such as excess rain, flooding, or mudslides, which makes them particularly vulnerable to chronic climate crises.

Whole of Society Approach

In protracted migration and displacement scenarios, fostering collaboration between diverse stakeholders like humanitarian and development actors, government authorities, and relevant service providers is paramount to achieving efficient, effective, and sustainable results. As promoted by a **Whole of Society Approach**, this type of collaboration sets the stage for defining collective objectives and synchronised development agendas. By pooling both risk and resources across public and private sectors, frameworks for collective outcomes encourage city leaders to adopt inclusive strategies that ensure the needs of migrants and displaced populations are central to urban planning efforts. This approach also highlights the importance of maintaining the support of international organisations, national institutions, civil society, and the private sector to address gaps in funding, resources, and capacities. In this way, local authorities are better positioned to take a leadership role in integration processes, ensuring continuity and fostering community engagement.

Achieving collective outcomes requires a comprehensive understanding of the multifaceted factors that contribute to protracted displacement. Integration of quantitative indicators and pragmatic objectives into planning tools like the UN **Sustainable Development Cooperation Framework** and local development plans provides a holistic foundation for responsive urban planning. Establishing multi-actor, multi-sector committees early on, not only cultivates confidence in alternative strategies to traditional camp models, but also reinforces the need for systematic collaboration.

The success of these initiatives in urban settings, though, hinges on two critical factors. First, establishing robust urban frameworks—comprising laws, policies, and institutional capacities—across different levels of governance is critical. Second, it requires mobilising support from a spectrum of stakeholders, including civil society, local private sectors, as well as humanitarian and development actors. Collaborative interventions spanning multiple years leverage existing development programs, fortifying the capacities of urban actors and catalysing investment in public spaces and urban infrastructure, thereby fostering resilience in the face of migration and displacement pressures.[51]

Human Rights-Based Approach (HRBA)

The **Human Rights-Based Approach (HRBA)** derives its significance from a rich history, notably the adoption of the **Universal Declaration of Human Rights by the United Nations** in 1948.[52] This foundational document underscored the intrinsic rights of all individuals, emphasising their equality and inalienable entitlement to freedom, justice, and peace. The HRBA, as articulated in the '**The Human Rights Based Approach to Development Cooperation Towards a Common Understanding Among UN Agencies**,' extends, and operationalises these principles in the realms of urban planning and public space design.

One of the defining features of the HRBA is its unwavering focus on marginalised segments of the population, aligning seamlessly with the realities faced by migrants and displaced populations, who often include individuals from these vulnerable groups. By placing these individuals at the forefront of planning and design processes, the HRBA ensures that the urban environment caters to their unique needs and circumstances. Additionally, the HRBA emphasizes the dismantling of systemic inequalities, be they economic, social, or spatial in nature. This broader perspective advocates for the replacement of siloed and segregated approaches with comprehensive, cohesive strategies. This paradigm shift is vital in migration and displacement response, given the multifaceted challenges these populations encounter. It recognises that urban planning and public space design should not occur in isolation but must actively engage with the complex web of inequalities and disparities that migrants and displaced people face.

As a cross-cutting principle, the HRBA provides a robust ethical and operational framework to enrich planning and design processes. It furthermore enables humanitarian and development practitioners to better address the multifaceted challenges faced by the most vulnerable communities and to reach the prosperity and self-determination targets outlined in the **2030 Agenda for Sustainable Development**.[53]

Area-Based Approach (ABA)

The **Area-Based Approach (ABA)** represents a more recent paradigm shift in intervention strategies, emphasising geographic areas over sectoral divisions. In the context of migration and displacement in urban settings, ABAs offer a multi-dimensional framework that is both essential and practical.

ABAs have three defining characteristics that make them particularly well-suited for addressing migration and displacement in urban areas. First, they are geographically targeted, which means that interventions are tailored to the specific challenges and opportunities within a given urban neighbourhood or settlement. This focus on local context ensures that solutions are contextually relevant and effective. Secondly, ABAs are multi-sectoral, transcending traditional sectoral boundaries and helping to overcome many of the challenges associated with the traditionally siloed nature of humanitarian activities. This approach acknowledges the interconnectedness of issues in urban contexts, where migrants and displaced populations grapple with a web of challenges that cannot be neatly divided into sectors. Instead, ABAs encourage a holistic response that integrates housing, livelihoods, service provision, healthcare, education, and social cohesion. Third, ABAs adopt a participatory approach, engaging with vulnerable groups and local citizens in planning and decision-making processes. This inclusivity prevents social tensions and feelings of inequity within targeted areas. It empowers the affected communities to voice their needs, concerns, and aspirations, resulting in interventions that genuinely reflect the collective interests of the population.[54, 55]

Furthermore, ABAs are an invaluable tool for identifying intervention priorities and supporting the production of in-depth, area-specific data. By highlighting the intersections of various issues across sectors, ABAs enable planners and designers to develop solutions that are tailored, effective, and rooted in the realities of the local context.

Settlements Approach

The **Settlements Approach**, which was developed by the **Global Shelter Cluster**'s **Urban Settlements Working Group** (USWG), is a response to the evolving humanitarian landscape and growing recognition of the need for humanitarian actors to work differently. It supports other recent developments such as the '**Grand Bargain**' and the '**Localization Agenda**' while aligning with the **Humanitarian-Development-Peace (Triple) Nexus** (HDPN). Recognising the shortcomings of some humanitarian action and the need for better coordinated responses, the approach seeks to address:

1. Calls for a more integrated approach to humanitarian response
2. Increasing complexity of humanitarian crises
3. Recognition of the importance of local leadership[56]

Notably, the **Settlements Approach** is place or area-based and therefore seeks to break down existing silos by targeting settlements "as the primary unit to build meaningful and collective solutions."[57] It takes up a definition derived from 'The State of Humanitarian Shelter and Settlement' which states that a settlement is "[t]he place where people live as a socially defined and spatially bound unit, which reflects the interaction of dynamic social, cultural, economic, political and environmental features in space and time."[58] In this way, it avoids targeting specific population groups or sectoral outcomes by aiming to establish a platform with a longer and wider view for guiding complementary solutions that better leverage available resources.

The four key characteristics of the approach are:

1. Target specific settlements, defined within geographic areas of high need
2. Work multi-sectorally to break down existing silos
3. Recognise and engage with multiple stakeholders
4. Consider the whole population, inclusive of all relevant and affected communities

In effect, the **Settlements Approach**, therefore, provides a straightforward socio-spatial framework for humanitarian and development actors and donors to work alongside communities and local governments "to plan and deliver more efficient, targeted, and localised interventions" that benefit all of the population groups residing in a given settlement.[59]

Participatory Engagement and Decision Making

A fundamental guiding principle inherent in all of UN-Habitat's urban planning and design tools and methodologies is the empowerment of stakeholders through participatory engagement and decision-making processes.[60] Historical evidence underscores that "community engagement reduces the likelihood of planning mistakes" and inspires policies that are demand-driven, maximising the use of public resources, enhancing transparency, fostering public trust in local government and institutions, and cultivating a more collaborative environment that encourages greater synergies across sectors.[61] Incorporating participation into urban planning and design activities entails engaging local actors at various stages of the process, from initial assessments to design and visioning, action planning, implementation, and long-term management. This comprehensive approach ensures that the voices and perspectives of all communities, especially vulnerable and minority populations, are heard and valued.

By identifying key strategic interventions based on a demand-driven approach, interventions are more likely to be embraced by the community because they are tailored for and by its residents.[62] An exemplary model of a participatory engagement and decision-making process is the **People's Process**, rooted in the collaborative efforts of UN-Habitat and the government of Sri Lanka in the early 1980s. This pioneering approach places community stakeholders at the core of their own development. The essence of the **People's Process** lies in a shift from a mindset of 'control' to 'support' and is realised through a participatory community development methodology structured around five key steps:

1. Community and social mobilisation
2. Community action planning
3. Community contracting
4. Funds disbursement and implementation
5. Participatory monitoring and public information

Harnessing the full potential of the local economy and directly responding to community needs, this process seamlessly integrates technology with local knowledge and practices, yielding economic benefits that tend to be 30% more efficient than top-down approaches.[63]

Institutional Capacity Development and Empowerment

Institutional capacity development and empowerment are pivotal to creating an environment that fosters social inclusion, sustainability, and overall well-being for both displaced populations and host communities. While central national governments often take the lead in humanitarian responses, the critical role played by local leaders, institutions, and authorities should not be underestimated. Because local leaders most directly experience the immediate impacts and challenges as they arise, they are typically the first responders in crises and are therefore in a unique position to facilitate inclusion and integration at the community level. This becomes particularly vital when local governments collaborate with civil society and the private sector to create comprehensive solutions that improve living conditions and livelihood opportunities.

Furthermore, local leaders serve as a bridge between international and national agendas, offering invaluable insights into local priorities and opportunities that may otherwise be overlooked. Local and regional leaders also often recognise the potential benefits that newcomers bring to their communities, offering diverse skills, investments, and participation in the labour market. Empowering local governments is, therefore, a strategic move that can benefit both the displaced populations and the host communities.[64]

To achieve this, national governments, donor agencies, and humanitarian and development organisations must collaborate to actively engage and support local authorities in their mission to facilitate social, economic, and political inclusion.[65] In this context, UN-Habitat plays a pivotal role in strengthening the humanitarian-development-peace nexus. Through collaborative efforts at local, national, and international levels, institutional capacity and service delivery can be significantly enhanced, often through the formalisation of political commitments and implementation of urban and spatial planning policies.[66] This ensures that local urban stakeholders are actively engaged in the planning and development of both temporary and long-term settlements. It also acknowledges the importance of localised knowledge and community-driven initiatives, ultimately enabling more effective and sustainable urban planning that promotes the well-being and inclusion of all community members.

ENDNOTES

1   IOM defines drivers of migration as a "[c]omplex set of interlinking factors that influence an individual, family or population group's decisions relating to migration, including displacement. [...] The concept of "drivers of migration" is dynamic, reflecting an interaction of personal, social, structural, environmental and circumstantial factors working in tandem with local, national, regional and global level incentives and constraints.

2   IOM (2019). Glossary on Migration. Available at: <https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf> [Accessed: 27 January 2022]

3   Migration Data Portal. "Migration Drivers". Available at: <https://www.migrationdataportal.org/themes/migration-drivers/> [Accessed: 25 August 2021]

4   United Nations, Department of Economic and Social Affairs (UN DESA), Population Division (2020). International Migration Highlights (ST/ESA/SER.A/452). New York: United Nations. Available at: <https://www.un.org/development/desa/pd/sites/www.un.org.development.desa.pd/files/undesa_pd_2020_international_migration_highlights.pdf> [Accessed: 01 June 2022]

5   IOM (2021). World Migration Report 2022. Available at: <https://worldmigrationreport.iom.int/> [Accessed: 01 June 2022]

6   UNHCR (2022). Global Trends: Forced Displacement in 2022. Available at: <https://www.unhcr.org/global-trends-report-2022/> [Accessed: 01 June 2023]

7   Center for Global Development (2021). Anneleen Vos and Helen Dempster. Most Refugees Live in Cities, Not Camps. Our Response Needs to Shift. 28 October 2021. Available at: <https://www.cgdev.org/blog/most-refugees-live-cities-not-camps-our-response-needs-shift/> [Accessed: 01 June 2023]

8   United Nations, Department of Economic and Social Affairs (UN DESA), Population Division (2019). World Urbanization Prospects: The 2018 Revision (ST/ESA/SER.A/420). New York: United Nations. Available at: <https://population.un.org/wup/Publications/Files/WUP2018-Report.pdf> [Accessed: 12 December 2021]

9   Ibid.

10   United Nations, Department of Economic and Social Affairs (UN DESA), Population Division (2020). International Migration Highlights (ST/ESA/SER.A/452). New York: United Nations. Available at: <https://www.un.org/development/desa/pd/sites/www.un.org.development.desa.pd/files/undesa_pd_2020_international_migration_highlights.pdf> [Accessed: 01 June 2022]

11   McAuliffe, M. & A. Triandafyllidou (eds.) (2021). World Migration Report 2022. International Organization for Migration (IOM), Geneva. Available at: <https://worldmigrationreport.iom.int/wmr-2022-interactive/> [Accessed: 01 June 2022]

12   United Nations, Department of Economic and Social Affairs (UN DESA), Population Division (2020). International Migration Highlights (ST/ESA/SER.A/452). New York: United Nations. Available at: <https://www.un.org/development/desa/pd/sites/www.un.org.development.desa.pd/files/undesa_pd_2020_international_migration_highlights.pdf> [Accessed: 01 June 2022]

13   UNHCR (2022). Global Trends: Forced Displacement in 2022. Available at: <https://www.unhcr.org/global-trends-report-2022/> [Accessed: 01 June 2023]

14   Ibid.

15   Border management challenges can be significantly exacerbated in an emergency, as natural or human caused disasters often lead to sudden changes in cross-border movements, such as mass flows and a significant increase in the number of vulnerable migrants. To assist States in adapting their border management to a crisis, IOM and partners have developed border management/ border-centred strategies or approaches at times of emergency aimed at ensuring protection of the human rights of those who cross international borders as well as protection and assistance to those in need of support, shelter and relief, while also enabling continued maintenance of the national security by migration crises.

16   UN-Habitat (2021). Local Inclusion of Migrants and Refugees – A Gateway to existing ideas, resources and capacities for cities across the world. Available at: <https://unhabitat.org/local-inclusion-of-migrants-and-refugees-a-gateway-to-existing-ideas-resources-and-capacities-for/> [Accessed: 05 February 2022]

17   IIED, JIPS, UN-Habitat (2020). Submission to the UN Secretary-General's High-Level Panel on Internal Displacement, 'IDPs in Towns and Cities – Working with the Realities of Internal Displacement in an Urban World'. Available at: <https://www.un.org/internal-displacement-panel/sites/www.un.org.internal-displacement-panel/files/published_iied_jips_unh_submission.pdf> [Accessed: 20 March 2022]

18   Instancing the concept of urban citizenship, which is granted by city authorities themselves, includes local voting rights, access to public facilities/sports and healthcare to every citizen of the same geographic area regardless of legal status.]

19   Aced, M. (2016). Urban Citizenship – Zugehörigkeit umdenken. Ideologien Der Ungleichwertigkeit, 42, 242 (translated from German). Available at: <https://www.academia.edu/24956507/Urban_Citizenship_Zugeh%C3%B6rigkeit_umdenken/> [Accessed: 23 March 2024]

20   United Nations, Department of Economic and Social Affairs (UN DESA), Population Division (2020). International Migration Highlights (ST/ESA/SER.A/452). New York: United Nations. Available at: <https://www.un.org/development/desa/pd/sites/www.un.org.development.desa.pd/files/undesa_pd_2020_international_migration_highlights.pdf> [Accessed: 01 June 2022]

21 IOM (2020). Mixed Migration Review. Available at: <https://mixedmigration.org/wp-content/uploads/2020/11/Mixed-Migration-Review-2020.pdf> [Accessed: 10 June 2021]

22 OECD (2020). Tackling Coronavirus (COVID-19): Contributing to a Global Effort. 'What is the impact of COVID-19 Pandemic on immigrants and their Children? OECD Policy Responses to Coronavirus (COVID-19). Available at: <https://www.oecd.org/coronavirus/policy-responses/what-is-the-impact-of-the-covid-19-pandemic-on-immigrants-and-their-children-e7cbb7de/> [Accessed: 10 June 2021]

23 Ibid.

24 United Nations (2005). Humanitarian Response Review: An independent report commissioned by the United Nations Emergency Relief Coordinator and Under-Secretary-General for Humanitarian Affairs (OCHA). Available at: <https://interagencystandingcommittee.org/system/files/legacy_files/Humanitarian%20Response%20Review%202005.pdf> [Accessed: June 2021]

25 UN-Habitat (2020). Urban Planning Responses in Post-Crisis Contexts. Available at: <https://unhabitat.org/urban-planning-responses-in-post-crisis-contexts/> [Accessed: May 2022]

26 Examples include coordination platforms such as the Global Shelter Cluster or the Camp Coordination and Camp Management (CCCM) Cluster which have traditionally engaged more specifically on shelter provision following disaster and conflict and coordinating displaced populations within communal settings (i.e., camps, informal settlements, collective centres).

27 IASC (2010). Framework on Durable Solutions for Internally Displaced Persons. Available at: <https://interagencystandingcommittee.org/system/files/2021-03/IASC%20Framework%20on%20Durable%20Solutions%20for%20Internally%20Displaced%20Persons%2C%20April%202010.pdf> [Accessed: March 2022]

28 Sphere Association (2018). Sphere Handbook. Available at: <https://spherestandards.org/handbook-2018/> [Accessed: 22 January 2022]

29 UN-Habitat (2020). Urban Planning Responses in Post-Crisis Contexts. Available at: <https://unhabitat.org/urban-planning-responses-in-post-crisis-contexts/> [Accessed: May 2022]

30 Van Den Berg (2018). The Humanitarian Development Peacebuilding Nexus and the need for an area based urban planning approach. Paper submitted to the Graduate Institute Geneva. May 2018, pp. 9.

31 The United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) published a policy paper on the 'New Way of Working' in 2017, noting that the protracted nature of crises has caused the volume, cost, and length of humanitarian assistance to increase significantly. The paper clarifies the need to pursue collective outcomes, collaborating across silos in the humanitarian-development space, as well as maximising the comparative advantages of different actors and utilising multi-year timeframes to plan operations that can effectively span this nexus.

32 UN OCHA (2017). A New Way of Working. Available at: <https://www.unocha.org/sites/unocha/files/NWOW%20Booklet%20low%20res.002_0.pdf> [Accessed: March 2021]

33 The 'New York Declaration for Refugees and Migrants' was adopted by the UN General Assembly in September 2016, and reaffirmed Member States' commitments to respect refugees' and migrants' human rights and to support countries that welcome them.

34 In adopting the 'New York Declaration for Refugees and Migrants', 193 Member States recognised the need for a comprehensive approach to human mobility and enhanced cooperation at the global level. The resolution on the Office of the United Nations High Commissioner for Refugees which affirms the global compact on refugees (as contained in A/73/12 (Part II)) was adopted by the General Assembly on 17 December 2018 (A/RES/73/151). This was after two years of extensive consultations led by UNHCR with Member States, international organizations, refugees, civil society, the private sector, and experts.

35 Members of the group include UN-Habitat, OCHA, IOM, the European Union (EU), American Red Cross, UKAid, Habitat for Humanity, the Norwegian Refugee Council, and Cordaid. Available at: <www.urbancrises.org> [Accessed: June 2021]

36 The UN Network on Migration offers a platform to promote the inclusion of cities and other local and regional authorities. This will ensure urban policy planning is inclusive of and capitalises on the opportunities brought by migration and displacement across all sectoral areas. The network ensures national and global frameworks and cooperation on migration are supportive of and empower cities and sub-national government authorities in their key role as first responders to migration and displacement.

37 The Joint Migration and Development Initiative (JMDI) reflects the acceptance of and growing interest in the strong links between Migration and Development (M&D) and aims to support M&D actors to effectively harness the potential of migration for development. The programme is implemented by UNDP and five other agencies, IOM, ILO, UNHCR, UNFPA, and UN Women, who contribute to the programme with their institutional knowledge, expertise, and extensive networks to ensure its success.

38 The Mayors Migration Council (MMC) empowers and enables cities with access, capacity, knowledge, and connections to engage in migration diplomacy and policy-making at the international, regional, and national levels.

39 This UN-Habitat Flagship programme supports local and national authorities in creating inclusive and non-discriminatory urban environments for all people. With a strong focus on promoting Human Rights, the programme aims to strengthen social cohesion and increase inclusive access to housing, basic and urban services and livelihoods for host and migrant communities.

40 United Nations (2019). Guidance of the Secretary General, The United Nations and Land and Conflict. Available at: <https://gltn.net/download/the-united-nations-and-land-and-conflict-march-2019/> [Accessed: 22 May 2024]

41   UN-Habitat (2015). *International Guidelines on Urban and Territorial Planning (IGUTP). Available at: <https://unhabitat.org/international-guidelines-on-urban-and-territorial-planning/> [Accessed: 22 May 2024]*

42   United Nations Sustainable Development Group (n.d.). *Universal Values – Principle Two: Leave No One Behind. United Nations. Available at: <https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind/> [Accessed: December 2021]*

43   UN-Habitat (2020). *City-Wide Public Space Strategies: a Guidebook for City Leaders. Available at: <https://unhabitat.org/city-wide-public-space-strategies-a-guidebook-for-city-leaders/> [Accessed: June 2021]*

44   UN-Habitat (2019). *The Strategic Plan 2020-2023. Available at: <https://unhabitat.org/the-strategic-plan-2020-2023> [Accessed: 22 May 2024]*

45   UN-Habitat (n.d.). *Urban Resilience Hub. Accessible at: <https://urbanresiliencehub.org/> [Accessed: 22 May 2024]*

46   Ibid.

47   United Nations (2019). *Let's Talk About Climate Migrants, Not Climate Refugees. Sustainable Development Goals. Featured, Goal 13: Climate Action. Available at: <https://www.un.org/sustainabledevelopment/blog/2019/06/lets-talk-about-climate-migrants-not-climate-refugees/> [Accessed: 22 May 2024]*

48   Sarkar, S. & Danda, A. A. (2023). *Climate-Induced Displacement and Migration: A Proposed Framework for G20 Collaboration. T20 Policy Brief: Task Force 6, Accelerating SDGs: Exploring New Pathways to the 2030 Agenda. Available at: <http://www.indiaenvironmentportal.org.in/files/file/climate%20induced%20displacement%20and%20migration.pdf> [Accessed: 22 May 2024]*

49   UNICEF (2021). *Up to 90,000 children in central Mozambique urgently need humanitarian assistance in wake of Cyclone Eloise. Available at: <https://www.unicef.org/press-releases/90000-children-central-mozambique-urgently-need-humanitarian-assistance-wake-cyclone/> [Accessed: 22 May 2024]*

50   IOM (2021). *Humanitarians Respond as Scale of Cyclone Eloise's Damage is Revealed. Available at: <https://ropretoria.iom.int/news/humanitarians-respond-scale-cyclone-eloises-damage-revealed/> [Accessed: 22 March 2024]*

51   IIED, JIPS, UN-Habitat (2020). *Submission to the UN Secretary-General's High-Level Panel on Internal Displacement: Internal Displacement in an Increasingly Urbanized World. Available at: <https://www.un.org/internal-displacement-panel/sites/www.un.org.internal-displacement-panel/files/synthesis_report_urbaninternaldisplacement.pdf> [Accessed: 20 March 2022]*

52   United Nations Population Fund (UNFPA) (2014). *The Human Rights Based Approach. Available at: <https://www.unfpa.org/human-rights-based-approach/> [Accessed: June 2021]*

53   United Nations General Assembly (2015). *Transforming our world: the 2030 Agenda for Sustainable Development, 21 October 2015 (A/RES/70/1). Available at: <https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_70_1_E.pdf> [Accessed: 22 May 2024]*

54   Schell, J. (2018). *Settlements Terminology Paper (Draft, April 2018). Settlements Approaches in Urban Areas Working Group. Global Shelter Cluster. Available at: <https://sheltercluster.org/settlements-approaches-urban-areas-working-group/documents/settlements-terminology-paper-0/> [Accessed: June 2021]*

55   Maynard, V. & Parker, E. (2015). *Humanitarian response to urban crises: a review of area-based approaches. International Institute for Environment and Development (IIED). Available at: <https://www.iied.org/10742iied/> [Accessed: 22 May 2024]*

56   Global Shelter Cluster, Urban Settlements Working Group (USWG), et al. (2020). *Settlements Approach Guidance Note: Where Boundaries and Action Merge. Available at: <https://www.interaction.org/blog/the-settlements-approach-guidance-note/> [Accessed: 22 May 2024]*

57   Ibid.

58   Ibid.

59   Ibid.

60   It is business-as-usual for urban planners to work in a more participatory manner with different stakeholders, bringing different actors to the table and helping in the decision-making process. UN-Habitat hence is well positioned to support this expertise, especially amongst various actors.

61   UN-Habitat (2012). *Urban Planning for City leaders. Available at: <https://unhabitat.org/urban-planning-for-city-leaders-0/> [Accessed: June 2021]*

62   Ibid.

63   UN-Habitat (2016). *35 Years of People at The Heart of Their Own Development—The People's Process: From Grassroots to Governance. Available at: <https://fukuoka.unhabitat.org/wp-content/themes/habitat/pdf/Habitat_PP.pdf> [Accessed: 22 December 2023]*

64   UN-Habitat (2020). *Urban planning Responses in Post-Crisis Contexts. Available at: <https://unhabitat.org/urban-planning-responses-in-post-crisis-contexts/> [Accessed: May 2022]*

65   Ibid.

66   UN-Habitat (2020). *City-Wide Public Space Strategies: a Guidebook for City Leaders. Available at: <https://unhabitat.org/city-wide-public-space-strategies-a-guidebook-for-city-leaders/> [Accessed: June 2021]*

Port Au Prince, Haiti (UN-Habitat, 2013)

Introduction

Chapter 2

2.1 UN-HABITAT'S ROLE IN PLANNING SUSTAINABLE HUMAN SETTLEMENTS

UN-Habitat, as custodian of **Sustainable Development Goal (SDG) #11: "Make cities and human settlements inclusive, safe, resilient and sustainable**," plays a central role in the United Nations system on issues concerning sustainable urbanisation and human settlements. To fulfil this responsibility, it actively promotes, implements, and follows up on the achievements related to the **New Urban Agenda** (NUA), collaborating with various other UN entities and stakeholders to achieve the goals laid out therein.[1, 2] Tasked with promoting socially and environmentally sustainable towns and cities, UN-Habitat employs normative frameworks and innovative spatial planning approaches to envision and realise strategically planned, well-governed, and resilient urban settlements. The goal for these settlements is to demonstrate adequate housing and infrastructure, along with universal access to employment and essential services such as water, energy, healthcare, sanitation, and efficient mobility systems.

Aligned with its **2020-2025 Strategic Plan**, UN-Habitat has committed to four fundamental domains of change to achieve these objectives:

1. Reducing spatial inequality and poverty across urban-rural continuums
2. Enhancing shared prosperity in cities and regions
3. Advancing climate action and urban environmental improvements
4. Ensuring effective urban crisis prevention and response[3]
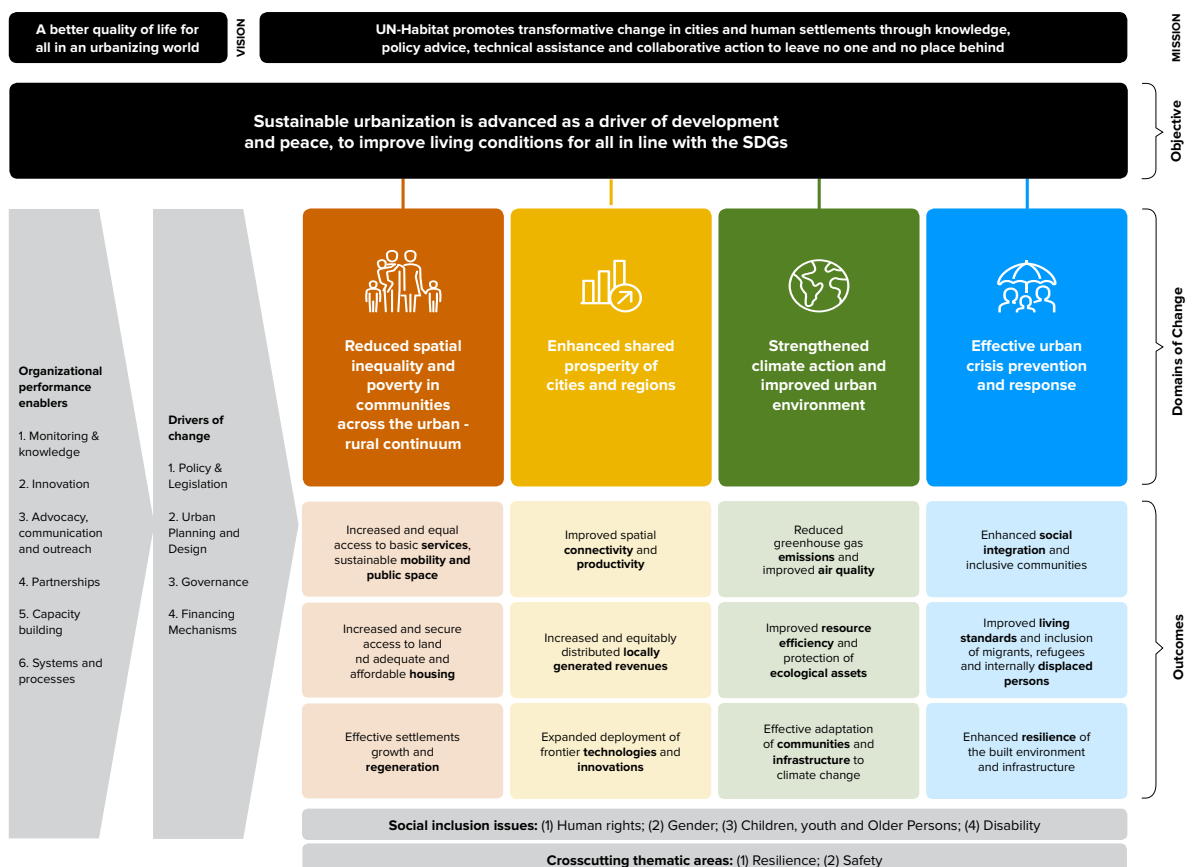
Figure 5: UN-Habitat's Theory of Change from the 2020-2025 Strategic Plan (UN-Habitat, 2019)

Most relevant to the topics discussed in this publication, the last domain of change on effective urban crisis prevention and response translates into three interrelated outcomes, relevant to both crisis prevention and crisis response:

1. Enhanced social integration and inclusive communities
2. Improved living standards and inclusion of migrants, refugees, internally displaced persons and returnees through effective crisis response and recovery
3. Enhanced resilience of the built environment and infrastructure[4]

One of the organisation's flagship programs, "**Inclusive Cities: Enhancing the positive impacts of urban migration**,"[5] which was initiated in 2020, catalyses the implementation of the Strategic Plan by coordinating migration-related efforts across headquarters, regions, and country offices. It supports local and national authorities dealing with rapid urban influxes, focusing on non-discriminatory policies, human rights, social cohesion, and improved access to housing, essential services, and livelihood opportunities for both migrant and host communities in crisis contexts. The program operates through an interlinked process comprising knowledge building through data collection and analysis and the development of normative tools, which informs innovative and integrated solutions to urban displacement challenges.

UN-Habitat's Strategic Plan underscores urban planning and design as a fundamental driver of change. Effective planning for sustainable cities necessitates active involvement from the public and private sectors across thematic areas such as land, housing, transportation, basic services, governance, culture, heritage, environmental impact, disaster risk reduction, and public spaces. Therefore, UN-Habitat's guidance consistently advocates for holistic, cross-cutting methodologies that integrate planning into initiatives to support sustainable urban development.[6]

Over the past decade, UN-Habitat has diligently accumulated a wealth of insights and best practices in migration and displacement contexts. These lessons learned from operational projects are integrated into normative advisory tools and resources. The agency's Planning, Finance, and Economy Section leads and advises on normative and operational work on planning, finance, and economic dimensions across headquarters, regional, and country offices.[7] In tandem with the flagship program, these efforts align with global commitments like the **Global Compact on Refugees** (GCR), **Global Compact for Migration** (GCM), **2030 Agenda for Sustainable Development**, and the **Sustainable Development Goals** (SDGs). In humanitarian and development settings, particularly those marked by protracted displacement, the emphasis remains on exploring '**Alternatives to Camps**,' fostering integration between refugee and host communities, and upholding the principle of "**Leave No One Behind**."[8]

On June 16, 2021, UN-Habitat formally joined the OECD **Development Assistance Committee (DAC) Recommendation on the Humanitarian-Development-Peace Nexus**, aligning with esteemed entities like UNHCR, UNDP, UNICEF, IOM, WFP, and UNFPA.[9] This Recommendation, a response to the need for enhanced coherence among humanitarian, development, and peace actors, reflects commitments outlined in critical global frameworks like the **2030 Agenda for Sustainable Development**, **Sustaining Peace resolutions**, and **Our Common Agenda**.[10] UN-Habitat's **Strategic Plan**, particularly its Sub-Programme on '**Effective Urban Crisis Prevention and Response**,' aligns seamlessly with the overarching objectives of these recommendations. This alignment offers substantial opportunities to expand UN-Habitat's portfolio of work and elevate impact while reinforcing the organisation's contribution to wider UN system goals and initiatives.

Based on project-based operational experience, UN-Habitat continues to adapt its global normative tools and lessons to specific contexts. In this way, it seeks to ground its services in these aspirational goals within specific contexts in particular countries, cities, and urban areas. Throughout this local-level alignment, the interests of local governments and citizens are reflected in the urban planning process and planning proposals, which can include urban assets and elements such as public spaces, housing, infrastructure, and others. In

migration and displacement contexts, it is especially important to centre areas of concern such as natural resources, climate change, urban health, resilience, and safety, through a long-term planning perspective.

UN-Habitat's principles-based **Three-Pronged Approach** (3PA) is an integrated approach which provides important methodological guidance that links the main components inherent to any urban development process: urban policy and legislation, urban planning and design, and municipal finance. This is further elaborated upon in **Figure 6**.

This model allows for an early introduction of:

1. Issues of laws and regulations for enforcement and management
2. The planning and design options that are best equipped to respond to the local situation
3. A financial plan for which the model can be built and sustained [11]

In the context of migration and displacement, it allows for the examination of migration flows over time through comparison to local planning laws and regulations, identifying the actors that should be involved in the response, and determining the roles that humanitarian and development actors play in coordination with local authorities. Financially, it also considers the shift from aid or donor funding towards local resource distribution, which requires long-term considerations and vision. In displacement contexts, especially where that displacement becomes protracted, host communities and local authorities may consider integrating the migrant population into the existing social fabric by prioritising investments and ensuring access to adequate resources for host and displaced communities alike. The 3PA seeks to promote a model of problem solving in which action and decision making are shaped according to the physical, economic, and social context of a place.[12]

Planning and design principles can also provide a template for urban decision-making and settlement design. To this end, UN-Habitat promotes the '**Five principles of sustainable neighbourhood planning**' (see **Box 5: Planning Principles for compact, integrated, and connected neighbourhoods and cities**).[13] When these principles are used to design

Urban Policy, Rules, and Regulation

Adequate planning rules and regulations are a prerequisite to the design, production, and management of efficient and equitable human settlements.

Urban Planning and Design

The quality of urban planning and design has a determining impact on the value generated by human settlements through efficient and equitable built environments and public spaces.

Municipal Finance and Economy

Efficient and transparent municipal finance systems are key to guiding investment in and management of a city to ensure the equitable distribution of development benefits.

Figure 6: UN-Habitat's Three-Pronged Approach (3PA) (UN-Habitat, 2018)

neighbourhoods with migrants and displaced populations, impactful projects can be realised that also integrate long-term and sustainable development objectives. These recommendations explicitly address existing challenges of certain urban models and encourage discussion on important considerations such as the role of streets and public spaces, the impact of achieving a good social mix, and creating compact and walkable cities that are designed with appropriate densities. In migration and displacement contexts, the principles can steer discussions towards building sustainable settlements for all.

Area and rights-based approaches along with the principle of 'doing no harm' are also entrenched in the work of UN-Habitat and play a key role in addressing the needs of migrants and the displaced. Housing, land, and property (HLP) rights are also central to these approaches. Urban planning can be used as a tool to promote these principles and approaches through the planning process and the implementation of the plan. When utilised in a local process and translated into actual solutions, this can create impactful results for both the short and long-term while taking into consideration the needs of all members, e.g., locating basic services, settlement typology designs, prioritising quick-win projects, and setting aside resources for ad hoc or urgent infrastructure projects versus for longer term investment.

Jeddah, Saudi Arabia, one of 14 cities profiled by UN-Habitat as part of the Future Saudi Cities Programme (UN-Habitat, 2019)

Box 5: Planning Principles for compact, integrated, and connected neighbourhoods and cities

UN-Habitat supports countries in the development and implementation of urban planning approaches and public space strategies that address existing urbanisation challenges including population growth, urban sprawl, poverty, inequality, pollution, congestion, urban biodiversity, urban mobility, and access to renewable energy, among others. To design and support sustainable neighbourhoods, UN-Habitat has developed a set of principles, elaborated on in '**A New Strategy of Sustainable Neighbourhood Planning: Five Principles**.'

These Five Principles are:

1. **Adequate space for streets and an efficient street network**: The street network should occupy at least 30% of the total land area and include at least 18 kilometres of street length per square kilometre.
2. **Optimum density**: UN-Habitat recommends a density of 15,000 people per km² or higher in urban areas with supporting infrastructure to maintain a high quality of life
3. **Mixed land-use**: The land use plan should encourage and accommodate mixed use development that allows residents to work, live, play, and meet their various other needs within a reasonable walking distance from their place of residence. Mixed-use developments also create vibrant urban spaces that attract diverse social groups throughout the day.
4. **Promote a balanced social mix**: Promote the availability of houses in different price ranges and tenure models in any given neighbourhood to accommodate different incomes. 20 to 50% of the residential floor area should be for affordable housing and each tenure type should compose not more than 50% of the total.
5. **Limit land-use specialisation**: Limit zoning of single-function (i.e., exclusively residential or commercial areas) blocks or neighbourhoods to less than 10% of any neighbourhood. This helps promote mixed-use zoning which allows neighbourhoods to become more self-sufficient and improves access to resources and services within a walkable radius.

Together, these principles aim to:

- Promote high density urban growth, alleviate urban sprawl, and maximise land efficiency
- Promote sustainable, diversified, socially equal, and thriving communities in economically viable ways
- Encourage walkable neighbourhoods and reduce car-dependency
- Optimise use of land and provide an interconnected network of streets that facilitates safe, efficient, and pleasant walking, cycling and driving
- Foster local employment, production, and consumption
- Provide a variety of lot sizes and housing types to cater to the diverse housing needs of the community, at densities which can support the provision of local services[14]

▶ Please go **here** to find out more.

2.2 UN-HABITAT'S ROLE IN THE DESIGN AND DEVELOPMENT OF PUBLIC SPACES

Over the past decade, there has been a growing recognition of the pivotal role that public spaces play in driving sustainable urban development. This acknowledgment culminated during the 23rd Session of the Governing Council of UN-Habitat in 2011 when member states entrusted UN-Habitat with the consolidation of agency-wide efforts focused on public spaces. The mandate encompassed the development and promotion of public space policies, enhanced coordination, knowledge dissemination, and direct assistance to cities in spearheading public space initiatives. Consequently, in 2012, UN-Habitat responded by establishing the **Global Public Space Programme** (GPSP), aimed at elevating the quality of public spaces worldwide.

The GPSP significantly contributes to cities' sustainable transformation through policy advice, capacity building, technical assistance, knowledge exchange, and active support for revitalising and upgrading public spaces. A fundamental aspect of the programme's success lies in fostering robust partnerships. Engagement with a diverse array of collaborators—ranging from local and national governments to civil society, academia, the private sector, and various UN agencies—is pivotal to its comprehensive approach.

Within the framework of **Sustainable Development Goal #11** ("Make cities and human settlements inclusive, safe, resilient and sustainable"), one of the proposed targets (**#11.7**) advocates for "universal access to safe, inclusive and accessible, green and public spaces" by 2030, particularly emphasising the needs of vulnerable groups ("women and children, older persons and persons with disabilities").[15] Similarly, the **New Urban Agenda** (NUA) includes the imperative that national governments and local authorities collaborate with the international development community in championing safe, inclusive, accessible, and green public spaces. This entails an explicit call for the expansion and enhancement of various public spaces, including sidewalks, cycling lanes, gardens, squares, parks, and the improvement and greening of public transportation systems.
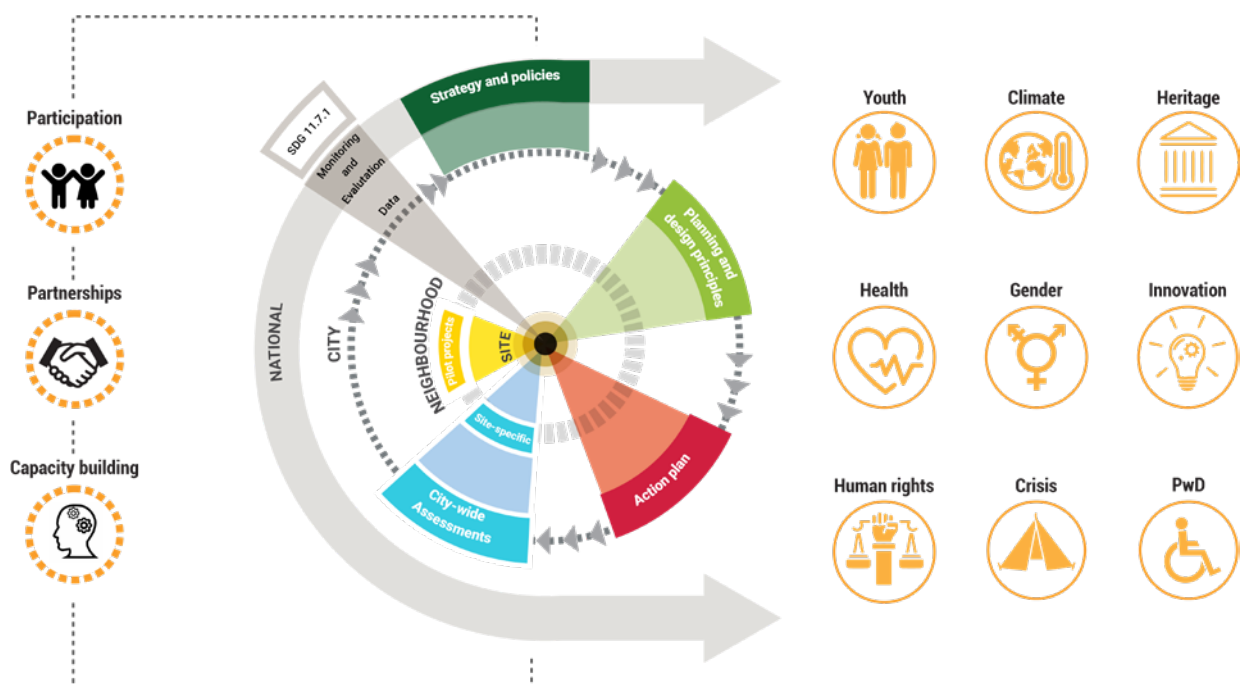
Figure 7: Global Public Space Programme's work method (UN-Habitat, 2021)

Inauguration of Al-Hussein park at Souf Camp in Jerash, Jordan (UN-Habitat, 2024)

To effectively advance SDG #11 and honour the public space commitments outlined in the NUA, robust means of implementation and a comprehensive monitoring framework are critical. Such mechanisms are vital catalysts for driving action on public spaces, urging cities to invest in these areas and adopt a trans-disciplinary approach by partnering with diverse stakeholders and organisations. This collaborative endeavour will be pivotal in fostering vibrant, accessible, and sustainable public spaces in urban environments globally.

In tandem with governments and global partners, the GPSP has forged an integrated, multi-sectoral, and interactive methodology. This approach empowers local government authorities and communities to cultivate vibrant, inclusive networks of public spaces, fostering the development of long-term urban strategies and national policies. A primary focus remains on addressing the needs of the most

vulnerable groups, which is detailed extensively in the case studies throughout this publication.

Collaborating closely with its partners, UN-Habitat, under the leadership of its GPSP, has formulated normative outputs designed to advocate for inclusive public spaces across all facets of planning. These outputs make a significant impact when stakeholders and partners actively contribute to the development of tools, trial pioneering methods, and seamlessly integrate these advancements into project execution. Notable among these resources are publications and guidance documents like the "**Global Public Space Toolkit: From Global Principles to Local Policies and Practice**, and the "**SDG indicator 11.7.1 training module**."

2.3 RECOMMENDATIONS FOR URBAN PLANNING AND PUBLIC SPACE DEVELOPMENT

The integration of urban planning processes and public space development into activities related to migration and displacement presents a valuable opportunity to bridge early-response and humanitarian efforts with sustainable, long-term development and peace-building activities. Recognising this, development actors have increasingly acknowledged the importance of considering the specific needs and aspirations of migrants and displaced communities within the framework of long-term development initiatives, especially given evolving migration patterns and the rising prevalence of prolonged displacement. In this context, integrated urban planning and public space development are pivotal to improving the built environment for all urban residents, creating meaningful spaces for interaction, exchange, community-building, public engagement, and more.

Successful and effective urban and territorial planning requires a clear understanding of the needs of an urban area, and a continuous engagement with its residents to optimise the use of resources and provision of services to ensure social integration and productivity alongside urban development and growth. In these dynamic contexts, which often present complex intersecting challenges, a well-planned area will be able to better address existing gaps to meet the needs of all beneficiaries and be more resilient to future shocks.

Planning in preparation for, and in response to, migration and displacement requires increased responsiveness to the needs and demands that may be unique from those present in typical humanitarian emergency responses and traditional urban planning processes. Planning is also often further complicated by large, but unpredictable, influxes of displaced persons into already congested urban areas with highly politicised atmospheres. These conditions often compound existing tensions between groups and mistrust towards authorities while testing weak governance structures.[16] Therefore, inclusive urban planning is essential to bridge segregated communities and develop a shared space for integration. Dynamic population flows can disrupt and place additional pressures on efforts to manage limited shared resources, especially where humanitarian demands extend until more sustainable stabilisation is achieved. This also often leaves affected communities stuck in a state of uncertainty where they experience challenges in meeting their own needs.

In various publications and across many programmes, UN-Habitat has addressed these and other challenges related to migration and displacement through urban planning. The migration of people often occurs across territories which extend beyond a single political or administrative authority and involve a wide range of actors and stakeholders. The '**International Guidelines on Urban and Territorial Planning (IGUTP)**' and subsequent companion '**Handbook**' provide a global reference framework for planning that enables actions across various levels and sectors, with the participation of a variety of stakeholders (e.g., urban actors, private partners, beneficiary groups) who have a role in shaping their built and natural environments.

Methodologies, principles, and tools that have been developed specifically to tackle ongoing development challenges related to migration and displacement in urban environments can contribute meaningfully to achieving the goals of the humanitarian-development-peace nexus. In response, this publication presents a collection of urban planning and public space recommendations that align with and complement the various cross-cutting themes and general approaches outlined in **Chapter 1** in order to ensure a cohesive and interconnected foundation for comprehensive, durable, and sustainable solutions. These applied recommendations are mutually supportive and form a body of practices and lessons learned that are of key relevance in contexts of migration and displacement. For example, spatial analysis is used to frame responses by assessing local demographics, the functionality of urban services and utilities, any damages to urban infrastructure, housing, or other aspects of the built environment, the local economy, housing, spatialised social divisions, and cohesion. The participatory approach and spatial dimension both support the principle of 'building back better' by ensuring that affected cities and human settlements are more resilient to future crises, disasters, and shocks.

Given the described growing acknowledgement that urban planning and spatial coordination can support better application of investment funds to support

Principle #1: Multi-Scalar Urban and Territorial Planning

Urban Planning Recommendation #1
Use urban and territorial planning as a coordinating tool

Public Space Recommendation #1
Ensure equitable distribution of and access to high-quality public spaces

Principle #2: Informed Decision-Making

Urban Planning Recommendation #2
Undertake urban profiling and spatial analysis based on local data and knowledge

Public Space Recommendation #2
Tailor assessments and interventions to the local context

Principle #3: Locally-Led and Responsive Policies and Governance

Urban Planning Recommendation #3
Develop a local government-led vision to manage population movements and achieve longer-term sustainability

Public Space Recommendation #3
Implement policies that prioritise emergency preparedness and crisis prevention/response

Principle #4: Inclusive and Participatory Processes

Urban Planning Recommendation #4
Pursue inclusive planning and decision-making to foster social integration and cohesion

Public Space Recommendation #4
Foster urban stewardship through participatory processes that promote social cohesion and celebrate cultural diversity

Principle #5: Local Economic Development

Urban Planning Recommendation #5
Use planning as a tool to promote local economic development and attract financing and investment

Public Space Recommendation #5
Support the livelihoods and well-being of migrants

Figure 8: Principles and Recommendations for Urban Planning and Public Space Development in Migration and Displacement Contexts

responses on the ground. This publication further reflects on the specific urban, spatial planning, and public space strategies promoted by UN-Habitat's Planning, Finance, and Economy Section to provide effective planning support and tools that address the specific challenges of urban migrants and forcibly displaced. The recommendations have been utilised across the agency over the past decade and are accompanied by case studies which show their application in practice.

These urban planning recommendations are accompanied by recommendations specific to the design and development of public spaces as an opportune entry point for turning urban migration policies and plans into action at the local level. Public spaces promote social interaction, recreational activities, and social cohesion. They provide opportunities for host communities and migrants to dialogue, bond, and create a cohesive society, reducing tensions between various social groups. Public spaces act as a platform for expression of culture and identity, increasing understanding of social differences (and commonalities), promoting understanding of diverse needs and facilitating the creation of a peaceful multi-cultural society. Public spaces promote access to basic services, boost local economic activity, and improve urban health outcomes. By providing a space for the informal sector, migrant communities can benefit from livelihoods opportunities generated in the public realm and gain economic independence. Public spaces can also support local communities during emergencies and times of crisis, providing a space for establishing temporary shelter and basic services.

Throughout this publication, public space solutions are presented and discussed as they relate to contexts of migration and displacement, with recommendations ranging from neighbourhood-level interventions to city-wide responses. Using tools such as assessment, design, implementation, and maintenance, the recommendations outlined here describe how public spaces may be utilised to facilitate migrant integration in the urban setting. Examples from UN-Habitat's past work are presented as case studies to illustrate each of the recommendations. Notably, identified solutions are complementary to one another and to the urban

and territorial planning recommendations previously discussed here.

While the experiences of migrants, refugees, and IDPs are diverse, public spaces play a major role in the lives of all urban residents and act as a key interface for interacting with the built environment and other residents. For incoming populations, public spaces can serve as key sites for social and economic integration and exchange, while acting as places to celebrate the diversity of cultures and communities that share any given urban area. By focusing on the equitable distribution of public spaces, ensuring their quality and accessibility, and prioritising the principles, approaches, and recommendations elaborated here, the functionality of these spaces can be maximised for vulnerable populations.

These recommendations have been organised according to five overarching principles, each with component recommendations and supporting case studies for urban and territorial planning and public space development. These principles are summarised here in **Figure 8** and elaborated on in this publication's subsequent chapters, as follows:

1. **Principle #1: Multi-Scalar Urban and Territorial Planning** (which is elaborated on in **Chapter 3**)
2. **Principle #2: Informed Decision-Making** (which is elaborated on in **Chapter 4**)
3. **Principle #3: Locally-Led and Responsive Policies and Governance** (which is elaborated on in **Chapter 5**)
4. **Principle #4: Inclusive and Participatory Processes** (which is elaborated on in **Chapter 6**)
5. **Principle #5: Local Economic Development** (which is elaborated on in **Chapter 7**)

Together, these various strategies have been utilised throughout UN-Habitat's work over the past decade, with their application in practice demonstrated through the accompanying case studies from the organisation's operational programming. The recommendations are mutually supportive and contribute to form a body of best practices and lessons learned that are of key relevance for the planning of human settlements and the design of public spaces in migration and displacement contexts.

ENDNOTES

1   United Nations Department of Economic and Social Affairs, Sustainable Development (2020). United Nations Human Settlements Programme (UN-Habitat). Available at: <https://sdgs.un.org/un-system-sdg-implementation/united-nations-human-settlements-programme-un-habitat-24511/> [Accessed: 22 May 2024]

2   In 2016, following the UN General Assembly's adoption of the 2030 Agenda for Sustainable development, UN-Habitat launched the Action Framework for Implementation of the New Urban Agenda (AFINUA), which provides a roadmap to assist countries towards sustainable urban development and acceleration of the SDGs (Sustainable Development Goals), particularly SDG 11 – Making Cities and Human Settlements inclusive, safe, resilient, and sustainable – for which UN-habitat serves as a custodian for most of its targets. The five main categories of the AFINUA look at National Urban Policies, Urban Legislation, Urban Planning, Urban Economy, and Local Implementation and made linkages to the UN-Habitat 2020-2023 Strategic Plan, addressing issues of policies, financing, and monitoring of the different areas of the NUA. Available at: <https://unhabitat.org/sites/default/files/2022/04/afinua_digital_a.pdf> [Accessed: 20 May 2024]

3   UN-Habitat (2019). The Strategic Plan 2020-2023. Available at: <https://unhabitat.org/the-strategic-plan-2020-2023> [Accessed: 22 May 2024]

4   Ibid.

5   UN-Habitat (n.d.). Flagship Programme: Inclusive cities: Enhancing the positive impacts of urban migration. Available at: <https://unhabitat.org/programme/inclusive-cities-enhancing-the-positive-impacts-of-urban-migration/> [Accessed: 22 May 2024]

6   UN-Habitat (2020). Urban Planning Responses in Post-Crisis Contexts. Available at: <https://unhabitat.org/urban-planning-responses-in-post-crisis-contexts/> [Accessed: May 2022]

7   The Planning, Finance, and Economy Section at UN-Habitat aims to develop, document, pilot, test, and disseminate planning policies, norms, standards, tools, methodologies, regulatory frameworks, operating procedures and practices at global, regional, national and sub-national levels in support of (a) urban and territorial planning at all scales including urban design and public space design; (b) urban finance (municipal finance and urban development/projects finance); and (c) local economic development.

8   UN-Habitat (n.d.). Planning for Humanitarian-Development Practice: Connecting Normative to Operations. Available at: <https://unhabitat.org/programme/planning-for-humanitarian-development-practice-connecting-normative-to-operations/> [Accessed: 22 May 2024]

9   OECD (2024). DAC Recommendation on the Humanitarian-Development-Peace Nexus (OECD/LEGAL/5019). OECD Legal Instruments. Available at: <https://legalinstruments.oecd.org/public/doc/643/643.en.pdf> [Accessed: 22 May 2024]

10   The DAC Recommendation aims to provide its Adherents with a comprehensive framework that can incentivise more collaborative and complementary humanitarian, development, and peace actions, particularly in fragile and conflict-affected situations. It provides a common set of eleven principles to guide and support Adherents in their capacity as donors, development cooperation actors, and stakeholders in the international community. The DAC Recommendation also aims to strengthen coordination, programming, and financing to address risks and vulnerabilities, strengthen prevention efforts and reduce need. UN-Habitat can engage and advocate with OECD members on the role of sustainable urbanisation in sustaining peace as set out in the Sustainable Urbanization and Sustaining Peace paper.

11   UN-Habitat (2015). International Guidelines on Urban and Territorial Planning (IGUTP). Available at: <https://unhabitat.org/international-guidelines-on-urban-and-territorial-planning/> [Accessed: 22 May 2024]

12   UN-Habitat (2017). Evaluation of the UN-Habitat Programme for achieving sustainable urban development – Phase 1 (Evaluation Report 3/2017). Available at: <https://unhabitat.org/sites/default/files/download-manager-files/1550482600wpdm_ASUD%20Evaluation%20Report%203%202017_LOW-RES%20150119.pdf> [Accessed: 22 May 2024]

13   UN-Habitat (2014). A New Strategy of Sustainable Neighbourhood Planning: Five Principles. Available at: <https://unhabitat.org/five-principles-of-neighbourhood-design> [Accessed: 22 May 2024]

14   Ibid.

15   United Nations, Department of Economic and Social Affairs. Goal 11: Sustainable cities and communities. United Nations Sustainable Development Goals. Available at: <https://sdgs.un.org/goals/goal11#targets_and_indicators> [Accessed: 22 May 2024]

16   UN-Habitat (2012). Post-Crisis Urban Planning: A Quick Guide for Practitioners. Nairobi, Kenya.

Main road in Ifo Camp, Dadaab Refugee Complex, Kenya (UN-Habitat, 2021)

Principle #1:

Multi-Scalar Urban and Territorial Planning

Chapter 3

3.1 INTRODUCTION

Principle #1: Multi-Scalar Urban and Territorial Planning

Urban Planning Recommendation #1
Use urban and territorial planning as a coordinating tool

Case Studies

Case Study 1: Strengthening local authorities in Burkina Faso to respond to COVID-19 and develop durable solutions for IDPs

Case Study 2: 'Inclusive Cities, Communities of Solidarity' in Latin America and The Caribbean

Public Space Recommendation #1
Ensure equitable distribution of and access to high-quality public spaces

Case Studies

Case Study 3: HAYA Joint Programme: "Eliminating Violence Against Women in the West Bank and Gaza Strip" in Palestine

Case Study 4: Enhancing the Safety and Resilience of Palestinian Refugees Through Better Access To WASH Facilities in Jordan

Urban planning and design processes can play a positive role in mitigating conflicts and risks and enhancing overall responses to the wide range of challenges that affect regions experiencing significant migration and displacement.[1] These approaches simultaneously promote a whole-of-society, or whole-of-system, response that includes cooperation and complementarity amongst humanitarian and development actors and engagement across communities and throughout all stages of planning processes. Cities and urban areas do not exist in vacuums but are connected to surrounding regions with which they share resources and growth opportunities.[2] Thus, when planning a response, the needs and issues of a specific location should not be understood in an isolated manner but as interconnected with broader environmental and economic systems and the wider geographic region.

This is especially visible in the dynamic nature of migration and displacement contexts, where migrants and displaced populations can often travel beyond municipal, regional, or national boundaries. In the case of crisis contexts, displaced populations may choose to travel to and reside in settlements that are near to their locations of origin, crossing geographic and even political boundaries. A good understanding and mapping process of these settlements, which could be temporary camps, informal settlements, or dense urban areas, should be conducted and the relationships with nearby settlements and communities well understood. Traditionally, refugee camps and settlements have often been planned in isolated and remote locations where formal functional relationships to surrounding cities may not be obvious or well-established. However, over time, the impacts that these camps have on their surrounding areas demonstrate the importance of perceiving them within a wider spatial perspective and recognising emerging connections.

As governments rely on various plans to guide investment and manage development, whereas plans are prepared for mostly 5, 10, and 20-year periods, responses towards migration and displacement should be well identified and prioritised within them too. Planning within larger geographies, will not only enhance the relationships of migrants and displaced populations to the host community, but allow the identification of priority responses, opportunities, and systems that can contribute to overall sustainability

Children waiting for new classrooms, Burkina Faso (UN-Habitat, 2022)

and development efforts.[3] Resources such as the **International Guidelines on Urban and Territorial Planning (IGUTP)** have been developed by UN-Habitat and its partners to try to fill critical gaps in spatial planning capacities by providing a reference framework that can be applied across a range of scales and adapted to distinct regional, national, and local contexts. Understanding and steering the impact of spatial planning at various scales for the inclusion of migrants in cities is one way to ensure that potential development initiatives are well connected to existing urban structures, and that no one is left behind.[4]

Multi-scalar Planning—from national and territorial levels to city-wide and neighbourhood levels—can support inclusive and participatory policy development. Territorial planning can be useful in crisis situations or in cases of internal displacement, where a lack of formal registration of people moving into cities, can make it difficult for local authorities to have accurate and up-to-date figures on the people they are serving.[5] Local governments and leaders who have in mind to plan together for migrants and displaced populations, can create a competitive advantage out of cross-municipal coordination. City-level planning can take into consideration interventions of basic services and infrastructure distributions that enable access to remote areas, or even allow the planning of city-wide extensions which address the increased demand

on resources. Neighbourhood-level planning can encourage and foster social resilience when people can be included through urban design processes. It can also encourage small-scale systems for services to be provided to off-grid locations and reduce dependence on major infrastructure systems.[6]

Integrated planning can also positively impact and provide tools for governance structures across administrative boundaries and enhance coalition-building among relevant actors towards an improved response that benefits both host and migrant communities. In addition to spatial efficiencies, it can enable them to draw on economies of scale, create the conditions for spatial structures and create net benefits to the public at large and minimise negative externalities.[7]

3.2 USE URBAN AND TERRITORIAL PLANNING AS A COORDINATING TOOL

UN-Habitat and other UN agencies play a key role in supporting national and local governments in migration and displacement contexts through tailored solutions and urban planning, while also relying on inputs from a multi-disciplinary set of urban actors. The planning process itself can function as a coordinating tool (interface), bridging the humanitarian-development divide by enabling mutual consent of different sectors and the operationalisation of complementary project approaches, expertise, and goals.[8] Particularly in contexts of a humanitarian nature, the urgency of deliverables often limits consideration of the spatial element of planning. This can be detrimental, especially in the long term, as spatial analysis is a crucial component of sustainable planning and the implementation of durable solutions. Planning processes that lack spatial coordination may deliver critical projects that turn out to be scattered, inaccessible, redundant, or poorly adapted to the specific context. Insufficient consideration may be given to the needs for maintenance and operational costs; without coordination, delivery of services may be inconsistent or conceived to achieve potentially incompatible goals.

Hence, knowledge of existing land use, physical layout, spatial inequalities, and neighbourhood-wide concerns as well as interdependencies, connectivity, linkages, and systemic trends can be pivotal even in short-term planning scenarios.[9] Spatial mapping provides planners with a critical understanding of complex physical and environmental conditions (which may impact site selection for various interventions), demographics (which ensure that planners know who interventions will impact), the existence and functionality of urban services, as well as the local economy come into play. Such knowledge is essential to identifying cross-cutting priorities for area-based, coordinated planning and implementation that will prove to be efficient, sustainable, and streamlined for the long-term. In the context of migration and displacement, vulnerable groups often do not have their voices heard, whereas urban planning can recognise and identify (e.g., urban profiling) these overlooked needs to effectively impact their lives.

As discussed, an urban planning process that utilises an integrated approach enables effective collaboration and coordination, which can also facilitate joint and integrated programming to bridge across policy domains, tiers of government, sectors, social groups, and city goals. This form of multi-stakeholder engagement helps to expedite the implementation of durable solutions by leveraging and identifying the diverse capacities of its contributors and users. Formalising the spatial coordination of actors helps to ensure that outputs from productive collaborations are integrated within an optimised programme, spatial framework, or plan. This planning lays the ground for a robust response strategy which in turn could be beneficial for key financial supporters along with other actors since it helps to define and clarify short and long-term investment needs and applications.[10, 11]

Within the UN System, responses may be initiated by various UN agencies with different mandates and expertise. When urban planning is prioritised, though, the urban planning process can facilitate system-wide coordination that will result in improved short and long-term outcomes in settlements and through urban interventions.[12] Cross-sectoral plans such as land use plans, which incorporate housing, infrastructure, and other services, are extremely useful in facilitating thoughtful, robust analysis and subsequently designing favourable, efficient solutions that address the need of migrants and displaced populations.[13]

Case Study 1: Strengthening local authorities in Burkina Faso to respond to COVID-19 and develop durable solutions for IDPs

As of January 2022, more than 1.7 million people were internally displaced within Burkina Faso in connection to ongoing violence and armed conflict, of which the majority had fled to urban areas.[14, 15] In the Humanitarian Response Plan 2022, the UN Resident Coordinator shared information on declining security and peace in different parts of the county, alerting the international community to the aggravated emergency in the country.[16] Continuous and ongoing insecurity and conflict have resulted in the reduced possibility for IDPs to return to their places of origin (primarily rural). This has left cities and municipal authorities at the forefront of responding to a significant influx of people. Other constraining factors have included the impacts from the COVID-19 pandemic, which have exacerbated the limited provision of water, hygiene, and sanitation services to many of the new arrivals. Coupled with a stagnant food supply chain, the local authorities have been overwhelmed with supporting food as well as basic service delivery to the multiplying numbers of vulnerable people living within urban areas.

The aim of the joint project is to support local authorities with managing and preparing for sizable

Figure 9: Severity of humanitarian conditions and number of people in need in Burkina Faso (UN-Habitat)

increases in population by simultaneously planning for urban extensions, delivering safe shelter and living conditions, and ensuring an integrated and inclusive decision-making process at the local level. By linking institutional capacity-building with urban planning processes, local authorities can be trained in urban and territorial planning and land management, which can support cities to become more resilient to urban crises, including displacement, but also climate change-induced challenges.

The improvement of coordination between sectors and actors is achieved by the establishment of multi-sectoral, administrative bodies named 'Cellules Municipales de Résilience Urbaine (CMRU).' These CMRUs are characterised by representatives from diverse groups: municipal services, representatives of concessionary services, and already existing delivery infrastructures and humanitarian and development partners. Thus, CMRUs are a 'coordinating mechanism' between humanitarian-development actors and local government authorities. Local governments facilitate regular exchange meetings through Burkina Faso's Mayor's Association (AMBF), which supports the development of a joint vision for peace and shared development between municipalities. This vertical coordination mechanism further aims to increase coordination between the national and local level and build synergies between UN agencies such as UNHCR and UN-Habitat. Jointly developed complementary project activities thus can create shared dialogues that can build on integrated urban approaches and activities around land conflict mediation and HLP rights management.
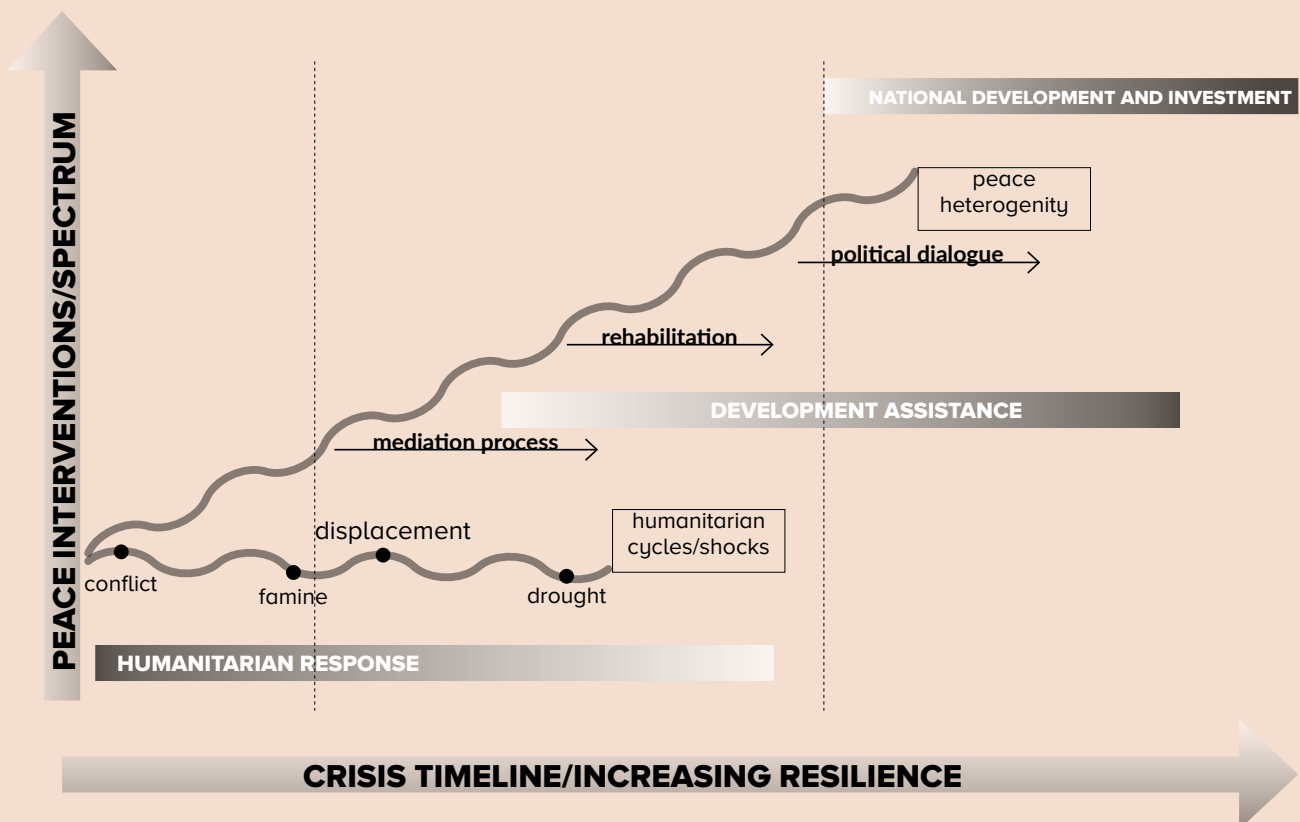

Figure 10: Example of peace-related entry points for humanitarian action (OCHA)

Case Study 2: 'Inclusive Cities, Communities of Solidarity' in Latin America and The Caribbean

Over the last few years, the countries and cities of Latin America and the Caribbean have faced a phenomenon of mixed migratory flows resulting from refugees and migrants fleeing Venezuela. As of November 2021, 4.99 million out of the total 6.04 million Venezuelan refugees and migrants were estimated to still be living in Latin America and the Caribbean.[17, 18] Of these, the majority were residing in Colombia, Peru, and Ecuador, which has had a direct impact on the hosting governments, cities, and communities in significant and challenging ways. In response, the European Union (EU) supported a strategic alliance between UNHCR, IOM, and UN-Habitat in 2019 for the implementation of the project 'Inclusive Cities, Communities of Solidarity' (ICCS) (Ciudades Incluyentes, Comunidades Solidarias) in nine pilot cities within six countries across Latin America and the Caribbean.[19, 20]

The goal of the ICCS project was to promote an innovative urban-territorial focus that addressed existing vulnerabilities holistically and inclusively. All pilot city interventions were designed under the universal principle of the '**right to the city**' as a framework for the common good. The project aimed to empower communities and to facilitate refugee and migrant integration processes in the medium and long term, utilising migration as a territorial and inter-scalar asset to guide legislative, spatial, and socio-economic actions.

At the national level, the ICCS Project aimed to strengthen legal frameworks and promote inclusive public policies. For instance, Colombia, Ecuador, and Peru were supported in the formulation and review of strategic policies relating to inclusive urban development, housing, and human mobility. At least one national policy per target country in favour of improved inclusivity and integration of human mobility was expected to be established as a result of these efforts.

At the city level, the project was also designed to support the formulation of strategic actions ('Human Mobility Profiles') by local governments to promote territorial prosperity and to integrate human mobility considerations into all planning activities. An urban inclusion marker[21] was utilised as a territorial information system decision-making tool to support the inclusion of refugees and migrants within host
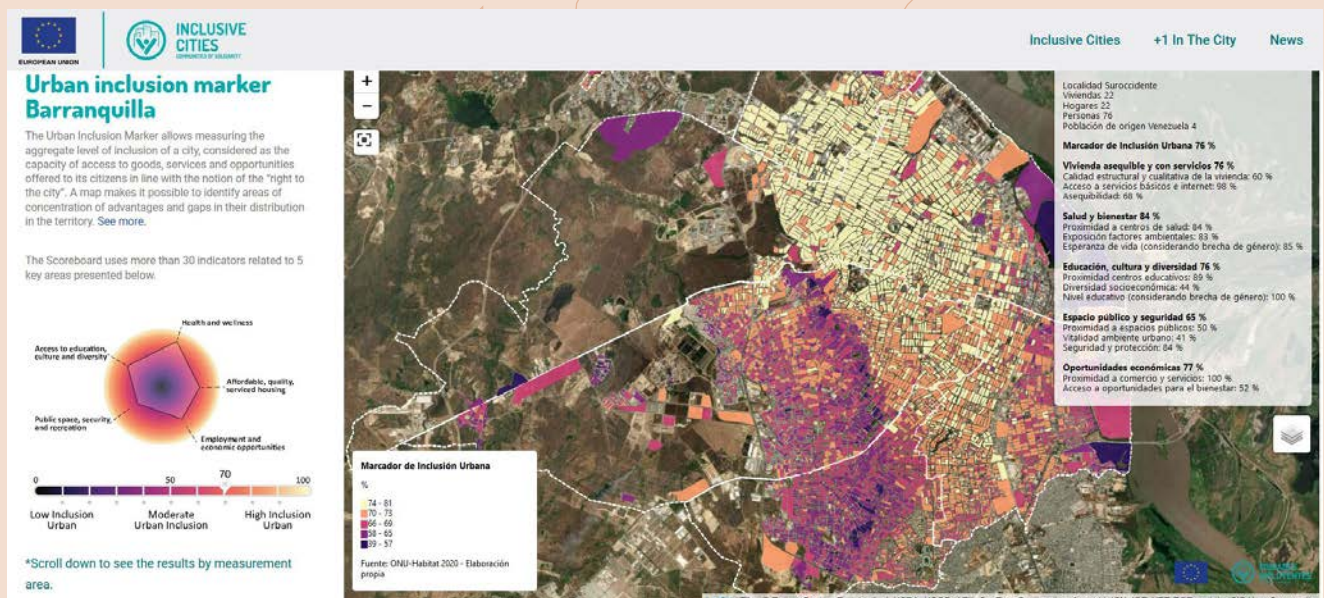
Figure 11: Web interface of Urban Inclusion Marker in Barranquilla, Colombia (Ciudades Incluyentes)

N

MAR CARIBE

Ciénaga de Mallorquín

RÍO MAGDALENA

1

2

PUERTO COLOMBIA

5

3

GALAPA

4

Marcador Inclusión Urbana

%

- 74 - 81
- 70 - 73
- 66 - 69
- 58 - 65
- 40 - 57
- Sin información

Convenciones

- # Localidades Barranquilla
- Municipios
- Cuerpos de agua

SOLEDAD

MALAMBO

Km
0 0.5 1 2 3 4

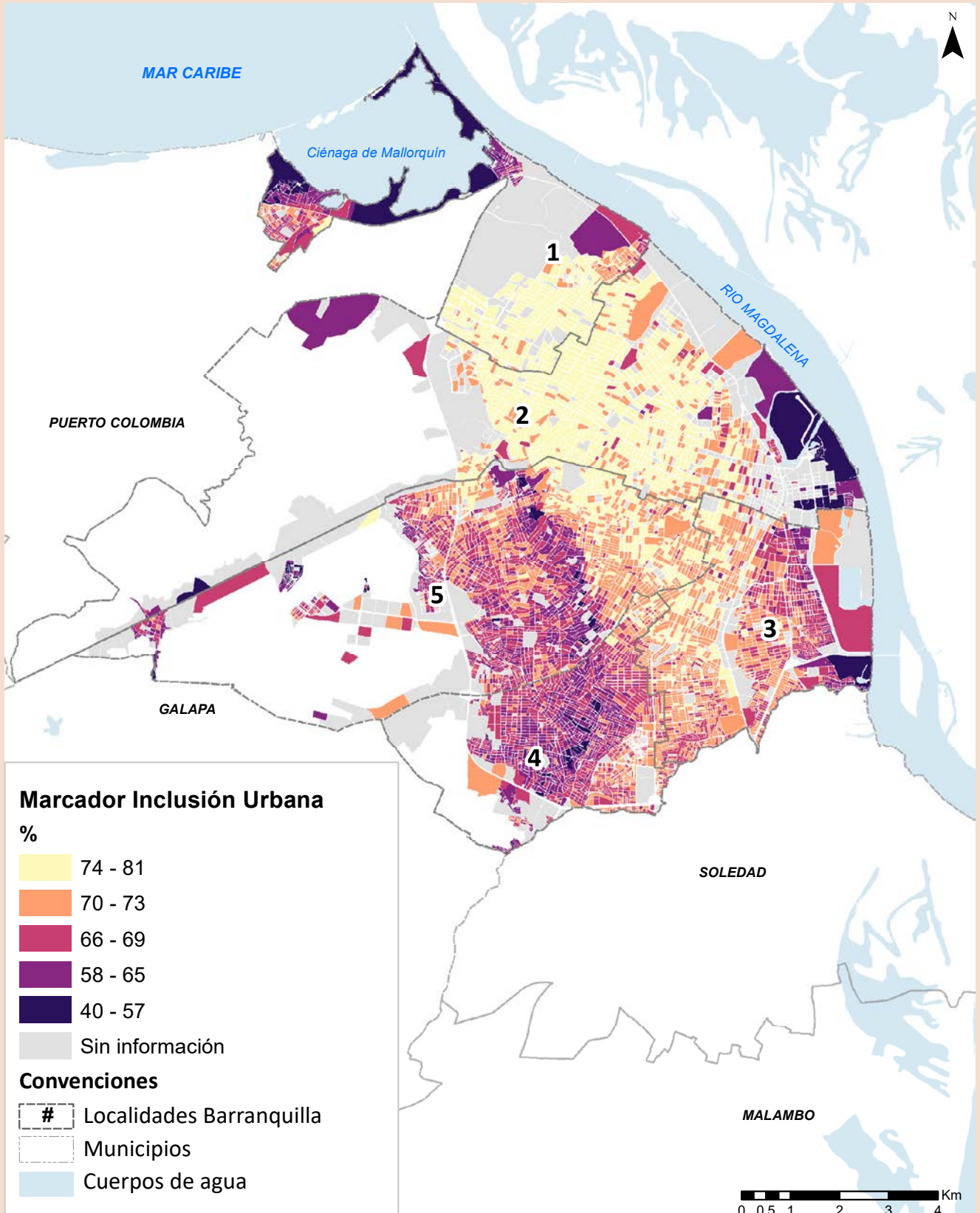*Figure 12: Example of Urban Inclusion Marker in Barranquilla, Colombia (Ciudades Incluyentes)*

communities. Assessment and capacity building trainings were also conducted to build the abilities of local government officials to improve local planning and legal frameworks and to integrate human mobility ('Migration Governance Indicators'). Based on their experiences, the local governments that benefited from these exercises later shared best practices from their territories to guide future interventions. The project further intended to promote information and data tools for decision-makers to implement supportive socio-economic and spatial actions addressing existing gaps for refugees, migrants, and vulnerable communities.

At the community level, the ICCS aimed to implement spatial interventions to promote the integration of refugees, migrants, and host communities at the neighbourhood level and into pilot territories in target cities. A socio-economic development component also supported many entrepreneurs to open their own businesses, and around 61,260 persons in Colombia, Ecuador, Peru, and the Dominican Republic benefited from multi-purpose direct monetary transfers under the program. Anti-xenophobia campaigns were also carried out across the region, reaching nearly 22 million impressions on social networks over the first few years of the programme. A total of 1,800 refugees and host community members also participated in social, cultural, and habitat improvement activities.

Following the initial success, the ICCS program intends to replicate the territorial inclusion approach and its instruments in other cities in the region, aiming to contribute to the integration of refugees and migrants in urban environments while reducing pressures on local systems and expanding opportunities to members of both host and migrant communities.

▶ Please go **here** to find out more.

Collective waste picking activity (UN-Habitat, 2022)

Public Space Recommendation #1

3.3 ENSURE EQUITABLE DISTRIBUTION OF AND ACCESS TO HIGH-QUALITY PUBLIC SPACES

One of UN-Habitat's key focuses regarding public spaces is ensuring that they are equitably distributed throughout cities and urban areas. This requires working principally with local and municipal actors to establish a network of public spaces that respond to the geographic, demographic, and urban realities on the ground. However, distribution alone is not enough, it's also important that public spaces be of a high quality and that they be accessible to all. Therefore, public spaces must be specifically planned for areas where there is the greatest need for the environmental, social, and economic benefits that they can provide.

In cities, the main option for refugees and IDPs with limited assets, resources, rights, and capital is often to settle in informal, precarious, and vulnerable areas of the urban context. Such areas are usually characterised by limited access to basic services, public facilities, and other municipal infrastructure including transportation networks and accessible public spaces.[22] Restrictive policies, as well as urban and spatial design flaws, can limit distribution and hinder access to public spaces for those who need it most.

Constraining factors can also include policies put into force by local governments that discourage or prohibit informal gatherings, including anti-loitering regulations or even random checks on immigration and legal status, which can all meaningfully hinder access to public spaces.[23] In addition to the impacts on mental and physical health that these types of restrictive regulatory practices can induce, they can also result in the eventual abandonment of public spaces. This, in turn, can have a negative effect on perceptions of security in the neighbourhood and can also lead to real heightened security risks, due to an increase in crime and illicit activity that may follow the criminalisation of relatively harmless informal activities and uses.

As demonstrated in a 2016 study from the '**Atlas of Urban Expansion**,' less than 30% of the built environment in cities in the Global South are allocated to streets and public spaces, in contrast to UN-Habitat's recommendation (see '**Box 5: Planning Principles for compact, integrated, and connected neighbourhoods and cities**').[24, 25] Therefore, public spaces are essential to successful relocation and integration as they provide an array of benefits for new urban dwellers, particularly for the most vulnerable and marginalised groups.

Many of these vulnerable groups, including migrants and displaced persons, depend on the space and programming available in streets, parks, and market areas to overcome relatively poor living conditions. For this reason, it is vital to ensure through policy and design that these spaces are made accessible to those who need them most. In response, the **Global Public Space Programme** (GPSP) centres accessibility as a guiding principle for public space planning, design, and maintenance. This is reflected in the '**City-Wide Public Space Assessment Tool**,' which uses indicators related to the presence of certain groups as well as features that make spaces more amenable to use by vulnerable groups.

In creating an equitable network of public spaces, urban actors ensure opportunities to promote social integration, economic growth, and sustainable urban development while expanding overall access. Accessible and high-quality public spaces and social infrastructure such as parks, markets, streets, and libraries can enhance social interaction while providing a place for both recreational and professional activities, linking migrants to the social and economic networks of the host communities in their new settings.

Moreover, by ensuring an equitable distribution of public spaces, urban actors can contribute to improved urban health, for both residents with access to such spaces and for the city as a whole. Urban growth pressures associated with incoming migrants, such as those on access to existing resources and cramped living quarters in poorer neighbourhoods, can have compounding negative effects on the mental and physical health of existing residents and the arriving migrants themselves. Public spaces work to counteract these negative effects, providing areas with greenery, access to space for play, exercise, and even access to basic services. They can also work to counteract the harmful consequences that overcrowding can have on the urban fabric by offsetting the impact of wide swathes of impermeable surfaces, urban heat island effect, and associated biodiversity loss.[26]

Youth participants designing public spaces by using physical modelling in Kalobeyei, Kenya (UN-Habitat, 2019)

UN-Habitat encourages municipalities to consider future and existing migration patterns in the planning and creation of public space strategies to ensure that areas likely to be developed in the coming decades and those already populated by low-income migrants and refugee communities are well-served by streets and open public spaces. By supporting municipal authorities in crafting city-wide public space strategies and systems, UN-Habitat promotes the creation of green networks that can work to restore environmental connectivity and provide ecosystem services to the city and its residents. As stated in the '**Global Public Space Toolkit**,' "a holistic view of the city and its public space network is fundamental to maximise the potential of the existing infrastructure," which is particularly salient for communities with more limited access to urban services and municipal infrastructure.[27]

When spaces are safe and are perceived as such, they remain more accessible for a broader range of demographic and social groups. Particularly for groups that may have more limited access to commercial or professional spaces because of age or, in certain cultural contexts, gender or identity. The presence of women, children, and the elderly in public spaces is a good indicator of perceived security, the related accessibility of a public space, and the overall health of a surrounding urban area.

Certain simple and straightforward design interventions can work to ensure the accessibility of public spaces. These include that a space is conveniently situated, that it can be reached easily through a range of mobility options, including walking, cycling, and public transit networks, and that it promotes regular use and activity. Spaces that are more visible, both from a distance and nearby, tend to have greater accessibility and remain safer and more secure as a result.

In public space design, it is also important to provide areas for a mix of activities and practices in order to allow for groups of various interests and abilities to find a welcoming space to thrive and express themselves. The defined edges and the surrounding

Aerial view of an inclusive public beachfront in Khan Younis, Palestine (UN-Habitat, 2021)

context of any public space are also important, with more successful spaces typically bounded by wide and accessible streets and sidewalks and a vibrant mix of commercial and other uses.[28] Neighbourhood associations and groups can also play an important role in activating, moderating, and maintaining shared communal spaces. For example, collective gardens can act as a productive component of a public space that simultaneously promotes community and collaboration. From a spatial perspective, wider, obstacle-free walkways and ramps, as well as the application of other universal design principles are critical to providing inclusivity and accessibility for all, including the elderly and persons with disabilities.

When assessing the quality of public spaces, high-quality refers to those that are co-designed, well-maintained, and resilient in responding to community and environmental needs. Conditions and characteristics that could indicate quality of a public spaces are linked to its uses and users, overall accessibility, comfort, safety, condition of amenities and furniture, and presence of green elements. For instance, good indicators of a high-quality of public space might include:

- Presence of and use by diverse groups of users
- Versatility in simultaneously hosting a vast range of activities throughout both the day and night
- Positive community perception of safety and overall environmental comfort

Additional resources that provide guidance on the characteristics and importance of "high-quality" public spaces include:

- UN-Habitat's "**Global Public Space Toolkit**" (2015): This toolkit emphasizes that high-quality public spaces should be inclusive, connected, safe, and accessible to all, regardless of age, gender, or ability. They should also be multi-functional, offering a range of activities and amenities to cater to different user needs.
- The '**Charter of Public Space**' by the **Biennale Spazio Pubblico** (Biennial of Public Space) (2013): This charter highlights the importance of public spaces being designed and managed to ensure human scale, comfort, and attractive environments that encourage social interaction and cultural expression.
- The **New Urban Agenda** (NUA) (2016): This document calls for the creation and maintenance of well-connected and well-distributed networks of high-quality, safe, inclusive, accessible, green, and public spaces that are multi-functional and contribute to social interaction, economic exchange, and cultural expression.

Case Study 3: HAYA Joint Programme: "Eliminating Violence Against Women in the West Bank and Gaza Strip" in Palestine

Launched in 2018, the HAYA Joint Programme, "Eliminating Violence Against Women in the West Bank and Gaza Strip," was a five-year joint programme between UN-Habitat, UN Women, UNFPA, UNODC, and Palestinian local government and civil society funded by the Government of Canada. The programme's overall objective was to eliminate violence against women and build just and secure communities for women and girls in Palestine's West Bank and Gaza Strip. The programme also aimed to provide safe and inclusive public spaces to women and girls, directly empowering women by improving their enjoyment of their right to the city.

The project employed innovative approaches to assess, design, and implement solutions for public spaces in five urban centres: Jenin, Nablus, Jericho, and the Bethlehem Cluster (i.e., Bethlehem, Beit Jala, Beit Sahour, and Al Doha) in the West Bank, alongside Khan Younis in the Gaza Strip.

This has been achieved through progress against three main outcomes focusing on:

1. Decreased harmful practices and attitudes that perpetuate and validate violence against women and girls in targeted households and communities

Children enjoying HAYA Promenade that was rehabilitated as a safe and inclusive public space in Khan Younis, Palestine (UN-Habitat, 2021)

Minecraft workshop to co-design gender-sensitive public spaces in Khan Younis, Palestine (UN-Habitat, 2021)

2. Increased access by women and girls to gender-responsive EVAW (Eliminating Violence Against Women) services (e.g., economic, medical, psychosocial, security, shelter, etc.) free of discrimination

3. Strengthened institutional capacity to develop and implement legal and policy frameworks that promote and protect women's and girls' rights with regards to violence against women (VAW)

Under Outcome #1, there was a special focus on building an enabling policy environment to combat violence against women and increase the knowledge and capacity to undertake comprehensive local interventions for prevention and response on EVAW by local authorities and municipalities. This included building the capacity of Palestinian municipalities and communities to pursue comprehensive and sustainable prevention and response to gender-based violence (GBV).

City-wide public space safety audits were carried out by UN-Habitat in partnership with the Ministry of Local Government and the private sector, which revealed that 16% of public space users in Jenin felt unsafe during the day, with this figure rising to 55% at night.[29] Women and girls reported feeling more unsafe compared to men, both during the day and night. Factors contributing to this perception of lack of safety included poor visibility and limited sightlines within and outside public spaces, lack of security personnel, inadequate public lighting, and in some cases, the absence of CCTV cameras. The audits also found that approximately 27% of the public spaces in the West Bank and Gaza Strip reportedly had infrastructural problems, such as poor or lack of street lighting, poor road quality, lack of traffic calming measures, and an overall lack of gender-responsive design.

Based on these findings, the HAYA Joint Programme proposed several public space strategies to promote safety and social cohesion in the Palestinian Territory. These strategies included reducing spatial inequality by ensuring equal distribution of public spaces within cities, implementing re-integration strategies such as improving public spaces and creating shared spaces by reducing car movement, and promoting social

Palestinian girls discussing urban design solutions for gender-sensitive public space in Khan Younis, Palestine (UN-Habitat, 2021)

programming in public spaces to reduce the perception of insecurity and increase "eyes on the street." The programme also emphasised the importance of improving infrastructure to support the active use of public spaces, providing rules of use in public spaces, applying penalties for all forms of violence against women in public spaces, and ensuring regular maintenance to prevent public spaces from being perceived as abandoned and attracting crime and anti-social behaviour.

In response, the project followed a comprehensive approach to the provision of public space assessment, design, implementation, and management. It also sought to institutionalise the provision of safe and inclusive public spaces within local government units across Palestine through the development of city-wide public space strategies that should be integrated within municipal strategic planning and budgeting. This also included the development of a methodology that municipalities can follow to replicate and scale up the pilot projects implemented in the targeted cities under the programme. These efforts culminated in the

development of the first ever national Public Space Policy for Local Government Units in Palestine to institutionalise the efforts at a national level for more sustainable results.

The HAYA Joint Programme did face challenges related to security and violence while conducting the safety audits, which were linked to the combination of restricted movement and violence associated with the ongoing political conflict in the region. Despite these challenges, though, the programme successfully implemented several interventions,[30] such as lighting the alleys and pathways of the old city of Nablus, creating the first well-designed public space for women and girls along the coastal area of Khan Younis, and transforming the municipal playground of Al Doha into a multi-use, inclusive space accessible to people with disabilities and strollers.[31] As a result, UN-Habitat was able to indirectly benefit 283,545 women (as well as 295,118 men). Together, these interventions have positively impacted women's safety and inclusion in public spaces and city life, empowering them to enjoy their right to the city.

Al-Shaimaa Community Garden, Gaza Strip (UN-Habitat, 2020)

Women during construction at Al-Shaimaa Community Garden in Beit Lahia in the Gaza Strip (UN-Habitat, 2014)

Case Study 4: Enhancing the Safety and Resilience of Palestinian Refugees Through Better Access To WASH Facilities in Jordan

Following the arrival of the COVID-19 Pandemic, risks of infection and challenges around health and safety in refugee camps increased drastically. On this basis, the **Global Public Space Programme** (GPSP) initiated a project in 2021 to increase awareness around sanitation practices through the rehabilitation of WASH facilities in Palestinian camps in Jordan. UN-Habitat country office and the Department of Palestinian Affairs (DPA) identified Al-Souf and Al-Shahid Palestinian refugee camps for intervention.

The project adopted the "**Public Space Site-Specific Assessment Tool**" which acts as a platform for exchange between local community representatives and authorities. Through the process, refugees and host community members, supported by technical experts, analysed and assessed the quality of the public spaces in the camps to identify gaps and needs, while developing interventions for urban inclusion and resilience.

Activities included an exploratory walk, digital surveys, and two focus group discussions with members of the camp service committees, the directors of the DPA offices, camp engineers, and camp residents. With a predominant presence of children and

Rehabilitated playground for persons with disabilities in Souf camp in Jerash, Jordan (UN-Habitat, 2024)

Minecraft workshop to co-design child-friendly public space in Souf Camp, Jordan (UN-Habitat, 2022)

youth, it was crucial to engage with these groups to better understand their needs and aspirations. The rehabilitation of toilet facilities and addition of ramps were highlighted in the findings as the highest priority intervention for both public spaces.

Thus, an inclusive design was developed which ensured that public spaces and their WASH facilities are accessible for all, especially for persons with disabilities. Following the request of camp residents, a series of awareness raising campaigns that highlight the importance of public spaces and access to water and sanitation during the pandemic, were also conducted.

To ensure the scalability and sustainability of this project, a capacity-building workshop with DPA representatives on inspiring practices and digital tools to assess and manage public spaces was organised. While this project is expected to reach nearly 50,000 Palestinian refugees, the findings from the assessments enable key stakeholders to understand the quality of these public spaces while informing future projects and mobilising the necessary resources to make these improvements.[32]

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      org/sites/default/files/2022/02/20220207_annual_
      report_gpsp_2021.pdf> [Accessed: 06 May 2024]

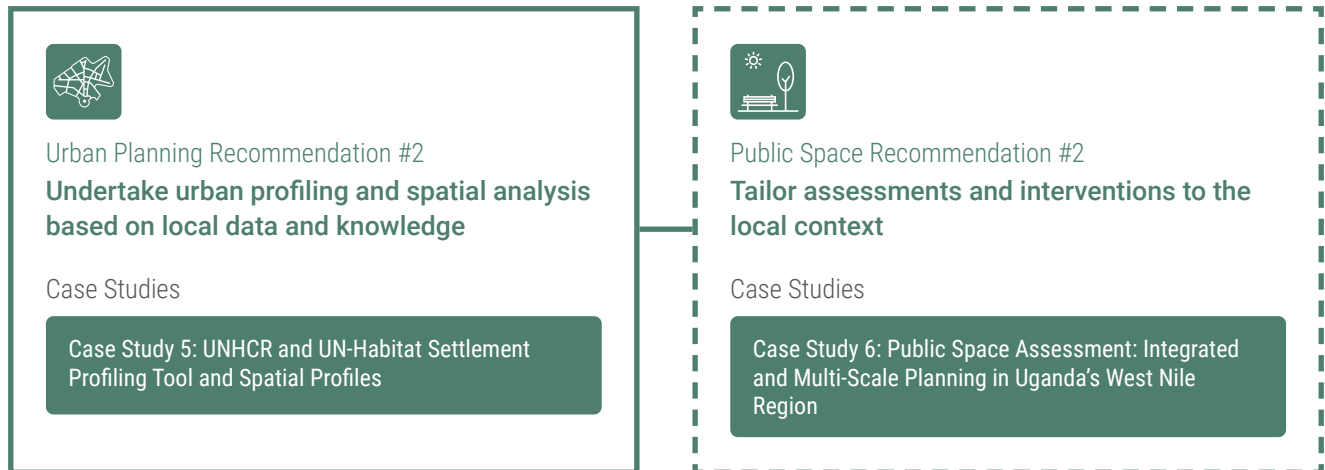*Market in Rusizi District in Rwanda (UN-Habitat, 2012)*

Principle #2:

Informed Decision-Making

Chapter 4

4.1 INTRODUCTION

Principle #2: Informed Decision-Making

Urban Planning Recommendation #2

Undertake urban profiling and spatial analysis based on local data and knowledge

Case Studies

Case Study 5: UNHCR and UN-Habitat Settlement Profiling Tool and Spatial Profiles

Public Space Recommendation #2

Tailor assessments and interventions to the local context

Case Studies

Case Study 6: Public Space Assessment: Integrated and Multi-Scale Planning in Uganda's West Nile Region

2018's **Global Compact for Safe, Orderly, and Regular Migration** (GCM) emphasises the pivotal role of data in driving evidence-based policies, highlighting accurate and disaggregated data collection as foundational among its 23 objectives.[1] However, swiftly unfolding and unanticipated migration patterns pose a distinctive challenge in gathering and disseminating timely, precise information. This places added strain on local governments, often necessitating extra resources and capacity-building efforts to cater to both existing and new populations. Access to reliable and comprehensive data acts as a linchpin, fostering robust collaboration among urban stakeholders and government authorities. Informed decisions, rooted in evidence and reflecting the needs of the populace, are pivotal in maximising opportunities to foster social cohesion.[2]

Decision-making in urban planning hinges on access to comprehensive data. However, the complexity in urban areas, especially the presence of internally displaced persons (IDPs), poses challenges in distinguishing them from other urban migrants or the urban poor. Innovative data-gathering methods beyond baseline assessments are imperative.[3, 4] Notably, the most vulnerable urban populations are often challenging to locate, access, and engage with, sometimes intentionally avoiding registration by authorities and participation in formal systems.[5]

Engaging urban planners in evaluating urban structures and existing data forms the bedrock for subsequent project design. Data limited to citizens rather than all inhabitants, including migrants and refugees, frequently leads to inadequate resource allocation and unequal distribution. Fragmented and uncoordinated sectoral data exacerbate disparities in services, housing, public spaces, transport, and economic opportunities. Furthermore, the lack of gender-disaggregated data demands immediate attention.[6]

Urban profiling and assessment tools serve as effective methodologies to pinpoint and spatialise inequalities. By mapping and overlaying diverse datasets, these tools unveil deficiencies in urban functionalities—such as measuring municipal service provision against local population densities—to pinpoint service delivery gaps. Collaborative engagement with local government authorities in the data-gathering process ensures inclusive urban profiling. This hands-on approach fosters city authorities' ownership of the data from the outset of spatial data collection.

Urban Planning Recommendation #2

4.2 UNDERTAKE URBAN PROFILING AND SPATIAL ANALYSIS BASED ON LOCAL DATA AND KNOWLEDGE

Profiling is a method for collaborative data gathering through different lenses, including spatial, quantitative, and qualitative analysis.[7] The term 'collaborative' here is essential, since the aim of profiling is to ensure local actors 'own' and are involved in data gathering processes and the interpretation and processing of the findings.[8] The overall goal is to create a common understanding of an urban context across all relevant stakeholders, actors, and decision-makers. Although profiling is defined as a "technical exercise that produces straightforward and verifiable data[, b]oth the profiling exercise and the data can be used to engage with host governments to promote the rights of refugees."[9] This two-fold leverage effect is capable of convincing local governments of the need to assist and integrate migrants and displaced populations into decision-making, planning activities, and service delivery.

For this reason, one of UN-Habitat's key services to governments, local authorities, and other stakeholders is "an innovative city-wide data gathering approach for collecting settlement-level data and detailed household information," which may include land tenure, housing, basic services, and socio-economic indicators alongside other base-line data.[10] The outcome of this approach is an area-wide evidence-based analysis that supports the development and implementation of supportive and inclusive urban plans, policies, and programmes. Those could be targeted at addressing existing gaps in the provision of services and facilities or focused on particular urban challenges within migration and displacement contexts, e.g., housing and tenure security, public spaces, infrastructure, and utilities.[11] One key example of a tool that can be utilised in the undertaking of this type of analysis is the **Settlement Profiling Tool**, which was developed through a collaboration between UN-Habitat and UNHCR for use by humanitarian and development actors. Some examples of Spatial Profiles that UN-Habitat has developed using this approach are presented in the following case study (see **Case Study 5: UNHCR and UN-Habitat Settlement Profiling Tool and Spatial Profiles**).[12]

Developing and implementing efficient and reliable policies, plans, and programmes calls for comprehensive, accurate, and up-to-date information. In contexts of migration and displacement, which are often fast-paced and chaotic, local governments who are hosting incoming populations can face difficulties in gathering data on existing utilities and services and may require support from UN partners and other stakeholders, particularly in incorporating data related to refugees or migrants and humanitarian activities. Especially in areas which already face shortages of adequate access to services, this added pressure on resources can be challenging to navigate, and to meet the needs of both the host and migrant/displaced populations.

Spatial analytics and data can also provide donor agencies with the ability to better target their funding (such as the identification of specific responses to aid, renewal, urban development, resilience, and embedding urban and development within the humanitarian fields). At the national level, planning can help partner government agencies and civil society organisations effectively advocate for more inclusive, equitable, and sustainable land, housing, and settlement planning policies. At the local level, the participatory nature of this approach has improved relationships between vulnerable communities, such as hosts, migrants or displaced populations, and local authorities. Former target communities for this type of support have experienced "improved tenure security, enhanced access to basic services and infrastructure and received better and more development projects including from the private sector," as reported in UN-Habitat's **Catalogue of Services**.[13]

> **The co-production of urban knowledge can also encourage better collaboration between urban actors and to explore new approaches around spatial analytics and data management.**

Case Study 5: UNHCR and UN-Habitat Settlement Profiling Tool and Spatial Profiles

The UNHCR-UN-Habitat **Settlement Profiling Tool** was developed to support the creation of settlement profiles, which are documents that can provide "a succinct but comprehensive overview of all the relevant physical, socio-economic and policy dynamics that affect a particular settlement through a spatial lens. The profile can provide the reader a clear overview of the challenges and opportunities facing the development of the settlement, and its inhabitants as well as share broad recommendations on potential ways forward, such as priority areas of interventions or policy recommendations."[14]

In most humanitarian contexts, responses involve a wide range of actors, activities, and data sets; this number tends to grow when the conditions become protracted, such as in the context of migration or displacement. Without effective planning frameworks or data gathering and analysis, and with too many moving parts, a lack of clarity can hinder a coordinated response with adequate spatial understanding of the situation. "Often in protracted settings, a cycle of shifting, well-intentioned but short-term and sector-specific humanitarian responses will culminate in unsustainable, costly operations that nevertheless struggle to provide dignified living conditions. This has left communities facing increased long-term vulnerability."[15]

Refugee Welfare Committee consultation in Base Camp Zone, Nakivale Settlement, Uganda (UN-Habitat, 2019)
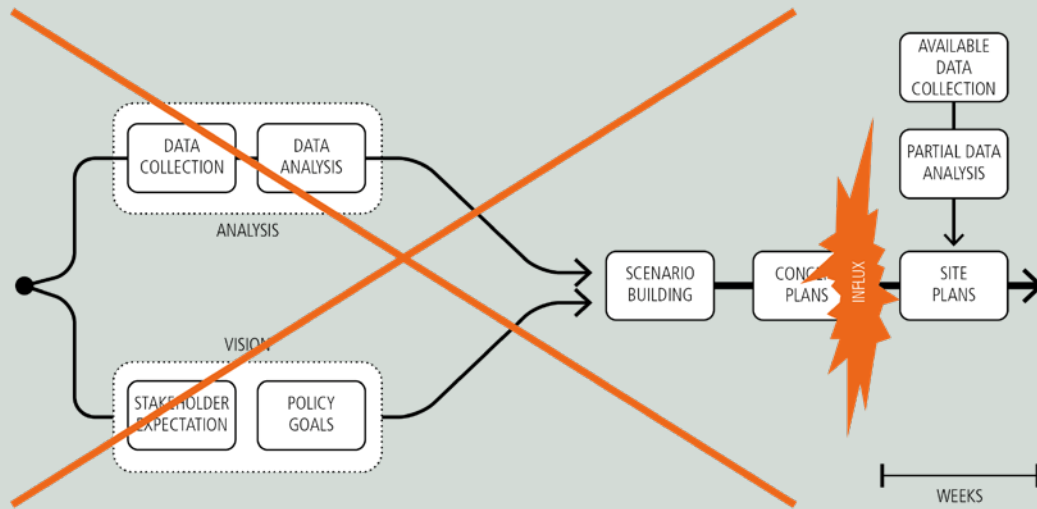
Figure 13: Lack of potential to establish typical spatial planning processes in humanitarian crises (UN-Habitat, UNHCR, 2020)
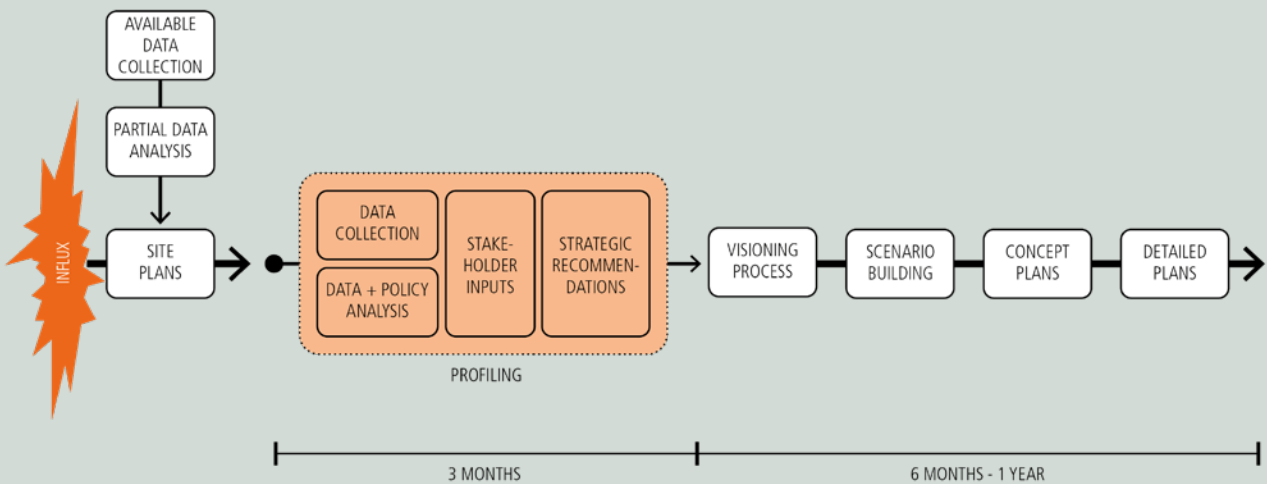

Figure 14: Spatial Profiling as a methodology to "retroactively" establish planning processes (UN-Habitat, UNHCR, 2020)

Unlike a plan, a 'settlement profile' is "a repository of spatial information" used to inform planning and development.[16] The information is mapped and typically incorporates a wide range of data sets from mobility and infrastructure to environmental assessments. Moreover, "settlement profiles help establish political priorities and entry points for discussions with partners, communities and local governments about what to plan, where and when."[17] The **Settlement Profiling Tool** is particularly adapted to situations where protracted displacement has occurred, and thus supports a shift towards prioritising development interventions. Profile outputs can be used to provide concise and useful frameworks for targeting investment in these situations, and can be used in conjunction with existing policies, mandates, and guidelines to further support humanitarian and development actors. This includes, in particular, "UNHCR operations (e.g., country-level coordinators) when operating in urban contexts, which require a multi-faceted understanding of the specific conditions, dynamics and systems unique to urban areas."[18]

Recent examples of spatial profiles developed by UN-Habitat using this methodology, include:

- **Nakivale Settlement Profile** (Uganda) (2020)
- **Kebribeyah Settlement Profile** (Ethiopia) (2020)
- **Qoloji Spatial Profile** (Ethiopia) (2021)
- **Kakuma-Kalobeyei Spatial Profile** (Kenya) (2021)
- **Dadaab Spatial Profile** (Kenya) (2021)
- **Irbid Spatial Profile** (Jordan) (2022)
- **Amman Spatial Profile** (Jordan) (2022)
- **Damietta Spatial Profile** (Egypt) (2023)
- **Douala Spatial Profile** (Cameroon) (2024)
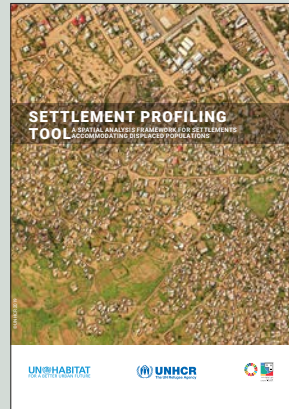
Settlement Profiling Tool (2020)
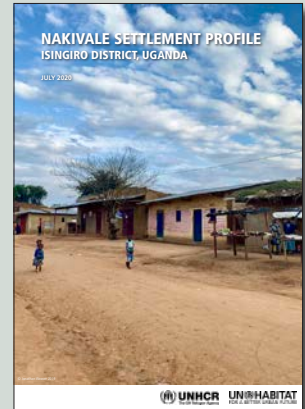
Nakivale Settlement Profile (Uganda) (2020)

Kebribeyah Settlement Profile (Ethiopia) (2020)

Qoloji Spatial Profile (Ethiopia) (2021)
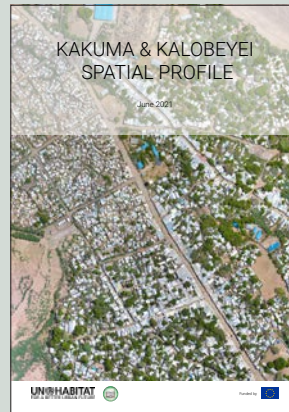
Kakuma and Kalobeyei Spatial Profile (Kenya) (2021)
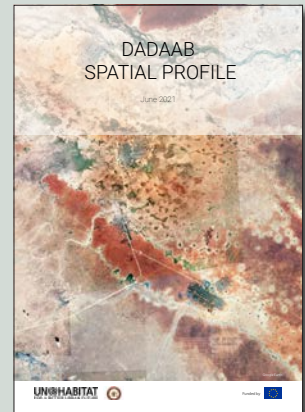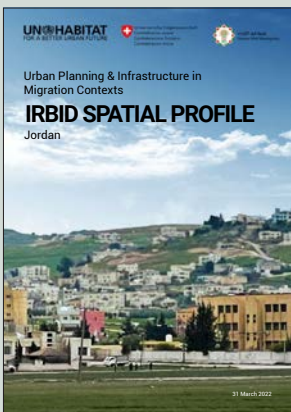
Dadaab Spatial Profile (Kenya) (2021)

Irbid Spatial Profile (Jordan) (2022)
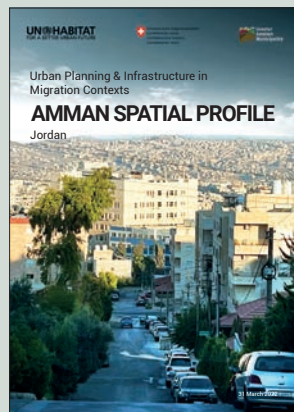
Amman Spatial Profile (Jordan) (2022)
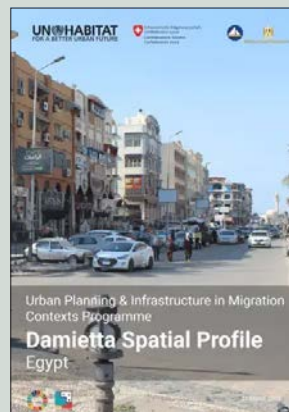
Damietta Spatial Profile (Egypt) (2023)
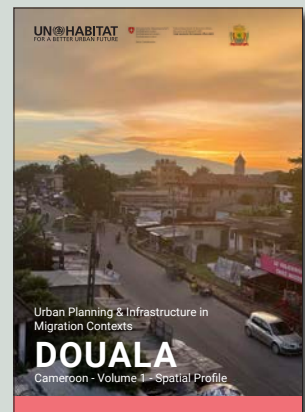
Douala Spatial Profile (Cameroon) (2024)
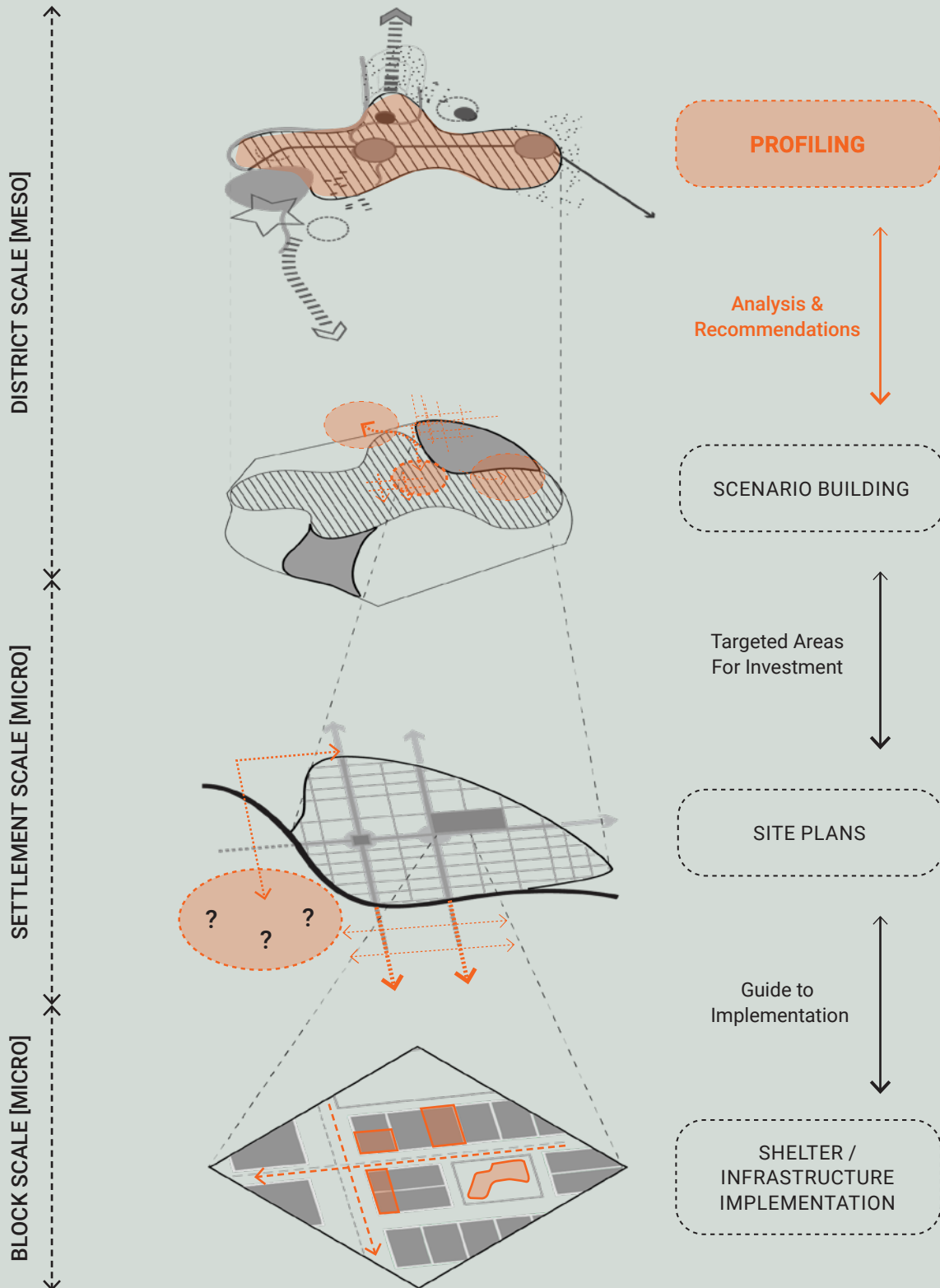
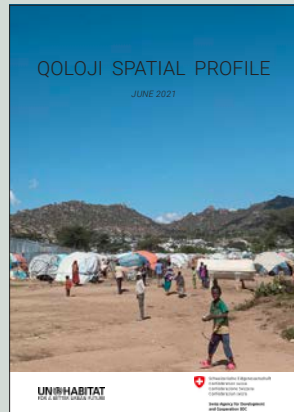*Figure 15: Profiling as an evidence base to support tangible decision making on infrastructure investment (UN-Habitat, UNHCR, 2020)*

Public Space Recommendation #2

4.3 TAILOR ASSESSMENTS AND INTERVENTIONS TO THE LOCAL CONTEXT

Public areas have distinct characteristics that are related to a city's construction, geography, cultural norms, legal frameworks, economic growth, and the existing urban fabric. Similarly, the diverse nature of public spaces is mirrored in ways in which they are utilised by the diverse cultural groups that use and appropriate them, including migrants, refugees, and other displaced peoples. In planning for public spaces, it is vital to consider these divergent social and physical contexts, and to further contextualise these within their urban surroundings. These areas cannot be approached as stand-alone interventions but must be considered as part of a network and aligned to a city's development goals.[19]

For this reason, UN-Habitat's, and particularly the **Global Public Space Programme**'s, interventions start with data collection and assessments which prioritise the inclusion of migrants as well as other marginalised groups. The '**City-Wide Public Space Assessment Tool**,' requires equal gender representation as well as the presence of marginalised groups throughout workshops, trainings, and data collection. During the questionnaire application phase of an assessment, data collectors are trained to ensure that all user groups in public spaces, including people experiencing homelessness and informal workers, are brought into the equation. In the data analysis stage, results should be disaggregated by age, sex, and disabilities to assess the quality of spaces and determine disparate access to public spaces.[20]

It is crucial to ensure that public space data reflects present-day users accurately while simultaneously observing trends to accommodate further population influx and future needs. Urban migrants and refugees are more likely to experience a high rate of mobility because of their relative independence (freedom of movement) compared to heavily monitored communities living in remote camps or other official settlements. Similarly, in the urban context public and private service providers are well established compared to camp settings. As a result, public space planning must accommodate these flows, understand the underlying patterns, and work with other urban sectors to understand the true needs of urban migrants and refugees. UN-Habitat works to support local actors in achieving multi-scalar and multi-sectoral coordination with national and regional bodies whose data can inform local urban planning.[21]

Children enjoying a playground in Khan Younis, Gaza Strip, Palestine (UN-Habitat, 2020)

Case Study 6: Public Space Assessment: Integrated and Multi-Scale Planning in Uganda's West Nile Region

Since 2016, over one million South Sudanese refugees have arrived in Uganda, with the majority residing in Uganda's West Nile Region.[22] In addition, as of 2017, refugees from the Democratic Republic of Congo (DRC) made up 23% of the regional population, with about 700,000 registered refugees and unregistered migrants contributing to the total.[23] Arua, which is a fast-expanding urban area in the region, has become an essential base for the humanitarian response due to its strategic geographic location. This inflow of refugees is one of the reasons contributing to the region's population growth, placing strain on not just the land but also other sectors such as health and basic service provision in metropolitan areas.

In this context, UN-Habitat undertook a multi-scalar advisory research project in the West Nile Region in conjunction with the Italian university, Politecnico di Milano and in collaboration with the Ugandan municipalities of Koboko, Arua, and Nebbi. The goal was to support the region's integrated territorial development, with Arua serving as the primary 'city' in a system of cities along the Nebbi-Koboko corridor.

Given the length of the displacement and the possibility of future refugee responses, the Ugandan government and UNHCR sought ways to assist refugees in developing sustainable livelihoods and becoming self-sufficient through participation in the local economy. Therefore, as part of UN-Habitat's response, a city-wide open public space assessment, which included marketplace inventory, was conducted at the municipality scale. Beforehand UN-Habitat trained 14 people in Arua, Koboko, and Nebbi on the value of public space and data collecting for evidence-based policy and strategy. Despite lacking data on urban refugees, it was discovered that they were active in open public areas and were also vendors in marketplaces.

The ability for public spaces to unite communities and serve as a platform for cultural expression is a powerful tool in the integration of refugee communities, whether returning or emigrating to a second or even third country.

▶ Please go **here** to find out more.

Figure 16: Uganda bordering Nebbi-Koboko metropolitan corridors (UN-Habitat, 2018)

ENDNOTES

1   IOM (2018). Global Compact For Migration (GCM). Available at: <https://www.iom.int/global-compact-migration> [Accessed: 22 May 2024]

2   UN-Habitat (2021). Local Inclusion of Migrants and Refugees – A Gateway to existing ideas, resources and capacities for cities across the world. Available at: <https://unhabitat.org/local-inclusion-of-migrants-and-refugees-a-gateway-to-existing-ideas-resources-and-capacities-for> [Accessed: 05 February 2022]

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4   Davies and Jacobsen (2010). Profiling Urban IDPs. Journal of Forced Migration Review, Iss.34, 13-15. Available at: <https://www.fmreview.org/urban-displacement> [Accessed: 20 March 2022]

5   Ramalingam and Knox Clarke (2012). Meeting the Urban Challenge: Adapting humanitarian efforts to an urban world. ALNAP. Available at: <https://alnap.org/help-library/meeting-the-urban-challange-adapting-humanitarian-efforts-to-an-urban-world> [Accessed: 20 March 2022]

6   Development Initiatives (2020). Global Humanitarian Assistance Report 2020. Available at: <https://devinit.org/resources/global-humanitarian-assistance-report-2020/> [Accessed: December 2022]

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8   Jacobsen and Nichols (2011). Developing a Profiling Methodology for Displaced People in Urban Areas. Feinstein International Center – Tufts University. <https://fic.tufts.edu/publication-item/developing-a-profiling-methodology-for-displaced-people-in-urban-areas/> [Accessed: 20 March 2022]

9   Ibid., p. 8

10 UN-Habitat (2022). 2022 Catalogue of Services. Available at: <https://unhabitat.org/2022-catalogue-of-services/> [Accessed: 21 December 2023]

11 Ibid.

12 UNHCR, UN-Habitat (2020). Settlement Profiling Tool: A Spatial Analysis Framework For Settlements Accommodating Displaced Populations. Available at: <https://unhabitat.org/settlement-profiling-tool/> [Accessed: 21 December 2023]

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18 Ibid.

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22 United Nations High Commissioner for Refugees (UNHCR) (2017). South Sudan refugees in Uganda pass 1 million mark, UNHCR renews call for help. Available at: <https://www.unhcr.org/us/news/news-releases/south-sudan-refugees-uganda-pass-1-million-mark-unhcr-renews-call-help/> [Accessed: 22 May 2024]

23 World Vision (2018). World Vision Uganda: West Nile Refugee Response Situation Report No. 19 (01 - 31 January 2018). ReliefWeb. Available at: <https://reliefweb.int/report/uganda/world-vision-uganda-west-nile-refugee-response-situation-no-19-01-31-january-2018/> [Accessed: 22 May 2024]

Informal settlement in Haiti (UN-Habitat, 2013)

Principle #3:

Locally-Led and Responsive Policies and Governance

Chapter 5

5.1 INTRODUCTION

Principle #3: Locally-Led and Responsive Policies and Governance

Urban Planning Recommendation #3
Develop a local government-led vision to manage population movements and achieve longer-term sustainability

Case Studies

Case Study 7: City strategies for responding to internal displacement in Somalia: local governance and decentralised service delivery in Baidoa

Public Space Recommendation #3
Implement policies that prioritise emergency preparedness and crisis prevention/response

Case Studies

Case Study 8: Adapting public spaces in response to COVID-19 to improve health and livelihoods of street vendors in Dhaka, Bangladesh

Local governments stand as fundamental actors in urban migration and displacement contexts, yet they have often, historically, been sidelined in decision-making processes. With continued resource and technical support from international humanitarian and development actors, though, it's critical that, particularly in urban contexts, local leadership be improved and local policies become more responsive to the needs and aspirations of migrants and forcibly displaced people. Recognising the unique challenges posed by protracted displacement, this approach acknowledges the critical role of local governments in managing population movements and fostering sustainability within urban spaces. By empowering local authorities and promoting community engagement, this approach seeks to enhance the effectiveness and inclusivity of urban planning and public space development initiatives in contexts marked by prolonged displacement.

By harnessing a deep understanding of local dynamics and community needs (both host and migrant), local authorities can serve as focal points for coordinated responses, ensuring the expanded delivery of essential services and the establishment of inclusive narratives that celebrate diversity and promote social cohesion. Improving local buy-in in this way will create more opportunity for a local government-led vision to guide urban planning efforts in affected urban areas.

Improving the planning capacity within local governments is also essential for integrating migration and displacement programming into broader urban governance. Through strong leadership and promotion of participatory processes, local authorities can forge meaningful partnerships with displaced and affected host communities, fostering trust between groups and developing alignment towards a shared vision for the future of the urban area. Moreover, forward-thinking urban planning practices must anticipate and accept the long-term presence of migrant and displaced populations, moving beyond an initial emergency response mindset while building resilience against future crises. By prioritising adaptive flexibility and inclusive decision-making, local institutions can thereby institute proactive measures to ensure the safety and well-being of residents while enhancing their capacity to support vulnerable communities during times of crisis.

The following chapter will delve deeper into these recommendations, exploring practical strategies and case studies that exemplify the principle of locally led governance and responsive policies. By embracing these recommendations, stakeholders can work collaboratively to create more resilient, inclusive, and sustainable urban environments for all, regardless of migration status or displacement history.

Urban Planning Recommendation #3

5.2 DEVELOP A LOCAL GOVERNMENT-LED VISION TO MANAGE POPULATION MOVEMENTS AND ACHIEVE LONGER-TERM SUSTAINABILITY

The urban planning process and the analysis of spatial data and information requires the vital component of support and buy-in from the local governments and authorities (i.e., including regional, provincial, deferral, and other territorial governments). Local governments are fundamental actors within migration and displacement contexts, but have often traditionally been inadequately included or integrated within such responses. The political will from the local government towards the implementation and ownership of planning work is essential to affect long-term change and ensure that plans are implemented and actual results are achieved.

In these contexts, a deep understanding of the local situation and of the communities over which they govern enables local governments to act as focal points within joint response programs or in coordination with the UN system to pursue a shared vision. Not only are local governments instrumental in the delivery of basic services and necessities, such as housing, water, sanitation, livelihoods, transportation, access to public spaces, and safety, but also the policies of local governments have an impact on public debates and public opinion. Therefore, cities have a key role to play in framing the agenda and establishing inclusive narratives around the urgency of meeting the needs of newcomers (using so-called 'positive agenda framing'). Additionally, local governments can function as positive counterparts in case of negative views toward migrant on the part of national governments.[1, 2]

Building the planning capacity of local governments is a key element of urban planning strategies which can serve as an interface for integrating local governance into migration and displacement programming. Stable governance, coupled with the capacity to lead on the actualisation of a shared vision, is crucial to managing large movements of people and delivering on these goals in migration and displacement contexts. Successful local leadership can also empower through the use of participatory processes (borrowed from urban planning) that build on the linkages between authorities and displaced communities, which in turn supports local governments in building strong relationships with the public based on alignment and trust.[3]

Forward-thinking and sound urban planning practices acknowledge that arriving migrant and displaced populations are staying for increasingly longer periods. These persistent trends should be anticipated and addressed at the outset to provide a future municipal vision that includes the long-term perspectives of the current and future population. This process can be strengthened by aligning the management and implementation of a local government's plans with new proposals that utilise more comprehensive and inclusive data and information. In city-wide strategies, for example, the identification of infrastructure needs and the prioritisation of transformative projects should include the assessment of the primary needs, challenges, and aspirations of all the different population groups. Another example is the planning of city extensions, which offers a proactive solution to cities confronted with rapid (often informal) growth, which is often driven by migration. This kind of growth typically occurs when new residents are not being adequately absorbed into the existing urban fabric through formal planning processes.

In the same vein, ensuring that the long-term trajectory of an urban area is led by the local government also enables, at some point, international actors to hand the ownership of the planning process over to local governance bodies and urban actors for future planning and management. This can create an opportunity to tap into the positive effects of urban migration and the benefits of hosting displaced populations, ensuring that planning approaches are integrated within systematic responses. In 2020, UN-Habitat conducted a survey to compile knowledge based on successful examples of supporting the work of cities in integrating migrants and displaced persons.[4] 24 local authorities responded, in which they underlined their "roles and reception of migrants and displaced persons, and expressed their support towards fostering social and economic inclusion, and enhancing social cohesion through multi-sectoral, multi-stakeholder and inclusive processes."[5]

Case Study 7: City strategies for responding to internal displacement in Somalia: local governance and decentralised service delivery in Baidoa

Since several decades ago, the history of modern Somalia has experienced complex and overlapping humanitarian emergencies which have impacted the lives of its residents, triggered by conflict, natural disasters and other crises. At the same time, Somalia has witnessed a significant shift from an agro-pastoralism economy towards a service economy. These compounding phenomena have contributed to significant displacement and migration patterns, while simultaneously driving rapid urbanisation, which has placed an enormous strain on existing urban infrastructure and institutions. Much of this rapid corresponding urbanisation of the country has occurred informally, with development largely taking place without spatial planning frameworks or guidelines. The absence of coordinated programs has further exacerbated urban development challenges, which are compounded by the devastating impacts of the decade-long civil war. These conditions combine with fragile post-conflict political, social, and physical environments, massive movement of IDPs into urban areas and humanitarian camp settings, along with unregulated, ad hoc settlement construction and development.[6]

Aerial view of Baidoa, Somalia (Abdishukur Ihaybe, 2022)

2004

👥 72,000 hab

◈ 547 ha

🏙 133 hab/ha

2013

👥 57,000 hab

◈ 1124 ha

🏙 51 hab/ha

2020

👥 280,000 hab

◈ 1612 ha

🏙 173 hab/ha
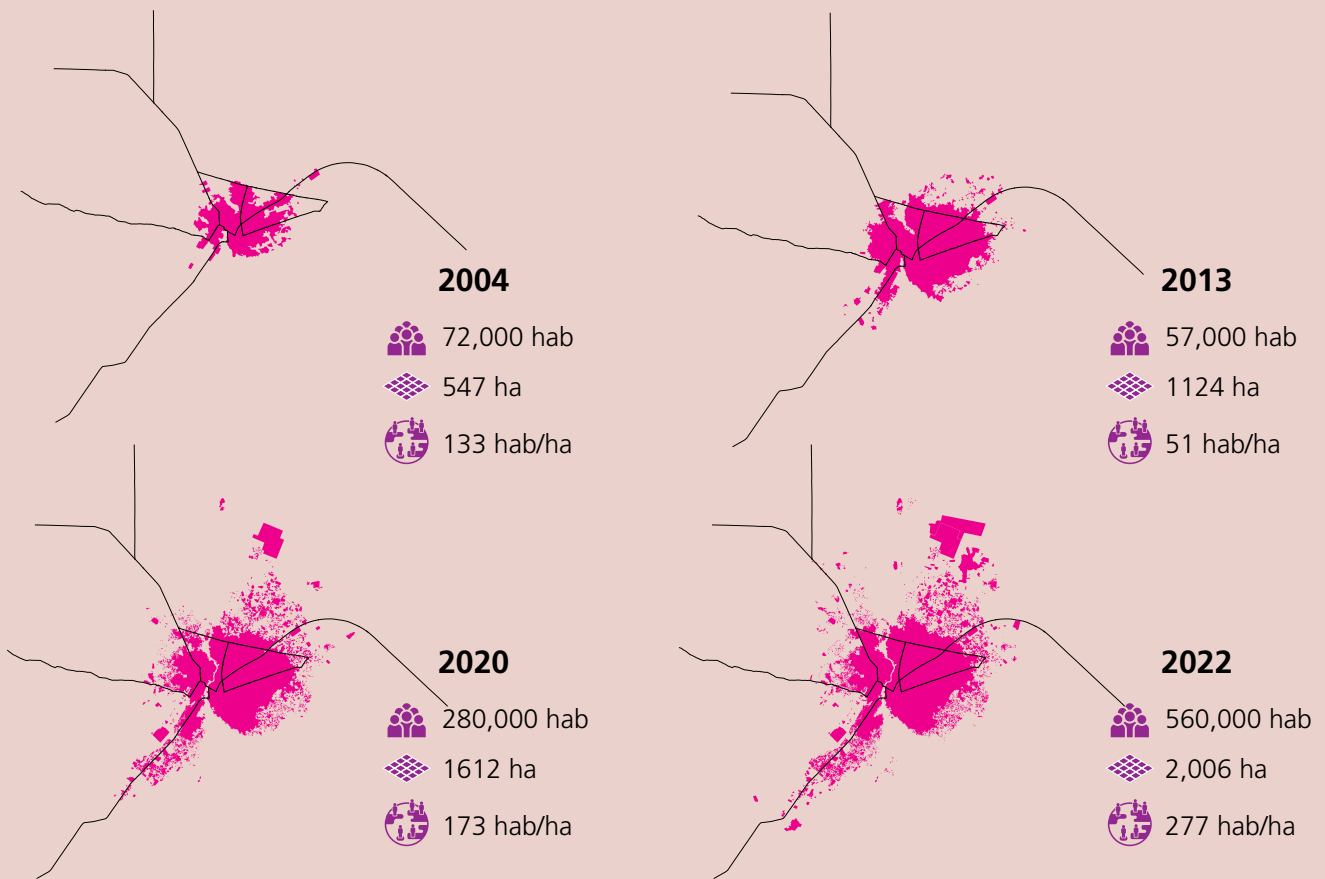
2022

👥 560,000 hab

◈ 2,006 ha

🏙 277 hab/ha

Figure 17: Baidoa city's urban growth over time (UN-Habitat, 2023)

Over the past decade, UN-Habitat has implemented a number of urban planning initiatives under the **UN Joint Programme on Local Governance and Decentralized Service Delivery (JPLG) in Somalia** and the Saameynta ("Impact" in Somali) Programme in Somalia to help address these challenges. Hereby, the UN-Habitat's Urban Lab supported with technical expertise and through agreed collaboration modalities with the organisation's Somalia Country Programme. It has included spatial analysis and profiling, participatory visioning exercises, and the development of multiple strategic spatial development plans. Some examples include: '**Planned City Extension for Bosasso**,' '**Towards Mogadishu Spatial Strategic Plan**' '**Hargeisa Urban Vision 2020-2040**,' '**Baidoa City Strategy**,' and others which can be found on UN-Habitat's website.

Through these various initiatives, UN-Habitat has supported local governments across the country in building urban planning capacity and improving service delivery, resulting in local governance structures better equipped to steer urbanisation over the coming decades. These activities have centred inclusive

evidence-based spatial approaches to define tactical priorities for development at different scales and time horizons, linking them to the physical reality of each context, ensuring that proposed interventions are area-based, action-oriented, and focused on sectoral priorities.[7]

Most recently, in the case of Baidoa, this ongoing engagement resulted in the finalisation of the '**Baidoa City Strategy**,' which provides a city-wide future-oriented plan for sustainable growth over the coming years that responds to challenges from protracted internal displacement at scale. Developed under the Saameynta Programme by the UN-Habitat Somalia Country Office in collaboration with partners, this strategy aimed to promote the sustainable integration of displaced communities in urban areas by empowering governments to leverage urbanisation through initiatives in improved land governance.

Baidoa, as the interim capital of the South West State of Somalia, faces significant challenges due to the displacement crisis. In 2023, it was estimated to be

hosting more than 600,000 IDPs, largely displaced by the region's record drought, though ongoing conflict has also contributed.[8] As a result of this massive influx, it is estimated that the city's overall population has increased five to six times just in the last five years.[4] Adding to a city already facing numerous challenges, these numbers have dramatically increased pressures on services, infrastructure, resources, and livelihood options.

In response, the '**Baidoa City Strategy**' provides a framework for strategic scenarios and demonstration projects in line with National and State priorities, emphasising coordination among relevant actors and stakeholders and complementarity across actions. It also includes a City Extension Plan for Baidoa North, which defines a clear spatial development framework for the most critical area of the city, while proposing demonstration projects and fast-track infrastructure investments to prioritise the most urgent interventions for the city. Hereby, UN-Habitat, together with the other Saameynta implementing partners (IOM, UNDP), has developed concepts to utilise Development Briefs for resource mobilisation by government entities to initiate catalytic and transformative local development projects, for example related to serviced neighbourhoods, water and energy investments, adequate housing, and public space development.

A key principle of the 'Development Framework' established with the '**Baidoa City Strategy**'is "A Government-led Process," which highlights the importance of expanding the leadership role of the Baidoa Municipality, the South West State, and the Somali Federal Government in urban analysis, planning, project prioritisation, and response coordination. Strengthening local institutions, in this case, the Baidoa Municipality, is crucial for restoring citizens' trust in government institutions and achieving longer-term sustainability.

The Strategy also contributed to Somalia's ongoing state-building efforts and established a foundation for future government led initiatives through new forward looking legislative frameworks, including compliance with the recently enacted state-level Urban Land Management Law and the strengthening of local institutions like the State Urban Land and

Planning Committee. These measures are also seen as essential to restoring or developing the trust of citizens in government institutions.

Given the vital role of Municipal agencies and institutions in facilitating and coordinating urban planning processes at the city-wide level, though, further capacity building is still needed. Therefore, the Strategy also recommends that ongoing technical support be provided in areas such as:

- Collection and maintenance of spatial and socio-economic data management (e.g., GIS)
- Implementation of participatory planning processes
- Implementation of strategic urban planning (e.g., settlement planning, neighbourhood upgrading, planned city extensions, etc.)
- Development of planning standards and guidelines
- Introduction of building permit system (i.e., to manage urban growth and open up new revenue source for hiring qualified personnel for building inspections, etc.)
- Digitisation of archives and registries

In this way, the Strategy acknowledges that there is more work to be done and that for the Strategy to be successfully implemented will require systemic transformation from within. To unlock truly locally-led change, therefore requires strengthened capacity and technical skills, instincts, abilities, and processes.

▶ Please go **here** to find out more.

Baidoa City **Strategy**

SAAMEYNTA

Public Space Recommendation #3
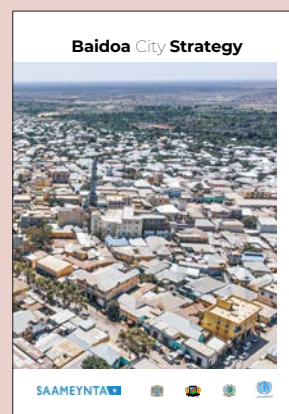
5.3 IMPLEMENT POLICIES THAT PRIORITISE EMERGENCY PREPAREDNESS AND CRISIS PREVENTION/RESPONSE

Evidence from previous disasters reveals that natural and man-made hazards disproportionately harm migrants and displaced populations, and particularly the most marginalised among these groups. In addition to settlement location, conditions such as language barriers, lack of knowledge about local geography or norms, and even lack of trust in local institutions can all significantly limit migrants' access to information, resources, and assistance before, during, and after emergencies. These conditions represent a great threat to the capacity of these groups to avoid and respond to disasters.[9]

However, by focusing on the creation of responsive policies that act as 'urban protection strategies,' public spaces can play a meaningful role in supporting migrant communities in case of emergency or crisis situations. This can include designing accessible circulation pathways to meet evacuation standards and installing warning and emergency signage in public places and along routes that migrants and others may use in the event of an emergency that include graphic elements and relevant translations. When put in place, these measures can improve community response and help to avoid or limit casualties. Similarly, public spaces can be used to facilitate outreach campaigns related to crisis preparedness, and even facilitate the distribution of preparedness material, especially for urban citizens that may not be reachable via traditional or formal channels. UN-Habitat encourages public space programming that incorporates disaster preparedness and works to bridge gaps in civic outreach by taking the needs of vulnerable populations into account.

Public spaces should also be included in pre-disaster resilience planning. Often, in response to crisis events, municipalities must rapidly construct and (re)locate safe temporary housing and health facilities, which may be especially critical for migrant and refugee populations who are more likely to be housed in vulnerable structures and in higher risk areas.

Effective public spaces have the capacity to host these temporary uses and provide room for the rapid and efficient establishment of health and shelter facilities when needed. For example, in many cities, the repurposing of public space and streets was one of the most apparent and urgent spatial responses at the neighbourhood level to the COVID-19 pandemic.[10] Temporary hospitals, warehouses, and other facilities were quickly erected in public locations to support emergency services, thereby improving community response capacity. Cities also utilised public space to decongest markets, by extension of temporary food markets into community spaces such as parking lots or streets, and to improve public health access by the provision of clean restrooms as well as hand-washing taps throughout public and semi-public spaces. Streets were also repurposed for alternative and more healthy modes of transportation, for emergency usage and to enable social distancing. It is, therefore, critical that public spaces are planned with this sort of adaptive flexibility in mind. Public infrastructure and urban policies must likewise be flexible, multi-functional, and adaptable.[11]

Understanding the particular ways that urban areas are affected by emergencies and disasters, it is increasingly critical to adapt guidelines created by emergency response organisations for implementation in the urban context at a range of scales. In this way, UN-Habitat promotes flexible and rapid planning approaches that prioritise inclusive and informed decision-making as a part of any emergency preparedness planning or disaster response.

Case Study 8: Adapting public spaces in response to COVID-19 to improve health and livelihoods of street vendors in Dhaka, Bangladesh

Bangladesh's population is quickly expanding and urbanising, with the present urban population of 62 million expected to triple by 2035. A substantial portion of the population of Dhaka, the country's capital, consists of migrants from rural regions, many of whom live in informal settlements and work in the informal sector. These urban-rural migrants often face significant challenges in accessing healthy, safe, and affordable food in addition to essential services and tenure security.

During the COVID-19 Pandemic, mandated lockdowns severely limited circulation and consumption, leaving many city inhabitants who rely on daily wages without food and other essentials. Therefore, many individuals could not afford to stay at home and continued to work in public spaces. In response, Dhaka took advantage of the adaptability and flexibility of its public spaces, relocating congested markets in the city to public spaces that would enable physical distancing. On average, around 7,000 people per day visited these temporary markets. In support, local representatives also worked in the field to raise awareness of the pandemic, however, hygiene measures were still poorly maintained, and vendors still faced difficulties operating in open spaces.

COVID education to help markets safely provide for their communities (UN-Habitat, 2020)

Relocated street vendors using umbrellas provided by UN-Habitat (UN-Habitat, 2020)

Mitigating the economic impacts and initiating recovery were key areas of UN-Habitat's response to COVID-19 and its consequences in different urban contexts and types of communities.[12] The organisation's interventions in Dhaka aimed to provide immediate livelihood support to the extreme poor who lost their jobs due to the pandemic and to promote health and safety measures among customers and vendors in open and street markets. One major impact from the intervention was a change in the mindset of community members. Seeing the success of these efforts, other partners pledged to replicate similar activities in other neighbourhoods in Bangladesh. UN-Habitat, together with collaborators 'Pratyasha,' 'Come for Road Children,' and city councillors, conducted several consultations to understand the needs of the relocated street vendors in Dhaka and Khulna. Based on a needs assessment, 200 umbrellas were distributed to protect vendors from the scorching heat of the sun and rain along with hand soap, face masks, and awareness building leaflets. Beneficiaries suffering from extreme poverty were also identified and provided with vegetable selling vans to support their economic situation.

▶ Please go **here** to find out more.

Box 6: The COVID-19 Pandemic and Public Space

As a result of the COVID-19 Pandemic and the multiple intersecting global health and economic crises that it triggered, existing socio-economic vulnerabilities have been exacerbated and decades of progress on poverty reduction have been overturned.[13] While the immediate and most visible effects of the pandemic have largely receded, the long-term effects of the pandemic, and the corresponding policies and restrictions implemented in response, have yet to be fully understood or quantified.

Many individuals and communities, though, have already endured visible and tangible consequences that have been catastrophic, particularly in vulnerable areas and amongst disadvantaged groups, such as migrants. The impacts have not been constrained to the virus's direct health implications. Activities that were limited or prohibited by measures imposed by local and national governments to stop the spread of the virus, such as physical distancing and lockdowns, had dramatic effects on livelihoods, overall economic activity, and access to basic services and public spaces. These measures also contributed to the severing of intimate personal ties, exacerbated feelings of social isolation and exclusion, disrupted social support systems, and harmed relationships between host and migrant communities.

A large body of research shows that there is a direct correlation between social isolation, loneliness, and poor mental health, which each contribute to increased risk for non-communicable diseases.[14] Additionally, according to UN Women, since the outbreak of COVID-19, data have shown that the frequency of all types of violence against women and girls, particularly domestic violence, has increased.[15] Movement restrictions, loss of income, cramped living conditions, and increased exposure to and isolation with abusers are all factors that have contributed to this alarming increase in domestic violence. Although this consequence has not been limited to any specific

COVID-19 Prevention in Slums, Kibera, Nairobi, Kenya (UN-Habitat, 2020)

group, such violence and abuse can be particularly difficult for migrant women to escape given what they often possess limited social capital such settings and situations.

As highlighted previously, public spaces are essential as urban platforms that support the livelihoods, health, and well-being of people, provide free public access to services and facilities, create space for social interaction and exchange, and establish healthy environments that help to offset poor and often cramped living conditions.

UN-Habitat recognises the importance of public spaces as a key component of any urban area's recovery from the COVID-19 Pandemic and has provided several directed short, medium, and long-term key areas and interventions that local and national governments should focus on to fight the spread of viruses, as well as to build resilience to and preparedness to future events. Strategies found in this section have the potential to minimize the negative effects of the pandemic. Other strategies such as 15-minute compact city neighbourhoods can have a significant impact on improving the health of urban areas. Because, while overcrowded dense areas can contribute to the transmission of viruses, compacted areas with diverse uses, can increase accessibility to essential services and health facilities, it can stimulate active mobility and the proximity and essential services can confine people's movement to smaller areas, limiting the spread of the virus.

*Additionally, in 2021, UN-Habitat released '***The Role of Public Spaces for COVID-19 Response in Refugee Settlements***,' that presents the organisation's experience in responding to the pandemic in Kakuma-Kalobeyei, in Kenya as a case study.[16] The report examines how public places may support refugees and members of the local host community in combating the coronavirus, in particular by "reducing risk factors and ensuring safety; building*

an informed community on safe practices; and ensuring continued access to basic needs, essential services, and livelihoods for all."[17] The study undertook to identify and examine the spatial elements that constitute public spaces in Kakuma-Kalobeyei, such as streets, play areas, markets, as well as aid and health facilities, alongside the different user groups, and how they used the various elements before and during the pandemic.

The report findings confirmed the perceived weaknesses of refugee camps to respond effectively to pandemic health crises, as many residents depend on communal, shared, and public facilities for their daily activities. For instance, considering the existing gender roles in the settlement, COVID-19 impacts disproportionally, exposing more women and children, the main demographic responsible for household water collection. While the pandemic led to an increase in water usage, many households do not have piped access and, therefore, largely rely on communal water points, leading to increased contact with people in public spaces.

*UN-Habitat identified the particular public health risks that present in public spaces while examining the role that such places can play in both virus transmission and recovery after a public health event such as a pandemic. The output of these investigations focused on the primary before, during, and after phases of preparedness, response, and recovery, including future-proofing and the implementation of strategies to "build back better" as part of any response. Some of UN-Habitat's publications on these topics specifically related to the COVID-19 Pandemic include: '***Cities and Pandemics: Towards a More Just, Green and Healthy Future***,' '***UN-Habitat Guidance on COVID-19 and Public Space***,' and '***The Role of Public Spaces for COVID-19 Response in Refugee Settlements; A Study of Kakuma-Kalobeyei, Turkana County, Kenya***.'*
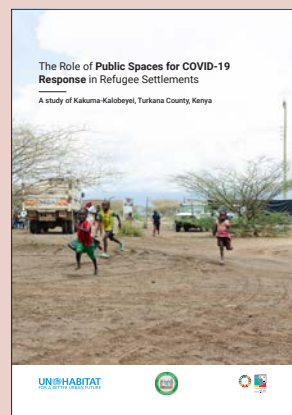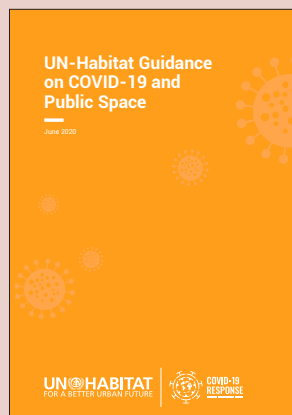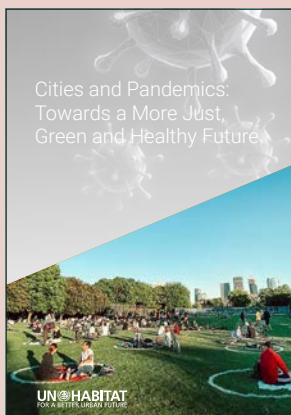
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17 Ibid.

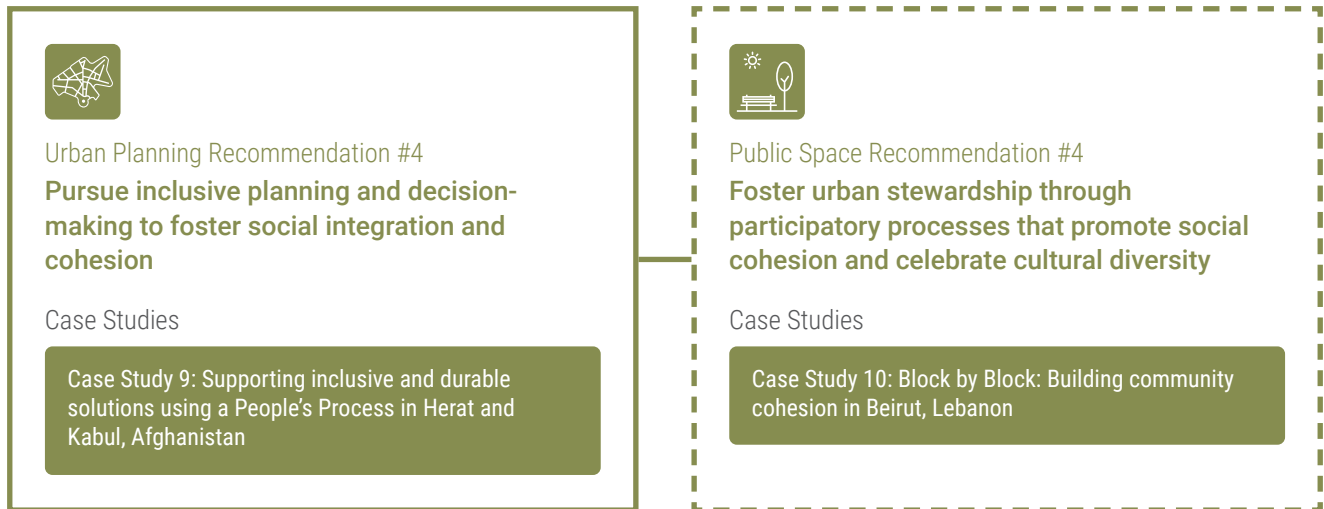*A boy plays on a swing in a children's playground, Nairobi, Kenya (UN-Habitat, 2019)*

Principle #4:

Inclusive and Participatory Processes

Chapter 6

6.1 INTRODUCTION

Principle #4: Inclusive and Participatory Processes

Urban Planning Recommendation #4

Pursue inclusive planning and decision-making to foster social integration and cohesion

Case Studies

Case Study 9: Supporting inclusive and durable solutions using a People's Process in Herat and Kabul, Afghanistan

Public Space Recommendation #4

Foster urban stewardship through participatory processes that promote social cohesion and celebrate cultural diversity

Case Studies

Case Study 10: Block by Block: Building community cohesion in Beirut, Lebanon

Large displaced populations that are accommodated alongside or within a host community can place significant pressures on existing settlements and urban institutions. This is often due to a mix of factors, including competition over limited resources, services, and livelihood opportunities, compounded by perceptions of unequal entitlements amidst rising costs and shortages of basic necessities like housing, food, and water.

However, there is now increased global recognition that rethinking the way migrants and displaced populations are viewed, particularly in relation to cities and urban settlements, is critical. Rather than being perceived as helpless or passive recipients of aid or support, they are increasingly considered as an asset to society, offering meaningful contributions to the cities and settlements that they come to inhabit. However, vulnerable, minority, and disadvantaged communities typically face less representation in leadership and decision-making structures, and nearly always possess and exercise less political, social, and economic power and agency compared to the host community members. This lack of agency often impacts the results of spatial planning and urban development initiatives and can be particularly evident in public spaces, which serve as essential platforms for social interaction, integration, and community building.[1]

Participatory urban planning can act as a platform to promote representation from different communities and ensure that the needs of each are reflected in the discussion of spatial and physical interventions intended to address these many challenges.[2] Public spaces also play a vital role in promoting social cohesion and providing opportunities for migrants and displaced populations to engage with their new communities.[3] However, when these spaces are not designed or managed with the needs of diverse groups in mind, they can exacerbate feelings of exclusion and marginalisation.[4] By creating inclusive, accessible, and welcoming public spaces that cater to the diverse needs of all residents, cities can foster a sense of belonging and support the successful integration of migrants and displaced populations into their new urban environments.[5]

Urban Planning Recommendation #4

6.2 PURSUE INCLUSIVE PLANNING AND DECISION-MAKING TO FOSTER SOCIAL INTEGRATION AND COHESION

The planning approaches and processes of UN-Habitat seek to 'do no harm' as a principle in line with the global UN frameworks, which is applied uniformly, including in migration and displacement contexts.[6, 7] To ensure the goals of creating a more socially cohesive and inclusive[8] society that is based on upholding the principles covered here, a meaningful participatory and inclusive planning process should be undertaken that includes all relevant stakeholders.[9]

Participatory and inclusive planning is also vital to foster a sense of cohesion among groups of people, such as migrants, displaced populations, local actors, and hosts, and to build ownership of the plan and its processes, and eventual priority areas. Some of these actions can include participatory assessments, gender-specific strategies, community-based approaches,[10] social and legal protection systems to encourage more inclusive action that prioritises the most vulnerable groups. By ensuring that the needs of these vulnerable groups are protected and met and recognising the specific risks they may face, programmes can also empower beneficiaries to achieve greater self-reliance.

While urban planning processes should aim to be equitable and rights-based, care should be taken to ensure that processes of engagement in such contexts do not create perceptions of unfair privilege. This is especially true in situations in which support, or aid, is provided only to certain groups, such as the migrant or displaced populations, which can result in resentment from host communities and subsequent conflict.[11] Therefore, it's imperative to consider the needs of all communities and put in place fair and equitable systems for promoting and ensuring dignity and rights for all. A clearly presented and easily understood shared vision can be an effective tool to mobilise people and coordinate response efforts, with visual representations often offering a valuable tool for achieving this.[12]

In the context of the COVID-19 Pandemic, many urban areas witnessed an additional strain on resources, which has had lingering consequences. Future public health responses and programming in displacement contexts may be more successful if they are undertaken as a response that includes a spatial lens and considers integrated and inclusive approaches that promote mutual trust, and benefits, while building social cohesion between communities in the process.

View of settlement at Saadat in Kabul, Afghanistan (UN-Habitat, 2020)

Case Study 9: Supporting inclusive and durable solutions using a People's Process in Herat and Kabul, Afghanistan

The programme **Sustainable Human Settlements in Urban Areas to support Reintegration in Afghanistan (SHURA)** was started in Herat City and Province and Kabul City and Province in Afghanistan in 2018. The overall objective of the programme was to enable vulnerable returnees, protracted IDPs, and landless Afghans to sustainably reintegrate into urban areas and become productive citizens through provisions of the revised Presidential Decree 305 (later updated to PD 108).[13] The intervention aimed to build the capacity of the local government in urban neighbourhoods hosting the target population and facilitated the reintegration of Afghan returnees by enabling their access to land, livelihood opportunities, and security of tenure.

The programme utilised a strong bottom-up approach through the '**People's Process**' and through the mobilisation of 14 Community Development Councils (CDCs) and three Gozar Assemblies. This process improved representation and created opportunities to align community interests in addressing development challenges. It also created opportunities for channelling funds to beneficiary households to build permanent housing and ensure their access to basic services. To fulfil the function of ensuring implementation of housing and construction activities, key CDC members were trained in methodologies and techniques for safety assessment, administration procedures, procurement, project design and management, environmental and social safeguards, social audit and accountability, community policing awareness, conflict resolution, and Disaster Risk Reduction (DRR).

The CDCs use citizen charter guidelines that form a collective decision-making body through representation from the community. A broad messaging strategy using radio, mobile messaging, and local media coverage popularised the programme and enabled the wide enrolment of people in need. Multiple training and capacity building workshops were

Election of CDC members in Herat, Afghanistan (UN-Habitat, 2020)

held to select beneficiary families for the programme, and the guidelines that were developed for the process were reviewed annually during steering committee meetings. The sites, Saadat, Herat and Eltifat, Kabul, were selected through state land surveys, which supported not only SHURA but also humanitarian response programs by sister organisations such as UNHCR. Masterplans and settlement frameworks were developed using sustainable design principles and six housing models were developed and approved by Ministry of Urban Development and Lands (MUDL) and provided to families as options.

Despite significant challenges posed by the COVID-19 pandemic and complex political processes, the SHURA programme remains highly feasible, viable, and relevant to the citizen beneficiaries. A substantial

cost of the program has already been invested in Kabul and Herat reintegration sites in the form of services, infrastructure, community centres, land demarcation, and completed housing units. Negotiations through settlement planning and design has been a defining element of the programme, bridging the divide between the communities and their leaderships at both national and subnational levels. The same methodologies and established systems are beneficial for the remaining provinces in case of project expansion. Coordination mechanisms of CDCs, and between the Ministries and departments established by the programme at regional level are also still relevant and viable, including a consortium established in Herat that is comprised of Ministry of Repatriation and Refugees (MORR), Central Statistics Organization, Afghanistan Land Authority (ARAZI), and municipalities.

Election of CDC members in Herat, Afghanistan (UN-Habitat, 2020)

Each plot around 250 m²
Legal documentation of plot ownership

Height extension possible
according to local building rules

Geometry of extension
according to user's needs

Optional shop at the front
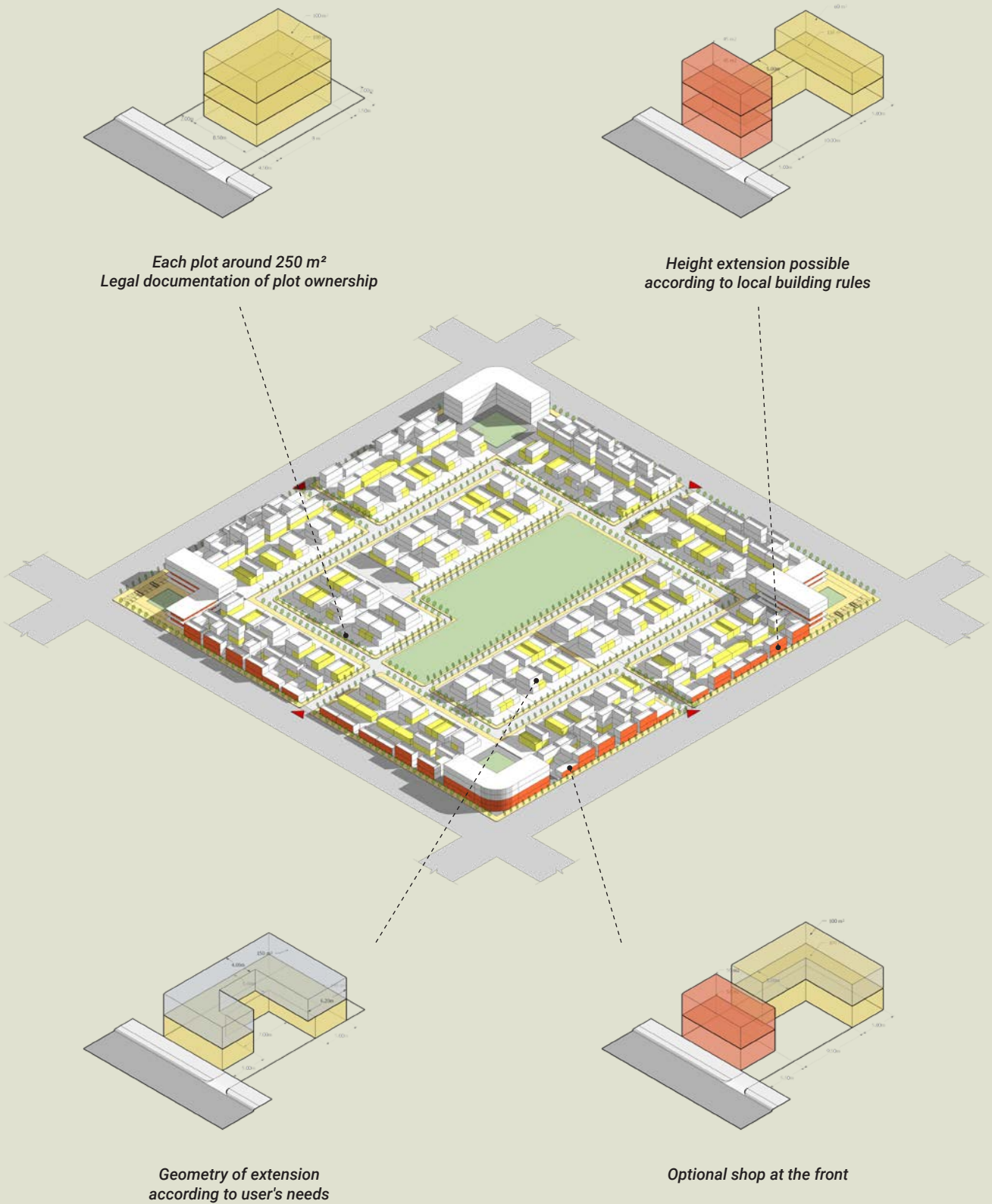
Figure 18: Mixed use block typologies developed under the SHURA Programme (UN-Habitat)

Public Space Recommendation #4

6.3 FOSTER URBAN STEWARDSHIP THROUGH PARTICIPATORY PROCESSES THAT PROMOTE SOCIAL COHESION AND CELEBRATE CULTURAL DIVERSITY

Public spaces are one of the main sites for socialising and exchange in the urban environment and play an important role in celebrations of culture and belonging.[14] They provide an array of opportunities to catalyse social interaction and cohesion between migrants, refugees, and other displaced persons and host communities. Beyond contributing in numerous beneficial ways to the physical fabric of an urban area, public spaces that consider the needs and perspectives of migrants can support their smooth and prosperous integration by improving their health, visibility, and representation while providing additional opportunities for participating in and contributing to the development of the local culture and economy.

Migrants and displaced persons are often characterised by their diverse cultural backgrounds, associated with and identified in relation to relocation, their status as migrants, and broader patterns of migration and displacement. These perceptions, which are often quite removed from the individual experiences of affected individuals, come as a potential barrier to smooth social integration, but could be better leveraged as an opportunity for cultural exchange. Promoting social interaction in the public realm through design interventions (e.g., urban acupuncture interventions, upgraded seating or urban furniture opportunities, playgrounds, repurposing under-utilised buildings and spaces, pop-up public spaces, etc.) can, therefore, foster a sense of community among urban residents.

In addition to significant potential health and wellness benefits, public parks, streetscapes, markets, and other public spaces, such as community gardens can offer a site and context in which to celebrate cultural practices, express identity, and continue traditions indigenous to their places of origin.[15] Urban planning strategies can also become a successful tool to reach and protect the urban displaced through the creation of inter-cultural 'neutral spaces'[16] which can act as network nodes for immigrant associations, civil volunteering, and other lay organisations.[17] In these spaces, migrants can also exchange goods and knowledge, establish new local traditions and connections, and develop new awareness of the other cultures and traditions local to their adopted home.

Public spaces are also ideal venues for daily, seasonal, and even annual events that bring together diverse groups from across the city and help to promote understanding of and appreciation for diverse neighbourhoods and communities and the cultures and traditions represented in each.[18] As highlighted by the 'Global Public Space Toolkit,' "[d]iverse social interaction is key to creating spaces where groups can celebrate and seek out peers. When people do not see their values and preferences reflected in a place, they feel unwelcome."[19] Whereas when spaces are built with the intention to allow for a variety of uses, users are more likely to feel a sense of ownership and accessibility.

One successful strategy relates to increasing the number of potential uses in given public spaces and the surrounding streets, as well as blending commercial uses with recreational ones. For example, incorporating both cafés and sports equipment in a park can provide complementary benefits and activity. Sports facilities can range from more structured courts or ramps to more informal fields that encourage both adaptive and prescriptive use of these spaces. The success of public spaces is tied to their adaptability, the possibility of incorporating many kinds of activities while remaining flexible enough to accommodate shifts in values or preferences based on changes in local culture.[20]

This physical and cultural appropriation of space is essential for public space activation, as it can be linked with voluntary co-production and co-management of public spaces.[21] Conversely, restricting use and access can have an opposite effect, as feelings of exclusion may harm the health and well-being of migrants, hindering integration and even creating opportunities for the misuse of public space.[22] Studies have shown that social exclusion and lack of access to public spaces can lead to increased stress, anxiety, and depression among migrants.[23] Additionally, access to natural environments and urban agriculture can act as an emotional and economic safety net for the most vulnerable in times of distress.[24] Engaging with nature and participating in such activities have been found to improve mental health, reduce stress, and promote a sense of belonging among migrant communities.[25]

Urban stewardship, which includes expanding the role of all citizens in planning, designing, developing, and maintaining their physical urban environment, is vital to ensuring that migrants and displaced people are well-integrated into any urban area. This understanding of urban stewardship acknowledges that community members are experts in their needs and desires and should therefore be included in decision-making and assessment activities, as well as co-design and governance of their public spaces. This also includes expanding the role of migrants and people experiencing homelessness in the ongoing sustainable maintenance and management of public spaces, which can create job opportunities for the most vulnerable.

UN-Habitat works to foster broad civic participation in such activities alongside the proliferation of sustainable and equitable public spaces by promoting multi-sectoral and inclusive public space planning, design, implementation, and maintenance. Participatory approaches like the '**Block-by-Block**' methodology, design charrettes, and other outreach mechanisms provide decision-makers and relevant stakeholders with crucial information regarding local needs, values, and priorities.

When local communities contribute to establishing priority uses for public spaces, the possibility of future misuse or conflicting uses can be reduced. Successful and collaborative design and planning processes that involve all the relevant stakeholders, including migrants and local communities, lead to more inclusive and accessible spaces that the local community will appropriate after establishment. Public spaces act as key sites in which to exercise this stewardship, both for host community members and for incoming groups. Examples of ongoing participatory engagement can include park management, open space restoration, tree planting, or the development of community gardens.

As migrants may be perceived either as temporary residents or outsiders to the existing urban context, though, they are often excluded from these processes or not pro-actively recruited to participate. However, many displaced people resettle permanently and therefore should be treated as long-term residents. Additionally, they are often active users of the public

realm due to the conditions described throughout this report. As a result, co-creation processes should be innovative in their outreach strategies and accessible to all members of the community regardless of age, citizenship status, or linguistic skill.

In line with the '**Charter of Public Space**,' UN-Habitat uses a wide and inclusive concept of citizenship that goes beyond the legal definition to include all residents, in their capacity as users, with equal rights and duties in relation to public spaces.[26] Ensuring that public meetings and outreach materials are translated into and written in accessible language and utilise innovative methods and tools can meaningfully support this aspiration and increase overall participation. Through training and capacity-building, UN-Habitat works with its partners to encourage effective implementation of participatory processes across demographic and social groups and to ensure that the administrators of such processes are committed to accepting all citizens, non-citizens (such as migrants and displaced populations), and their organisations as partners, users, contributors, and potential stewards.

"[…] public space lends itself beautifully to successful participatory practices because it is an ideal ground for eliciting interest, concern, and involvement. It also happens that the very nature of viable public space—openness, accessibility and sharing—are ideal features for meaningful and successful participation."[27]

Case Study 10: Block by Block: Building community cohesion in Beirut, Lebanon

Around 1.5 million Syrian refugees were living in Lebanon in 2016, accounting for nearly a third of the country's overall population.[28] Before that influx, though, the country already boasted the world's largest refugee population per capita, with 270,000 Palestinian refugees.[29] This additional flow of migrants put increasing pressure on already vulnerable host and migrant communities, particularly those living in cities. Clashes and violent acts have been reported, primarily in impoverished metropolitan areas. The rapid influx of Syrian refugees, along with the country's rapid building pace, has resulted in a severe scarcity of public places. Given the combined populations, the resulting available public space per person stood at only 0.65 square metres, far less than the common recommendation of around 9 square metres per capita.[30]

Naba'a, a low-income neighbourhood in eastern Beirut's Bourj Hammoud municipality, has seen a dramatic rise in population in recent years, and is now home to many Syrian refugees. Already lacking in adequate public spaces, the few that were present have been overwhelmed by the growing population, with service and maintenance becoming a major challenge for those few that were present. Tensions in the neighbourhood are also high and according to UN-Habitat's rapid profiling in Lebanon conducted in 2015, 57% of women interviewed prefer to stay at home to prevent sexual harassment.[31]

In July 2016, a Block-by-Block Workshop was held to enhance public areas around the city. Women, cooks, students, and social workers were among the Lebanese and Syrian participants, who ranged in age from 7 to 50 years of age and came from a variety of backgrounds. The group utilised Minecraft as a tool to envision a range of ways to transform an empty public space in the city's Bourj Hammoud neighbourhood. Lighting and sanitation facilities, tree plantings, and outdoor recreation facilities were among the group's proposals.

(Before) Neglected public space in Nabaa, Beirut, Lebanon (UN-Habitat, 2016)

As a highly visual interactive tool, Minecraft is particularly useful for including the voices of children and youth, who are normally excluded from civic engagement processes. It has also proven to be effective in integrating a variety of stakeholders, including the elderly, locals, and migrants. Including everyone's input into the process is essential to creating public places that are welcoming and suitable for all users, and one that can protect and empower vulnerable groups. The workshops not only assisted citizens in finding solutions to public space challenges, but they also encouraged collaboration across various social groups and made the co-creation process accessible to all members of the community regardless of age, citizenship, or linguistic skill.

Following this engagement and based on the group's efforts, technical drawings were created by UN-Habitat and shared with and approved by the community and municipality. Today, children are playing, local people are meeting, concerts are taking place, and other community-building activities are all taking place in the space.

► Please go **here** to find out more.

(After) Rehabilitated public space in Nabaa, Beirut, Lebanon (UN-Habitat, 2017)

ENDNOTES

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3   Gehl, J. (2011). Life Between Buildings: Using Public Space (6th ed.). Island Press.

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6   The concept of "do no harm" in projects and programmes is in line with international standards that call for addressing potential risks and impacts - mitigation measures to avoid or minimise risks, and where negative impacts remain, mitigate these, or, where a complete mitigation is not possible, to compensate for or offset such impacts.

7   UN-Habitat (2021). Environmental and Social Safeguards System Version 3 (ESSS 3.1). Available at: <https://unhabitat.org/environmental-and-social-safeguards-system-version-3-esss-31> [Accessed: 22 December 2023]

8   Although there is no commonly agreed definition, the idea of an inclusive society is based on respect for all human rights and fundamental freedoms, cultural and religious diversity, social justice and the special needs of vulnerable and disadvantaged groups, democratic participation and the rule of law (Chapter 4, Point 66, 1995 UN Social Development Summit). IOM (1995).

9   Participatory, inclusive planning can build the resilience of cities and settlements, which are vulnerable to the increased strains from population expansion from migration, or the shocks that result from displacement crises, with the effects of rapid urbanization compounding these risks. Per UN-Habitat's Urban Resilience Hub, "a resilient city assesses, plans, and acts to prepare for and respond to all hazards, either sudden and slow onset, expected or unexpected. By doing so, cities are better able to protect and enhance people's lives, secure development gains, foster an investable environment and drive positive change."

10   An inclusive partnership strategy that recognises and builds on the capacities and resources of people, enabling their participation throughout the programme cycle to ensure their protection and sustainable ownership.

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15   Ibid.

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Somali Market in Kakuma Refugee Camp, Turkana County, Kenya (UN-Habitat, 2023)

Principle #5:

Local Economic Development

Chapter 7

7.1 INTRODUCTION

Principle #5: Local Economic Development

Urban Planning Recommendation #5

Use planning as a tool to promote local economic development and attract financing and investment

Case Studies

Case Study 11: Kakuma-Kalobeyei Corridor Development Plan: Building on sustainable planning interventions in Turkana County, Kenya

Public Space Recommendation #5

Support the livelihoods and well-being of migrants

Case Studies

Case Study 12: DABALI: "Public Space Management through Local Efforts" in Damak, Nepal

In urban contexts with large populations affected by forced migration and displacement, local economic development has emerged as a crucial element of recovery and for fostering resilience, sustainability, and inclusivity. Therefore, it's critical to prioritise local economic development in related governance initiatives and urban planning frameworks, particularly in urban areas characterised by protracted displacement. As cities grapple with the complex challenges of migration and displacement, leveraging local economic opportunities is essential for promoting livelihoods, well-being, and community resilience of both host and migrant communities.

First, it's imperative to use planning as a tool to promote local economic development and attract investment for infrastructure projects. Traditionally, humanitarian and development actors operate with distinct priorities and funding cycles, which can pose challenges to coordination and collaboration. However, by integrating economic considerations into urban planning, cities can unlock the potential for catalytic projects that generate economic growth and create job opportunities. Innovative financing mechanisms, such as public-private partnerships and development banks, offer avenues for mobilising resources and realising economic potentialities within urban spaces.

Moreover, inclusive economic development strategies that recognise the significant contributions of migrants to local economies can play a transformative role in empowering marginalised populations. Local governments can further foster economic inclusion and self-reliance among migrant communities by integrating them into formal labour markets and providing access to vocational training, entrepreneurship opportunities, and supportive policies. This approach not only enhances the economic vitality of host communities but also restores dignity and independence to forcibly displaced persons.

Well-planned and accessible public spaces can also play a key role in supporting livelihoods and enhancing the overall health, safety, and wellness of migrants. In many urban areas, informal activities constitute a significant portion of the economy, particularly in less developed and conflict-affected regions. Public spaces serve as vital hubs for informal economic exchange, offering opportunities for entrepreneurship and social integration. Through strategic interventions, cities can legitimise and regulate informal activities, improving accessibility and fostering economic resilience among all communities. Thus, by prioritising local economic development and leveraging the transformative potential of public spaces, cities can forge more inclusive and sustainable urban environments that benefit residents of all backgrounds.

Urban Planning Recommendation #5

7.2 USE PLANNING AS A TOOL TO PROMOTE LOCAL ECONOMIC DEVELOPMENT AND ATTRACT FINANCING AND INVESTMENT

While both humanitarian and development actors are fundamentally motivated by certain shared principles, they have traditionally worked with differing priorities, timelines, and financing mechanisms, which often makes coordination and collaboration challenging.[1,2] Humanitarian interventions typically operate on shorter funding cycles, often one to two years, while development assistance initiatives can operate on funding cycles that are much longer, commonly three to five years.[3] Traditionally, development funding is largely absent in humanitarian settings, and when present typically remains relatively low. In these instances, there may still also be a lack of financial incentives on both sides to inspire improved coordination and collaboration, and short-term planning may still take priority and therefore maintain greater influence over decision-making. The idea of sequential action (humanitarian, then development) remains prevalent, though there is increasing consideration being given to durable solutions and the integration of financing mechanisms from the outset of migration or displacement crises.[4] This consideration was rendered visible in the first World Humanitarian Summit in 2016, where a major shift to a 'localisation agenda' of international aid was signed.[5,6]

Traditionally, cities and municipalities are highly dependent on funding channelled from the central or national government, especially in instances where municipal authorities are not capturing local revenues efficiently or effectively. In many cases, this funding does not reach municipalities in a timely manner, if ever, and generally remains insufficient to address the existing gaps.[7] Migration and displacement situations in rural areas may in cases rely heavily on receiving direct funding (or 'anticipatory funding')[8,9] from international aid in emergency response to support housing, service delivery, infrastructure, and meet other responsibilities. An incremental planning approach that builds on emergency funding can help cities begin designing planned city extensions or regeneration projects that integrate emergency response activities with longer-term planning goals.[10] As local authorities will shoulder the operational costs of existing assets over time, their financial systems will need to be refined to carry forward delivery and implementation of plans to maintain these services.

Urban plans are tools that can be integrated with and aligned to financing strategies to identify catalytic projects and realise economic potentialities, while creating spill-over benefits and job creation multipliers. Innovative financing mechanisms should be explored, such as non-traditional public-private partnerships (PPPs), multi-sectoral development banks, or cost recovery programmes such as land-based revenue capture strategies.[11]

A lack of adequate investment, revenue generation, and financing strategies inevitably results in plans that cannot be translated or realised. Understanding this, there is increasing recognition that including migrants and displaced persons in the economies of their host countries can be an effective way to boost the economic health of local communities, restore dignity to forcibly displaced persons, and increase their self-reliance and independence. This can be achieved through access to labour markets, which may require policy changes and upskilling through technical or vocational training. Additionally, in support of host communities, local governments can also promote economic opportunities and entrepreneurship to benefit both host and migrant communities, including often excluded groups such as women, young adults, older persons, and persons with disabilities. When financing and investment strategies consider the long-term perspective, they can help transition away from dependence on humanitarian aid to one that ties infrastructure investments for migrants persons with strategic local economic development, thus reducing the need for sustained international support.[12]

When financing and investment consider long-term perspectives, they can enable a transition away from dependence on sustained humanitarian aid toward strategic local economic development.

Case Study 11: Kakuma-Kalobeyei Corridor Development Plan: Building on sustainable planning interventions in Turkana County, Kenya

The '**Kalobeyei Settlement Advisory Development Plan**' was developed by UN-Habitat, in coordination with UNHCR and the Turkana County Government, in 2017, through a multi-layered collaborative and participatory process. The plan brought together guidance from National, County, and international policy and legislation as well as strategic documents such as '**Kenya Vision 2030**,' the '**New Urban Agenda**,' and the **SDGs**. It has since been used as a coordination tool by all humanitarian and development partners and has attracted multiple investments and new programming to the Kakuma-Kalobeyei region.

Building on the '**Kalobeyei Settlement Advisory Development Plan**' and complementing previous planning interventions in Kalobeyei Settlement and Kakuma Refugee Camp, UN-Habitat contributed further to the Cities Alliance global programme,

'**Sustainable Economic Development Along Turkana West Development Corridor Through Enhanced Connectivity**' from 2020 to 2022. This was part of an initiative focused on addressing migration management and promoting sustainable local economic development in secondary cities in low-income countries. In Kakuma-Kalobeyei, the specific aims were to improve connectivity and establish networks that would enable businesses, local governments, and individuals to gain access to a wider selection of goods, finance, employment, and investment opportunities. The approach followed a 'system of cities approach,' which centres around the idea that improving connectivity and networking within and between cities can reduce the obstacles and inequalities that hinder regional development, increase productivity, and support cities to better manage migration.

Corridor Planning Private Sector Workshop (UN-Habitat, 2020)

The results of this programme included:

- **Organised and developed forums** for cities along a major Kenyan transport corridor, by means of expanding a network for knowledge exchange and cooperation. This was conducted by sharing information for small-scale businesses on new opportunities and access to jobs in nearby markets, identifying common economic opportunities, and tackling ongoing issues such as access to land and labour markets.
- **Planned an Economic Enterprise Zone (EEZ)** adjacent to the Kalobeyei Settlement to promote the local economy in the region. In parallel with a

successful effort to attain municipality status for Kakuma-Kalobeyei, Turkana County has also begun planning for the area of land neighbouring the Kalobeyei Settlement and to revise the Town Draft Plan for Kakuma. The planning for the EEZ included stakeholder consultations which supported the formulation of a clear business strategy that can be used to guide investors and consider methods to promote the local economy in the EEZ, through such tools as tax incentives. The zone's spatial plans will guide city planning efforts in investing in supporting physical infrastructure that is essential to expand businesses and facilities, such as warehouses for manufacturing and other services.
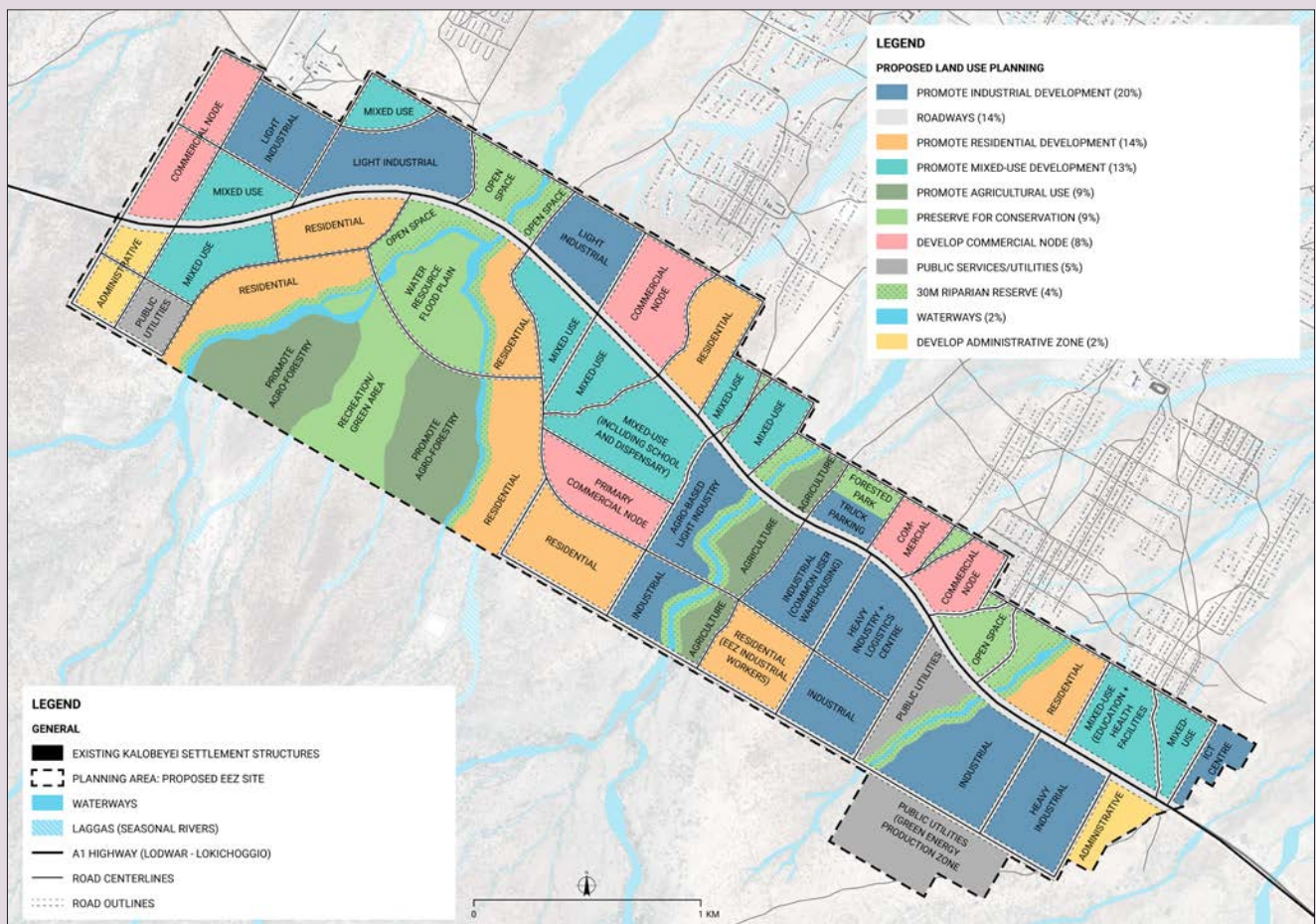

Figure 19: Proposed Landuse Plan for Kalobeyei Economic Enterprise Zone (EEZ) (UN-Habitat, 2022)

- **Built soft infrastructure** complementary to the city network to strengthen capacity at the local level and integrate migration into city development and planning, e.g., the establishment of three local industry associations and multi-stakeholder meetings of refugees and host community representatives of diverse constituencies (government, chamber of commerce, informal sector representatives, service providers, and development partners). These associations will help to identify needs and develop investment strategies for future projects and interventions. These activities seek to leverage the opportunities presented by the large refugee population, their skills and networks, relationships with the host communities, ongoing engagement with international humanitarian and development actors, and the political will of the local authorities to trigger sustainable economic development.

▶ Please go **here** to find out more.

Kalobeyei Settlement Advisory Development Plan (2018)
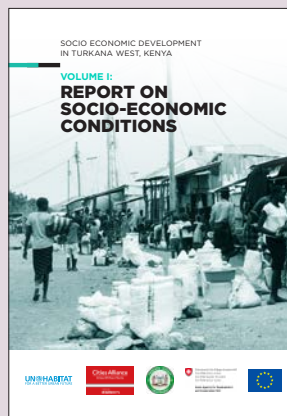
Volume I: Report on Socio-Economic Conditions in Turkana West, Kenya (2022)

Volume I Research Brief: Socio-Economic Conditions in Turkana West, Kenya (2022)

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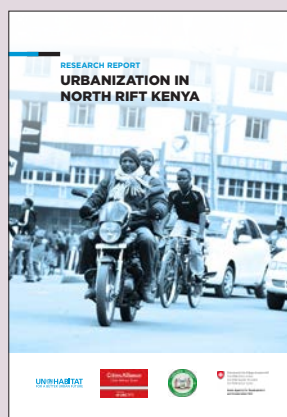
Volume III Research Report: Urbanization in the North Rift Region of Kenya (2022)

Volume III Research Brief: Urbanization in North Rift Kenya (2022)

Public Space Recommendation #5

7.3 SUPPORT THE LIVELIHOODS AND WELL-BEING OF MIGRANTS

In the Global South, the informal sector is estimated to provide around a third of the GDP (Gross Domestic Product) and employ three-quarters of the workforce.[13] However, this issue is further exacerbated in unstable and conflict-affected areas, where a considerable portion of the population has no other option but to enter the informal sector.[14] Leading global agreements increasingly recognise the need to better integrate the marginalised workers, including migrants and displaced populations, working in informal economic sectors into a broader understanding of local development which can be used to inform best practices in urban and territorial planning. They also emphasise the need to support workers' livelihoods and encourage their progressive transition into the formal economy by providing incentives and compliance measures.[15]

Public spaces have a critical role to play in building this bridge between informal and formal as they often host both types of activity and are important sites for social and economic exchange and integration.

The '**Global Public Space Toolkit**' outlines the important role that public spaces play in supporting entrepreneurs in both informal and formal economic activities. This support is especially critical for poorer urban residents and migrants who may have limited options for livelihood support.[16] Many migrants turn to informal activities because of financial, legal, and social barriers to working in recognised sectors, including working as street vendors or waste pickers. While these positions are often stigmatised by municipal actors who link them to congestion, pollution, public health

Distributing carts to help vulnerable vendors in Bangladesh safely sell produce during the COVID-19 Pandemic (UN-Habitat, 2020)

Gifting seeds to support community lakeside farming efforts in Bangladesh during the COVID-19 Pandemic (UN-Habitat, 2020)

concerns and even crime, they in fact contribute by maintaining key urban functions and can even attract further investments in the public space.[17]

The mere presence of people in streets, including street vendors, can positively impact the real and perceived safety of the urban environment. While certain aspects of these informal activities may create limited public health and safety risks, they also contribute to local economies in very positive ways, especially if effectively regulated and properly integrated into the economy through policy and design interventions. For instance, providing designated spaces for street vendors can decrease the stigma by legitimising the activity in public spaces.[18] When implemented appropriately, such places can be appealing and improve accessibility, improving migrants and other marginalised group livelihoods by helping them build wealth and stability and paving the way for the formalisation process.

In addition to improving access to employment opportunities, public space infrastructure has the potential to improve the food security and sovereignty of vulnerable migrants. Improving access to markets and encouraging the development of urban agriculture, including in the form of community gardens or orchards, can expand access to nutritional foods and even medicinal herbs. This, in turn, can contribute to improved health outcomes and provide an alternative source of income that can lead to the development of the local economy.

Case Study 12: DABALI: "Public Space Management through Local Efforts" in Damak, Nepal

In 2020, UN-Habitat, in collaboration with Lutheran World Federation (LWF) Nepal, completed a project entitled DABALI, "Public Space Management through Local Efforts," aimed at supporting the livelihoods and well-being of Bhutanese refugees and the host community in Damak municipality, Jhapa, Nepal. The project focused on operationalising small public spaces for the civic and economic empowerment of these disadvantaged and vulnerable communities within a 4-kilometer radius of the refugee camp, which included 6,500 refugees and 8,000 host population members.

The project activities included conducting a city-wide inventory and assessment of 167 public spaces in Damak municipality, engaging the local community through participatory workshops using the Minecraft tool. These workshops ensured that the proposed interventions reflected local preferences and urban-scale needs. Based on the inventory and assessment, a regulatory framework was developed around

different typologies of public space in the municipality. The framework, endorsed by the Damak municipality board, consisted of six policies and related strategies formulated by local partner institutions. One such policy, "Optimum Use and Protection of Public Open Spaces," outlined the municipality's intention to create a framework for open space usage based on extensive community participation. This policy emphasised that public open spaces should be utilised in the best possible way for the benefit of the municipality's residents, highlighting the importance of community involvement in deciding how these spaces should be used. The municipality was tasked with creating a framework that outlines compatible and non-compatible uses of open spaces and the surrounding areas through the development or revision of the municipal land use plan.

A key physical output of the project was the construction of a market shed to replace illegally situated market sheds that had been displaced by a

Market shed to boost local economy in Dabali, Nepal (UN-Habitat, 2022)

Minecraft Workshop for open space management in Dabali, Nepal (UN-Habitat, 2019)

municipal road expansion. The old market sheds were considered unsafe and lacked adequate water and sanitation facilities. The new market shed targeted the economic growth of Bhutanese refugees and the host community, providing spaces for 20 vegetable stalls, 30 shutter blocks, gender and disability-friendly toilets, safe drinking water, proper sanitation and drainage systems, a security guard, electricity, seating areas, food stalls, and a nursery. The project had expected to reach 50 formal vendors and 60 informal workers, out of which 63 were female and 47 male.

Through these interventions, UN-Habitat and LWF Nepal developed the institutional capacity of the Damak municipality and several local community-based organisations (CBOs) while promoting the use of public spaces by members of the refugee community and the host population. The project showcased a successful example of inclusive public space development and management, fostering social cohesion and economic empowerment of vulnerable communities in a displacement context, ultimately supporting the livelihoods and well-being of migrants.

ENDNOTES

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2   A recent study by the Centre on International Cooperation concluded that continued fragmentation of humanitarian and development funding streams within donor agencies was "among the most commonly cited constraint when it comes to bridging silos." Meanwhile rigidities in donor budgets prevent the allocation of humanitarian funds for purposes other than life-saving ones, even if they would effectively reduce humanitarian needs and help to restore and build resilience. In turn, development budgets are often constrained in their use in humanitarian emergencies or situations that may no longer qualify as emergencies but are too volatile to justify long-term investments. Moreover, there is often a complete absence of development actors – and a resulting scarcity of available development financing - in conflict-affected low-income countries. And donor support tends to decline as displacement crises transition from acute emergencies to protracted situations, undermining efforts to transition to self-reliance.

3   Anyangwe, E. (2015). Is it time to rethink the divide between humanitarian and development funding? The Guardian. 4 December 2015. Accessed at: <https://www.theguardian.com/global-development-professionals-network/2015/dec/04/funding-humanitarian-assistance-development-aid> [Accessed: September 2021]

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5   Development Initiatives (2019). Global Humanitarian Assistance Report 2020. Available at: <https://devinit.org/resources/global-humanitarian-assistance-report-2020/> [Accessed: 22 May 2024]

6   One of the workstreams of the Grand Bargain includes to increase a more effective local response streamlining humanitarian funding from 3.1% up to 25%, making it "as direct as possible" to local actors, as the Global Humanitarian Assistance (GHA) report 2020 shows. Although the importance of this streamlining is highlighted as "pooled funds channel far more funding (both in volume and percentage terms) to local and national actors than bilateral donors, particularly in conflict contexts" and in theory sounds promising, in practice, not much progress can be seen and has in some cases even decreased. Moreover, it seems unclear if the donor system adapted to cities or urban settlements as newcomers, since the statistics mention national government recipients to aid but not how much goes to cities or local authorities.

7   Development Initiatives (2019). Global Humanitarian Assistance Report 2020. Available at: <https://devinit.org/resources/global-humanitarian-assistance-report-2020/> [Accessed: 22 May 2024]

8   A particularly promising area of finance in terms of advancing resilience is the use of anticipatory financing, including disaster risk insurance. People who flee for their lives in cases of disasters generally are already the poorest, in lowland areas or in slums not adapted to withstand shocks. They are also rarely insured. Expanding coverage to them could enable faster recovery. Such arrangements already exist at the regional level, for example the Caribbean Catastrophe Risk Insurance Facility, in case of onset disasters, and the African Risk Capacity (ARC), led by the African Union, in case of drought. However, the costs of such policies remain high, and the payouts are generally small. More work remains to make these programs affordable for communities which are often already at the bottom of the economy. Another model of anticipatory financing is pre-agreed contingency financing for the UN and multilateral banks to release money the moment disasters strike. Current examples of such programs exist with the World Bank's International Development Association (IDA) funding and the World Bank Crisis Response Window, for use by national governments. So-called "catastrophe bonds," financed by private investors, are also used to ensure earthquakes and other disasters.

9   Secretariat of UN Secretary-General's High Level Panel on Internal Displacement (2020). Concept Paper on Issues and Challenges before the Secretary-General's High-Level Panel on Internal Displacement. Prepared by the Secretariat of the SG's High-Level Panel on internal displacement for the Panel's first meeting. Available at: <https://www.un.org/internal-displacement-panel/sites/www.un.org.internal-displacement-panel/files/hlp_-_concept_paper_on_issues_and_challenges_before_the_sgs_panel_on_internal_displacement_12022020_0.pdf> [Accessed: 21 December 2023]

10 UN-Habitat (2022). 2022 Catalogue of Services. Available at: <https://unhabitat.org/2022-catalogue-of-services/> [Accessed: 21 December 2023]

11   *See the World's Bank's Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts and the joint statement by Multilateral Development Banks at the 2016 World Humanitarian Summit*

12   *UN-Habitat (2020). Urban planning Responses in Post-Crisis Contexts. Available at: <https://unhabitat.org/urban-planning-responses-in-post-crisis-contexts/> [Accessed: May 2022]*

13   *ILO (2019). Promoting transition to formality for peace and resilience. Jobs for Peace and Resilience, Development and Investment Branch (DEVINVEST). Available at: <https://webapps.ilo.org/wcmsp5/groups/public/---ed_emp/documents/instructionalmaterial/wcms_736145.pdf> [Accessed: 22 May 2024]*

14   *Ibid.*

15   *United Nations (2017). New Urban Agenda (A/RES/71/256*). Paragraph 59. Available at: <https://habitat3.org/wp-content/uploads/NUA-English.pdf> [Accessed: 22 May 2024]*

16   *UN-Habitat (2015). Global Public Space Toolkit: From Global Principles to Local Policies and Practice. Available at: <https://unhabitat.org/global-public-space-toolkit-from-global-principles-to-local-policies-and-practice> [Accessed: 05 March 2024]*

17   *Waste pickers may contribute to the maintenance of often underserved or even ignored urban areas. Similarly, street vendors can provide access to cheap and conveniently located food for low-income urban dwellers and their presence ensures regular and consistent use of streets and public spaces, in some cultures even after working hours e.g., night food markets, etc.*

18   *Formalisation of informal economies continues to be debated. When cities designate informal vendors to use public spaces to conduct their businesses, vendors can work in a secure environment and at the same time these spaces can become more inclusive. Formalisation of informal economies can bring certain positive impacts to the local government (e.g., through formal systems of revenue generation via taxation), but can also face resistance from residents. Providing vendors with designated spaces and eliminating the stigmatization that informal sector work is always illegal can make places inclusive and be a win-win situation for many parties involved.*

Canaan, Haiti (UN-Habitat, 2013)

Conclusion

Chapter 8

8.1 REFLECTIONS

The increasing scale of global migration and displacement, particularly toward urban areas, has prompted the need for a comprehensive mainstreaming of these concerns into urban planning and public space development. As most migrants and displaced people now live in or will eventually move to cities, it is crucial to better coordinate humanitarian responses with development activities. Cities must consider these vulnerable and growing segments of their populations in all planning and policy-making efforts.

This publication has presented a survey of best practices from UN-Habitat's recent experiences and proposed recommendations that recognise the central role that cities and local governments must play in addressing the challenges of rapid, unplanned migration and urban growth while harnessing the opportunities that migrants present for sustainable urbanisation and local economic development. It has also emphasised the importance of public spaces as a key, yet often overlooked, component in creating integrated, inclusive, and resilient urban settlements. Beyond cataloguing these learnings, though, the purpose of this publication is to present these topics in a way that normalises the relationship between migration and urbanisation while highlighting the role of public spaces in the urban life of cities' most vulnerable communities.

Recognising that expanded cooperation with local authorities and institutions is vital to meeting the growing needs of displaced populations and their existing host communities, this publication seeks to bridge the gap between humanitarian and development activities, acknowledging that traditional approaches are insufficient in responding to urban migration and that too often urban development has not prioritised the specific needs of migrants. These goals, combined with UN-Habitat's extensive experience in translating knowledge and methodologies from its operational activities into normative guides and tools with broad applicability, have guided this initiative. Based on these experiences, the principles, recommendations, and approaches presented here, supported by specific case studies, aim to provide inspiration and to inform, guide, and enable the scaling and replication of the impacts discussed herein.

The recommendations presented should be applied in a mutually supportive manner, recognising their collective value in improving outcomes. Addressing the limited local technical and institutional capacity in urban settings for responding to the needs of migrants, displaced communities, and host communities is another key focus of this publication. Moreover, municipalities must gather, analyse, and maintain spatialised socio-economic data about migrant populations to effectively adjust public services to meet their needs. By emphasising the benefits of urban planning and public space implementation, they also aim to overcome common misconceptions, particularly in smaller cities and developing contexts.

The publication stresses the importance of including the voices of urban migrants and other marginalised communities in planning and decision-making processes, as participatory activities are crucial for project conception that aligns with the cultural diversity of any region. Advocating for the importance of public spaces can anchor them in statutory planning, benefiting both migrant and host communities, while addressing misconceptions about the socio-economic benefits of a diverse population.

While the case studies presented throughout the publication provide operational examples of how these recommendations have been applied in various circumstances, they must be adapted to the unique needs and characteristics of each context. **Appendix B: Detailed Case Studies** presents expanded case studies based on ongoing UN-Habitat projects synthesising the recommendations and reflecting on their practicability, successes, and challenges. These case studies offer additional insight into integrating the considerations discussed into project-based programming and operationalising the learnings that have informed this publication.

Moving forward, UN-Habitat will continue to champion these principles and approaches as it collaborates globally with diverse partners to strengthen humanitarian-development-peace nexus programming and further promote the shift from traditional responses toward sustainable long-term impacts, mainstreaming the concerns of migration and displacement in urban planning and public space development.
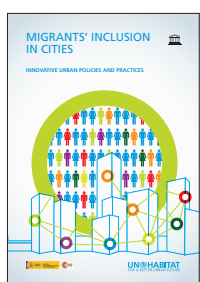
Destroyed building in Borodyanka, Ukraine (UN-Habitat, 2023)
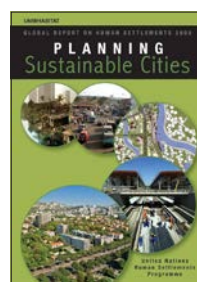
Appendices

APPENDIX A: RELATED REFERENCES

Over the past decade, UN-Habitat has curated a diverse array of significant publications addressing sustainable urban planning issues. These publications include resources like "**Urban Planning for City Leaders**" and "**Urban Planning Responses in Post Crisis Contexts**," alongside the development of planning tools and normative outputs such as the "**Settlement Profiling Tool**" and the "**Spatial Development Framework**," among others. Included here for easy reference is a selection of these resources with additional information and links to access them.
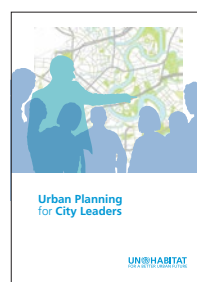

2009 **Planning Sustainable Cities: Global Report on Human Settlements 2009**

evaluates recent urban planning practices and their ability to meet contemporary urban challenges. It highlights the inadequacies of traditional planning approaches, particularly in developing countries, in promoting sustainable, equitable, and efficient urban environments. The report addresses pressing issues such as rapid urbanisation, climate change, urban sprawl, and the growth of informal settlements. It advocates for innovative, inclusive, and contextually sensitive planning strategies. Emphasising the need for participatory and integrated approaches, the report provides insights into how urban planning can better support sustainable development, mitigate socio-environmental conflicts, and enhance the resilience of urban areas against future challenges.

2012 **Migrants' Inclusion in Cities - Innovative Urban Policies and Practices**

is a comprehensive guide resulting from a close collaboration between UNESCO and UN-Habitat aimed at enhancing migrant integration in urban environments. As global migration continues to rise, this publication addresses the crucial role cities play in accommodating migrants. It provides practical strategies for city planners, public officials, and residents to foster inclusive urban spaces. The guide underscores the importance of creating economically sound and socially cohesive policies that embrace diversity and support migrant inclusion. It highlights successful initiatives from various cities, offering a toolkit with examples and methodologies to help local authorities bridge gaps between national policies and local experiences, promoting inclusive, vibrant, and prosperous urban communities.


2012 **Urban Planning for City Leaders**

is a comprehensive guide from UN-Habitat aimed at city leaders and decision-makers. It offers practical advice and insights into effective urban planning, particularly for intermediate cities with populations of up to two million. As urban populations are projected to grow significantly, especially in developing countries, the guide emphasises the need for proactive and integrated planning to manage this growth sustainably. It highlights the role of urban planning in addressing challenges such as slum proliferation, inadequate infrastructure and services, and environmental degradation. By fostering collaboration between leaders, policymakers, and planners, the guide seeks to enhance urban resilience, economic potential, and social equity, aligning with the goals of the New Urban Agenda.
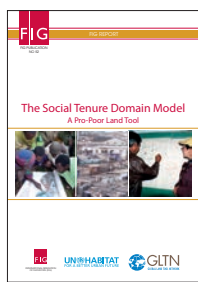
2013 Social Tenure Domain Model (STDM): A Pro-Poor Land Tool

addresses the critical gap in conventional land administration systems, particularly in developing countries where informal and traditional tenure systems are prevalent. Developed by the Global Land Tool Network (GLTN) with support from UN-Habitat, the Social Tenure Domain Model (STDM) serves as a pro-poor land tool to record various forms of land tenure, bridging the technical gaps associated with unregistered land and property. Unlike traditional systems, the STDM accommodates informal settlements and customary tenure structures, enabling comprehensive land management. It utilises Information and Communications Technology (ICT) to provide efficient land rights recordation and recognition tools, essential for addressing challenges such as slum upgrading, rural land management, and migration issues. By offering a flexible and inclusive approach to land administration, the STDM contributes to enhancing tenure security and supporting the Sustainable Development Goals (SDGs).
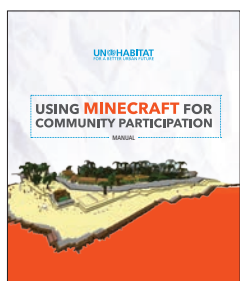

2016 Using Minecraft for Community Participation

offers a comprehensive guide to employing Minecraft as a tool for engaging communities in urban planning projects and in the design of inclusive public spaces. Since 2013, UN-Habitat has utilised Minecraft, a popular "sandbox game," to involve communities in designing public spaces through the 'Block by Block' initiative, a partnership with Swedish computer game company Mojang AB. The guide explains how Minecraft's interactive and collaborative nature helps include hard-to-reach groups such as youth, women, and slum dwellers in the urban planning process. By following this manual, users can understand the steps and benefits of integrating Minecraft into community participation efforts, fostering inclusive and innovative urban development.

2015 International Guidelines on Urban and Territorial Planning (IGUTP)

offers a vital framework for navigating the challenges of rapid urbanisation. With urban populations projected to increase significantly the coming years, effective planning is crucial to address issues such as slum proliferation and environmental degradation. These guidelines serve as a comprehensive resource for decision-makers, providing principles to promote compact, inclusive, and resilient cities. Developed through extensive consultation and endorsed by UN-Habitat, they aim to guide policy formulation and spatial development at various scales, fostering sustainable urban development and climate resilience. By emphasising integrated planning approaches, the guidelines support the creation of more connected and socially inclusive urban landscapes adaptable to diverse contexts.
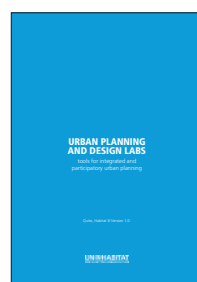
2016 Urban Planning and Design Lab's: Tools for Integrated and Participatory Urban Planning

highlights the pivotal role of UN-Habitat's Urban Planning and Design Lab in addressing urbanisation challenges. Established to assist local, regional, and national authorities, the Lab supports urban planning through innovative and participatory approaches. By integrating sectoral demands and involving stakeholders and citizens, the Lab accelerates the development of practical planning proposals. It provides strategic interventions tailored to specific urban needs, facilitating sustainable development and addressing complex urban issues. This publication outlines the Lab's methodology, its evolution into a global network, and its contributions to significant urban projects, offering a roadmap for effective urban planning and design.

2016, 2023 Rapid Planning Studio

outlines a workshop structure and methodology designed to enhance urban planning capacities in rapidly urbanising countries. The Rapid Planning Studio (RPS) integrates urban legislation, finance, and planning to simulate a comprehensive, efficient, and inclusive strategic planning process in a three-day format. This intensive workshop format aims to equip municipal staff with practical skills and methodologies for sustainable urban development. Participants engage in hands-on exercises, using real data to address their unique urban challenges. The RPS fosters peer-to-peer learning and collaboration, providing a clear roadmap for managing urban growth and supplying serviced land. By strengthening planning capabilities, the RPS helps municipalities transition from informal settlements to well-planned urban expansions.
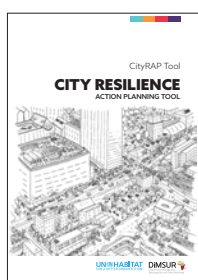
2018 City Resilience Action Planning Tool (CityRAP)

developed by UN-Habitat and the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR), empowers small to intermediate-sized cities in Sub-Saharan Africa to enhance their urban resilience. Targeting municipalities with limited experience in risk reduction and populations of up to 250,000, CityRAP guides local governments through a participatory, step-by-step resilience planning process. Over two to three months, city managers and municipal technicians engage in training exercises, data collection, and community discussions to develop a comprehensive Resilience Framework for Action. This approach ensures that local stakeholders lead the resilience planning, promoting sustainable and practical urban development strategies.
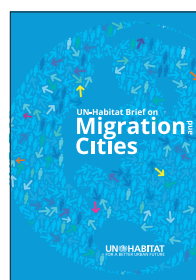

2018 UN-Habitat Brief on Migration and Cities

explores the organisation's approach to migration within the context of global policy frameworks like the 2030 Agenda for Sustainable Development and the New Urban Agenda. It emphasizes the significance of facilitating safe, orderly, and regular migration while also focusing on enhancing inclusivity in urban areas, as prompted by the Sustainable Development Goals (SDGs). The brief delves into the dynamics of migration to cities, acknowledging its multi-faceted nature and the challenges it can poses to local governments, particularly in managing increased demands on services and infrastructure. Furthermore, it highlights UN-Habitat's role in supporting cities to address migration-related issues and integrate migrants into urban planning efforts.

2019 UN-Habitat Compendium: Migration Related Projects

focuses on the positive impact of migration on urban socio-economic dynamics and sustainable development. It underscores the significance of local implementation of global frameworks like the 2030 Agenda and the New Urban Agenda (NUA). UN-Habitat supports cities in managing various migration flows, including those due to conflict, natural disasters, and socio-economic reasons. By promoting inclusive and resilient cities, UN-Habitat aims to reduce inequalities and advance sustainable urbanisation. The compendium highlights UN-Habitat's projects and tools throughout the migration cycle, emphasising inclusive planning, land tenure, governance structures, and integrated approaches for enhancing urban life.
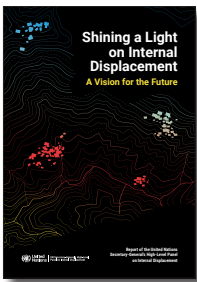
2019 **Shining a Light on Internal Displacement: A Vision for the Future**

addresses the growing internal displacement crisis, which has garnered insufficient international attention despite rising needs. In response, the Secretary-General formed the High-Level Panel on Internal Displacement in October 2019 to tackle this issue, elevate global awareness, and propose actionable recommendations for the UN system, Member States, and other stakeholders. The Panel conducted extensive research and consultations, engaging over 12,500 IDPs and host community members, along with various authorities, organisations, and experts. This resulting report offers recommendations including making solutions a national priority, leveraging political will, involving the whole of society, utilising private sector capacities, ensuring UN accountability, securing international financing, improving displacement data, addressing displacement drivers, and enhancing protection and assistance quality for IDPs and host communities.
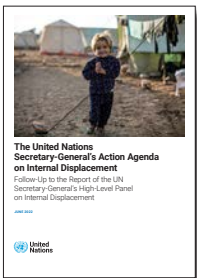
2019 **The United Nations Secretary-General's Action Agenda on Internal Displacement**

addresses the unprecedented rise in the number of internally displaced persons (IDPs) due to conflict, violence, disasters, and climate change and the often protracted nature of this displacement. It builds on the recommendations of the Secretary-General's High-Level Panel on Internal Displacement and sets forth a vision to resolve, prevent, and address internal displacement crises. It outlines three interconnected goals: helping IDPs achieve durable solutions, preventing new displacement crises by addressing root causes, and ensuring effective protection and assistance for those displaced. This agenda emphasises that sustainable solutions require addressing past crises and mitigating future risks, with a focus on human rights and a local, national, and whole-of-government approach.
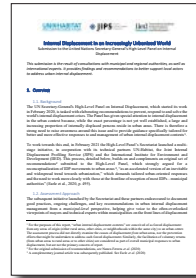
2019 **Internal Displacement in an Increasingly Urbanized World: Challenges and Opportunities**

reflects consultations with municipal authorities and international experts to address urban internal displacement. The report, which was a submission to the United Nations Secretary-General's High-Level Panel on Internal Displacement, acknowledges the rising trend of internal displacement in urban areas and provides insights from consultations with key municipal authorities affected by displacement. It identifies challenges faced by municipal leaders and offers recommendations to improve responses to urban internal displacement. Key findings highlight the need for tailored interventions, better coordination, and increased support for municipal authorities. The report emphasises the importance of understanding urban dynamics and engaging local governments in addressing internal displacement effectively.

2020 **IDPs in towns and cities – working with the realities of internal displacement in an urban world**

provides actionable insights into addressing internal displacement in urban areas. The report, which was a submission to the UN Secretary-General's High-Level Panel on Internal Displacement was the result of a collaboration between IIED, JIPS, and UN-Habitat. Emphasising the rights of Internally Displaced Persons (IDPs) to dignified urban living, the submission calls for a reevaluation of governmental and humanitarian approaches. It highlights the significance of urban environments in supporting IDPs and stresses the need for collaboration between local authorities, humanitarian actors, and development agencies. The document advocates for empowering IDPs as citizens, enhancing the capacity of local governments, integrating urban systems to manage displacement, and fostering synergy between humanitarian and development efforts. It underscores the importance of data-driven strategies to achieve durable solutions and improve the lives of IDPs in urban settings.
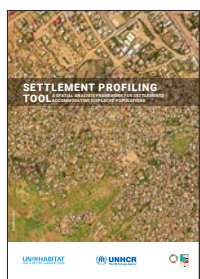
2020 **Settlement Profiling Tool**

developed by UN-Habitat, in collaboration with UNHCR, serves as a guide for creating comprehensive settlement spatial profiles to inform urban development plans in areas affected by migration and displacement. This tool assists local authorities and humanitarian-development actors in gathering and analysing data to establish a common information baseline, enhancing coordination and planning. It is designed to help identify investment priorities and promote sustainable development in humanitarian contexts, particularly those of prolonged displacement. The profiling process provides an overview of the physical, socio-economic, environmental, and policy dynamics within settlements, highlighting development potential and offering strategic recommendations. This tool is particularly relevant for contexts where a Humanitarian-Development-Peace Nexus approach is applicable, ensuring immediate needs are met while facilitating long-term, sustainable solutions.


2020 **Inclusive Cities – Enhancing the positive impacts of urban migration**

represents an overview of one of UN-Habitat's five global flagship initiatives, a programme which supports local and national authorities in managing rapid urban population growth due to migration. The programme aims to harness the positive impacts of urban migration, strengthening social cohesion and increasing access to housing, basic services, and livelihood opportunities for both migrant and host communities. It promotes non-discriminatory policies and human rights, focusing on integrating humanitarian and development activities. The programme uses data-driven, evidence-based approaches to develop innovative, inclusive solutions for urban migration challenges, fostering inclusive urban environments that contribute to sustainable development and the protection of human rights, ensuring cities can effectively integrate and benefit from diverse populations.

2020 **Urban Planning Responses in Post Crisis Contexts**

showcases strategies and insights from the Urban Planning and Design Lab during UN-Habitat's 2014-2019 Strategic Plan. It emphasises the vital role of urban planning in post-crisis scenarios, advocating for a holistic approach that integrates humanitarian and urban planning efforts. The publication outlines ten key strategies, including emphasising the planning process, fostering social cohesion, and aligning with local governance. Additionally, it highlights three typologies of support: settlement profiling, participatory decision-making, and capacity building. Detailed case studies from Haiti, Somalia, Kenya, and Bangladesh illustrate the practical application of these strategies. This comprehensive guide aims to support practitioners in creating sustainable, long-term solutions in post-crisis urban settings.
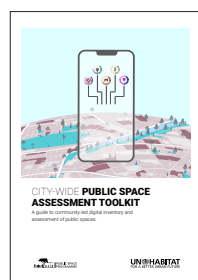
2020 **City-Wide Public Space Assessment Toolkit: A guide to community-led digital inventory and assessment of public spaces**

provides cities and urban practitioners with a structured approach to evaluate their public spaces. This toolkit supports local governments in understanding the state of their public spaces, focusing on network, distribution, accessibility, quantity, and quality. The guide outlines a flexible, participatory framework divided into four parts: pre-field work, data collection and quality check, reporting, and post-assessment. It emphasises the importance of involving communities and stakeholders in developing evidence-based public space strategies and policies. The toolkit also considers regulatory frameworks, urban planning instruments, financing strategies, and institutional structures to ensure the feasibility of recommendations. By following this guide, cities can create comprehensive public space strategies that promote equity, sustainability, and well-being, contributing to the goals of the New Urban Agenda and Agenda 2030.

2021 **The case for treating long-term urban IDPs as city residents**

addresses the persistent issue of internally displaced persons (IDPs) in urban areas, highlighting the need for a paradigm shift in humanitarian and development approaches. Many IDPs, unable or unwilling to return to their original homes, remain in cities where their complex needs often go unmet. This publication argues for viewing long-term IDPs as city residents rather than temporary humanitarian cases. It recommends engaging with municipal authorities to find solutions that benefit both IDPs and host communities. The guide advocates for direct financing to municipalities and flexible programming to tackle protracted urban displacement effectively. Emphasising a multi-level governance approach, the report underscores the importance of integrating IDPs into urban policy to ensure their well-being and the development of inclusive, resilient cities.
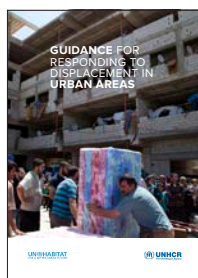
2022 **Guidance for Responding to Displacement in Urban Areas**

provides a comprehensive framework for addressing the complex needs of displaced populations in urban settings. This document, which resulted from a collaboration between UN-Habitat and UNHCR, supports coordinated humanitarian and development efforts, aiming to enhance resilience in cities facing displacement challenges. It underscores the importance of inclusive urban planning, integrating the humanitarian-development-peace nexus, and fostering collaboration among local, national, and international stakeholders. By promoting a multi-faceted understanding of urban dynamics, the guide assists in preparing effective responses, ensuring protection and self-reliance for refugees, IDPs, and other vulnerable groups, while supporting the implementation of the New Urban Agenda and the Global Compact for Refugees.
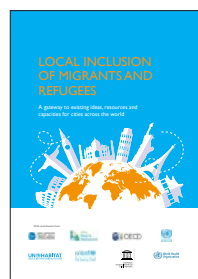
2021 **Local Inclusion of Migrants and Refugees – A gateway to existing ideas, resources and capacities for cities across the world**

is an example-led comprehensive guide that underscores the pivotal role of cities in implementing the Global Compact on Safe, Orderly and Regular Migration (GCM) and the Global Compact for Refugees (GCR), which were adopted by the vast majority of UN Member States in 2018. The report, a collaborative effort by multiple international organisations, provides practical guidance and showcases innovative local approaches to migrant inclusion. Highlighting the commitments made in the Marrakech Mayoral Declaration (MMD), it emphasises the necessity for inter-city collaboration and robust local governance. The document serves as a resource for local authorities, offering tested solutions and strategies to enhance social cohesion, protect rights, and promote the socio-economic integration of migrants, thereby contributing to the broader Sustainable Development Goals (SDGs).
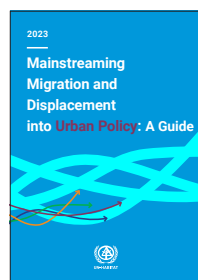
2023 **Mainstreaming Migration and Displacement into Urban Policy: A Guide**

recognises that migration, displacement, and urbanisation are integrally related, emphasising their crucial role in shaping urban growth and the well-being of urban residents. This guide is tailored to assist national, sub-national, and local governments in effectively managing migration and displacement in urban areas by providing a comprehensive pathway with recommendations and actions, spanning from data collection and inclusive planning to fostering collaboration between different levels of government and stakeholders. By adopting a multi-level and inclusive governance approach, involving civil society, international organisations, private sector, academia, and both host and migrant communities, governments can achieve more integrated and effective urban policies, ultimately leading to improved outcomes for cities and their residents, migrant and host communities alike.

APPENDIX B: DETAILED CASE STUDIES

This section presents a selection of expanded case studies from UN-Habitat's portfolio, primarily drawn from ongoing projects of the Planning, Finance, and Economy Section, which focus on applying urban planning principles and implementing public spaces in contexts of urban migration and protracted displacement. These case studies aim to reflect on ongoing operational activities while synthesising the normative recommendations presented throughout this publication to demonstrate their applicability and complementarity.

Each case study includes an overview of the context providing general background and an introduction to the local migration situation. The overview also examines the role of planning and public space in the given context and assesses the relevant policies and institutional capacities at local, regional, and national levels. They then provide a brief overview of the relevant projects undertaken as part of UN-Habitat's ongoing programming while acknowledging that each initiative was still in progress at the time of this publication's writing. The case studies examine how the recommendations presented in this publication have been implemented or utilised in each situation, focusing on either urban planning or public space. Finally, each case study concludes with a brief reflection on the way forward, considering how activities might be adjusted to further promote these recommendations based on the learnings gained during the development of this publication.

The case studies primarily examine three UN-Habitat initiatives, namely:

- The **Urban Planning and Infrastructure in Migration Contexts (UPIMC)** project led by the **Planning for Humanitarian-Development Practice**, with case studies from Jordan (**Case Study 13**) and Cameroon (**Case Study 14**). These studies examine activities focused on improving urban planning, governance, and infrastructure in cities impacted by large-scale influxes of refugees and other displaced people.

- Inclusive public spaces for social and economic inclusion of migrants in border cities across the humanitarian and development nexus, led by the **Global Public Space Programme** (GPSP), with case studies from Brazil (**Case Study 15**) and Lebanon (**Case Study 16**). These case studies, examine the role of public spaces in promoting the integration of urban migrants, strengthening the capacities of local authorities and communities in small and intermediate cities along international borders

- The establishment of an Urban Lab in Ukraine (**Case Study 17**) which responds proactively to the ongoing conflict there with a view toward reconstruction. This case study examines UN-Habitat's role in bringing an urban planning perspective to preliminary discussions surrounding reconstruction and as a key component of responding to the immense displacement resulting from the conflict.

The collection of case studies seeks to synthesise the issues and topics discussed in this publication and demonstrate their role in bridging existing gaps in humanitarian-development-peace-building operations as well as in guiding urban planning and public space development in contexts of migration and displacement. Assembling these case studies as part of the development of this publication has strengthened the contained recommendations and contributed to the development, implementation, and formulation of these ongoing projects while informing the conceptualisation of future programming. Critically, the dialogue created through this exercise ensures continued alignment between UN-Habitat's normative and operational activities. The ongoing exchange has also created opportunities within the organisation for improved coordination between headquarters, regional, country, and field offices and has simultaneously strengthened the organisation's collaboration with other humanitarian and development partners working to address the challenges of migration and displacement in urban areas.

Case Study 13: Urban Planning and Infrastructure in Migration Contexts (UPIMC) in Amman, Jordan

General Background and Migration Context

Amman Governorate, which is Jordan's largest in terms of population, is also home to country's capital city of Amman. Since the governorate is administered by the Greater Amman Municipality (GAM) and Ministry of Local Administration (MoLA), several master plans have been developed for the various municipalities, including the Metropolitan Growth Plan, Amman Resilience Strategy, Amman Green City Action Plan, USAID CITIES Programme, and Amman Climate Action Plan. Yet, municipalities are not empowered to prepare their own master plans and often lack the capacity, including the necessary staff, equipment, and training,

to do so. Legally, they are only able to update their land use plans.

Jordan has a long history of tolerance towards refugees and migrants, having accommodated various flows of refugees from conflicts and wars in the region for decades. Over this time, the city of Amman has played a central role in welcoming new arrivals and, partially a result, has grown rapidly from an area of 2 km² in 1925 to a modern metropolis of 800 km² today.[1] The rapid urban expansion experienced over the last century, especially along primary transport routes, has resulted in growth at the expense of natural areas and other types of land use.

The housing situation of IDPs and refugees in Al Hashmi Al Janoubi neighbourhood in Amman, Jordan (UN-Habitat, 2021)

By 2015, the population within the GAM had reached around 4 million inhabitants.[2] This population growth has emerged out of various factors, including rural-urban migration, concentration of economic activities and services in the capital city, but most importantly, the influx of refugees. Within the city, a full quarter (25%) of the population has refugee status.[3] However, only 1 out of every 7 of the refugees living in the city lives in a refugee camp, while the majority lives in dense overcrowded housing and informal areas around the camps in the central and eastern part of the city.[4] Official and makeshift camps are located within and around Amman, with the majority of the Syrian and Palestinian Refugees living there. Additionally, though, many refugees live together among the local host population in various neighbourhoods.

II. Planning in Jordan and Amman

At a local and national level, planning in Jordan is still in its infancy, with the government demonstrating fairly weak institutional capacity. There is no national urban framework (e.g., a national urban policy) to guide development and coordinate efforts and only a limited number of qualified staff in urban and spatial planning, and a general lack of data on urban development. This, in turn, creates weaknesses at all levels that need to be addressed in order to better direct and streamline development with the goal of achieving a unified national urban vision.

In Amman City, the plans currently being implemented include:

- Metropolitan Growth Plan (MGP)
- Amman Green City Action Plan
- Amman Climate Action Plan
- Amman Resilience Strategy

Most planning falls broadly under the umbrella of the **Metropolitan Growth Plan** (MGP), which identifies primary, limited, and no growth areas, is the main guiding document for the city and provides an overall framework to unite and coordinate all other sub-plans. The MGP, though, was developed in 2008, prior to the arrival of most Syrian refugees, and, as such, does not have any special focus on refugees. According to the GAM, only 20% of the MGP has actually been implemented or partially implemented. Since the MGP is set until 2025, the municipal government authority is currently updating it using selected areas from the GAM's administrative boundaries with the support of the comprehensive planning department and according to instructions from the GAM's council.

The **Amman Green City Action Plan**, released in May 2021, was developed based on the GAM's efforts to improve environmental performance and take a more systematic approach to addressing existing and emerging urban environmental challenges. The plan aims to support the city in identifying, prioritising, and addressing the city's most acute climate change and environmental challenges, including solid and liquid waste management, water management, public transportation, and building energy efficiency. As a result, the city has elaborated on 37 initiatives that are now to be implemented until 2025, based on an intensive stakeholder engagement process.

The **Amman Climate Action Plan** lays out a strategy for creating a carbon neutral Amman while still expanding services and meeting the needs of the rapidly growing city. This inaugural plan sets an interim target of a 40% reduction of greenhouse gas emissions by 2030.

The **Amman Resilience Strategy**, which the city adopted in 2017, outlines the city's plan to cope with its main urban challenges, particularly those compounded by the refugee influx and the effects of climate change. The strategy's action plan was based on five primary pillars, focusing on becoming:

1. Integrated and smart
2. Environmentally proactive
3. Innovative and prosperous
4. Young and equal
5. United and proud

While Jordan has developed and adopted many strategies, policies, and plans that aim to address the growing challenges and inequalities facing its communities, there remains, however, a gap in implementing and enforcing these aspirations in reality on the ground.

Identification of challenges by residents of Al Hashmi Al Janoubi during a visioning workshop in Amman, Jordan (UN-Habitat, 2022)

III. Urban Planning and Infrastructure in Migration Contexts (UPIMC) in Jordan

The **Urban Planning and Infrastructure in Migration Contexts (UPIMC) Programme**, which was initiated by UN-Habitat in 2021, consists of four interlinked components:

1. Spatial analytics and urban profiling
2. Developing a strategic vision and scenario building
3. Defining prioritised infrastructure investments and establishing linkage to financing
4. Contributing to knowledge exchange

In the first component, the UN-Habitat project team developed urban profiles based on a spatially focused cross-sectoral and situational analysis of urban settlements hosting displaced populations. This allowed local stakeholders to gain a comprehensive spatial understanding of the existing situation to form a foundation for decision-making, long-term urban development strategies, and infrastructure investment planning. Based on this spatial analysis, three neighbourhoods were identified as the most vulnerable neighbourhoods in Amman city based on a selection criterion that included refugee presence and access to infrastructure services and public facilities. Following this step, Al Hashmi Al Janoubi neighbourhood was selected in coordination with key stakeholders as a preliminary pilot neighbourhood within which to first undertake the strategic vision and scenario building phase.

IV. Bridge To Recommendations

As previously described, the **Amman Resilience Strategy** actively involved participation, where refugees and other displaced people contributed to

the urban development planning of the city through public participation and annual meetings of the local community at city hall. Yet, greater public participation and engagement in decision-making is still needed during which members of all the different local communities can be included during all stages of the planning process to ensure opinions are frequently gathered and taken into consideration. This gap can be addressed through **Urban Planning Recommendation #3: Develop a local government-led vision to manage population movements and achieve longer-term sustainability** and **Urban Planning Recommendation #4: Pursue inclusive planning and decision-making to foster social integration and cohesion**.

By contrast, the UPIMC programme does include various and frequent participatory meetings with civil society per year. In the same vein, the integration of migrants and refugees in the city is being addressed through the **National Resilience Plan**, the **Jordan Response Plan**, the **Jordan Compact**, and the **Global Compact for Migration**. These plans and policies represent the guiding platform for coordination, planning, advocacy, and fundraising between humanitarian and development partners to respond to the Syrian crisis aiming to meet the immediate needs of Syrian refugees living in cities and camps as well as vulnerable Jordanians affected by the crisis.

In the local context of Jordan, and specifically Amman, the refugees and other migrants coexist with the citizens and share most of the same public facilities, including health, education, and other infrastructure and services. In this way, all residents, regardless of status or origin, benefit from all the available public systems and structures of support in a participatory manner without discrimination. Nevertheless, there is the need to note that, in part as a result, local facilities and services suffer from low quality and limited availability because of overcrowding and high demand. In addition, **Public Space Recommendation #1: Ensure equitable distribution of and access to high-quality public spaces** should complement the already delivered urban services.

In regard to **Urban Planning Recommendation #2: Undertake urban profiling and spatial analysis based on local data and knowledge**, local representatives expressed a need for additional capacity-building in order to efficiently undertake profiling and spatial analytics and to monitor the progress of these activities effectively. Another major challenge is the unavailability of data or the disallowance of forwarding data from other ministries such as the **Department of Statistics** (DOS) and **Royal Jordanian Geographical Centre**. Moreover, the majority of local data has not yet been digitalised and is currently only available on hardcopy.

Local representatives did, however, explain that the current planning processes and mechanisms utilised by the government include the execution, management, and review of strategic planning, urban development planning, administrative planning, socio-economic planning, and local planning activities. In Amman, this includes following the methodology clarified in **Urban Planning Recommendation #1: Use urban and territorial planning as a coordinating tool** and **Urban Planning Recommendation #4: Pursue inclusive planning and decision-making to foster social integration and cohesion**.

V. The Way Forward

Funding remains one of the key areas where there is a need for improvement. Due to the absence or limited nature of long-term funding, particularly that directly linked to the necessity of following up and maintaining a project after it is handed over to national authorities, sustaining any progress made as a result of a given project remains a major challenge. A correlation to this can be drawn from the lack of institutional skills that have been developed and carried forward and ongoing problems related to developing legislation, factors which also further complicate project evaluation and, if necessary, project correction.

Case Study 14: Urban Planning and Infrastructure in Migration Contexts (UPIMC) in Douala, Cameroon

This case study considers an inclusive and multi-scalar participatory community engagement process, in which the UN-Habitat's **Planning for Humanitarian-Development Practice** collaborated with the local UN-Habitat project team in Douala, Cameroon. Based on maintaining a strong presence on the ground, the team has provided technical spatial expertise to the Douala City Council (CUD), the Council of Douala 4 (CAD 4), the Ministry of Housing and Urban Development (MINHDU), and the Ministry of Economy, Planning and Regional Development (MINEPAT) while contributing to strong community ownership of assembled plans. The project has been developed with the goal of exchanging with the CUD, the CAD 4, and its different entities to develop recommended urban planning strategies contextually embedded.

I. General Background and Migration Context

Located at the base of the Gulf of Guinea, Cameroon shares its border with six different countries, making it a major crossroads at the intersection between West Africa and Central Africa. Given its location, the country benefits from a strategic geographic position and attracts many industries along the coast, particularly in the city of Douala, which is considered the country's economic capital. Together, Douala and Yaoundé, the administrative capital, account for nearly 28% of the national population.[5]

Recently, the country has experienced a high rate of urbanisation, disrupting historic demographic and development trends. In this context, 14 new designated

A dirt access road leading to the neighbourhood of Bonassama (UN-Habitat, 2021)

urban municipalities (*communautés urbaines*) have also grown up in the country. Despite the emergence of these new urban centres, though, Yaoundé and Douala are expected to continue their growth. In the coming years, they are expected to expand to host 32% of the country's total population due to the sustained rural exodus and ongoing migration from medium and secondary cities to these primary urban agglomerations, mainly by populations in search of better socio-economic opportunities.[6] In addition to this internal movement, Cameroon has been hosting large numbers of refugees, asylum seekers, and internally displaced persons (IDPs) for more than a decade. The recent internal crises (the Anglophone crisis in Southern Cameroon Regions and Boko Haram in Northern Cameroon Regions) and external conflicts in neighbouring countries (instability in the Central African Republic), coupled with Cameroon's crossroads location, have contributed to the growing number of people of concern residing in Cameroon. As of 2021, it was reported that as many as 4.4 million people living in Cameroon were in need of humanitarian assistance.[7] In September of 2021, UNHCR identified 1,979,486 persons of concern (POCs), including 346,767 refugees, 6,550 asylum seekers, 466,578 returnees, and 1,052,591 internally displaced persons (IDPs).[8]

At the scale of the city of Douala, the subdivisions of Douala 2 and 3 host the highest numbers of refugees and asylum seekers (respectively 4,209 and 3,458 in 2021, according to UNHCR).[9] However, the number of IDPs living in the city is estimated to be almost four times the number of asylum seekers and refugees combined. Douala 4 represents an entry point for displaced persons coming from the North-West and South-West Regions. The Littoral Region hosts a significant number of migrants, with most fleeing from conflicts in their homes in the North-West and South-West Regions.[10] While many IDPs seek refuge in the same subdivision, a significant number of IDPs continue to seek accommodation in the Centre, Littoral, and West Regions.[11]

A majority of the IDPs hosted in Douala have come to the city in search of job opportunities and education. The variations between the different IDP estimation reports, though, suggest the difficulty in monitoring this type of displacement. In fact, many of them may fear official registration which also impacts the availability of certificates of birth and death as well as school registration and vaccine access.[12] Based on these estimations, within the subdivisions of Douala 4, IDPs are estimated to account for between 13,000 (Human Rights Defence Council, 2019)[13] and 20,800 (OCHA, 2019)[14] people.

II. The Socio-Economic Context in Cameroon and Douala

Even though Cameroon profits from a dynamic economy, over 37% of the population was reported to live below the national poverty line in 2014.[15] Of those living below the poverty line, 90% resided in rural areas and most were members of households in the informal agricultural sector, while 69% were concentrated in the country's Northern Regions.[16] This highlights the unequal distribution of wealth and growth across the country.

Despite these challenges, though, Cameroon has many assets and opportunities that could be better leveraged. For instance, Cameroon's young population (with an estimated median age of 18.9 years in 2024)[17] could represent a demographic dividend if the burgeoning working-age population can be gainfully employed and the country can succeed in boosting its savings and investments. In this regard, the challenge will be to develop policies that support human capital accumulation and maintain stable and enabling political and economic environments.[18]

III. Strategy toward IDPs at the national, regional, and local level

Since the 1980s, the government, NGOs, and development organisations have sought to strengthen the recognition of the land rights of marginalised groups. However, due to outdated legal frameworks and given that there are no formal mechanisms for allocating land for housing and cultivation to IDPs in the medium to long term, these initiatives have not been successful so far and real challenges remain.

Currently, IDPs and refugees typically must request land ownership themselves or with the support of traditional owners, traditional leaders, and members of the host population. IDPs may also obtain land through lease or purchase under customary law, but often face difficulties to rent land due to low income levels. Recognising this, some support agencies do step in to lease land for them. In rural areas, some host families or community leaders also allocate land to IDPs to cultivate for a fee or a percentage of the harvest.

The recent decision from the Cameroonian government to reform the current legal framework for land tenure is a great opportunity to mainstream more inclusive provisions for displaced and vulnerable populations.

Wooden "case" housing accommodating IDPs (UN-Habitat, 2021)

For example, Cameroon's Vision for 2035 highlights the priority to improve the management of immigrant flows. The MINEPAT's Recovery and Peace Consolidation Strategy for Northern and East Cameroon (2018- 2022) aims to put in place sustainable solutions for forced displacement, improve local governance and delivery of basic social services; expand socio-economic opportunities and livelihoods, and improve territorial and human security.

However, the current strategy in place does not address the North-West South-West crisis. Similarly, the United Nations Development Assistance Framework for Cameroon (UNDAF 2018-2020) fails to respond to the Anglophone crisis. This can be explained by the fact the project has been implemented in 2016, prior to the riots of 2017. Likewise, OCHA's Multi-Year Humanitarian Response Plan (2017-2020) and the World Bank's Country Partnership Framework for the Period FY17-FY21 do not provide technical, financial, or institutional assistance toward internal displacement challenges. Nevertheless, recently, UN agencies and NGOs developed local interventions, such as the UPIMC programme, to respond to the crisis with the adoption of a participative approach to support local governance.

IV. Planning in Cameroon and Douala

Since the advent of a new national Constitution on 18 January 1996, Cameroon became a decentralised unitary state with the creation of decentralised territorial units, with a constitutional status, including the Regions and the *Communes*.[19] The government's strategic documents, in this respect, became the blueprint for every other plan at the local and regional levels. The Vision 2035, which relies on the National Development Strategy (SDN30), is currently the main urban document implemented at the national scale. Despite the will to harmonise all the urban documents at every scale, in practice, the absence of monitoring and coordination diminish the good agreement and collaboration between the different levels of decision-making, though. This creates a burden on local authorities, such as the CAD 4, in charge of the urban planning of the subdivision, but also the overall urban development of the city of Douala.

The planning process in the CAD 4 is characterised by a strong population participation during data collection with the aim to address the needs of local populations. The subdivision organised field visits to perform a needs assessment, the first step for the further development and implementation of planning documents. However, the participative approach remains restrained at this stage, limiting the inclusion of local populations in decision-making. The different institutions stressed the following main issues in the planning process:

- Availability of financial means for the implementation of urban plans
- The accelerated urban sprawl with the development of metropolitan cities and the construction of the "new cities"
- The rapidly rising population coupled with the arrival of new population (IDPs, migrants)
- Land issues (squatter and informal settlements)
- Social issues (health education, unemployment, and social housing issues)

In this respect, MINEPAT and the CAD 4 expressed the following recommendations to better implement urban planning programmes in the future:

- Integrate old unfinished projects into action plans
- Set up a platform for exchange between the different agencies
- Integrate the key issues mentioned above into the new action plans
- Increase population participation (host communities and IDPs)

Eventually, a better coordination between the different levels of decision-making, institutions and stakeholders would greatly contribute to the improvement of urban planning in Cameroon, including better data and knowledge sharing and better coordination and alignment with the national urban vision in all planning documents.

In 2009, the CUD adopted the **City Development Strategy** (CDS) for the City of Douala and its Metropolitan Area up to 2025. As of today, the CDS is the main urban planning document and outlines four major objectives for the city:

- Improving living conditions
- Positioning Douala as a pilot city on environmental protection
- Enhancing economic competitiveness
- Improving governance

The aim was to develop a strategy with a set of objectives and means to guide the actions of all private and public actors in the future.

In 2012, the Urban Master Plan (PDU 2025) was developed for the City of Douala. Yet, the document is already obsolete and in the process of being updated. The development of the PDU spurred the production of a Land Use Plan (POS) for Douala and specific regulations for each subdivision. The POS delineates and reserves areas zoned for future development under specific land uses categories.

A Communal Development Plan (PCD) for CAD 4 is currently being prepared with funding from the National Participatory Development Plan (PNDP). This document is a strategic plan that presents the subdivision's vision for future development, the objectives to be reached and the measures to be taken to achieve them.

V. Urban Planning and Infrastructure in Migration Contexts (UPIMC) in Cameroon

Since 2021, the Urban Planning and Infrastructure in Migration Contexts (UPIMC) programme has supported the urban development of Cameroon, and is now working on a national urban policy which is proposed to lead to long-term sustainable urban development as part of the UN-Habitat Country Programme Document validated in October 2019. Douala 4 was selected for the first phase of the UPIMC programme in Cameroon. The UPIMC programme aims to contribute to continuous national and international efforts to improve access to services and socio-economic opportunities for displaced populations and the citizens living side-by-side in the selected cities. This goal will be achieved by supporting municipalities with a long-term strategic approach to improve the accessibility of

public services in the neighbourhoods most affected by migration and displacement through bankable infrastructure investments. The adopted planning approaches ensure the integration of a wide spectrum of stakeholders as well as governmental parties such as line ministries and target municipalities. Such an approach aspires to support connecting short-term humanitarian responses with long term development interventions to enable more comprehensive and inclusive interventions.

In Douala, the UPIMC programme started in May 2021 with data collection, initial meetings with the Douala 4 City Council, and multi-scalar and multi-sectoral analyses of the context. Since December 2021, UN-Habitat has been working on several aspects of the programme, in particular the finalisation of the first part of the urban Spatial Profile. The study focused on an analysis at several scales to grasp the context of Cameroon: the national scale, the regional scale, the city of Douala, the Council of Douala 4, and the neighbourhood. The analysis of Douala 4 data enabled the identification of a priority neighbourhood that served as a pilot neighbourhood, called Mambanda. Following the consolidation of the first part of the Spatial Profile, UN-Habitat organised a technical committee on 1 February 2022 with some officials of the council and the representatives from the IDP community of the Mambanda neighbourhood. Following these exchanges, a storyboard was completed and improved by integrating the observations made during sessions with the technical committee. The second stage continued with the work on the strategic vision. By cross-referencing the various data collected, UN-Habitat identified the main challenges and opportunities for Douala 4 and Mambanda. UN-Habitat developed a matrix to assess the priority of the challenges in order to work to address them. In line with this, a charrette was organised on 12 April 2022 to gather and understand the wishes of the inhabitants and the various stakeholders.

IV. Bridge To Recommendations

The CDS aims to establish and validate — through a participative process with local and development stakeholders — a long-term vision for the urban development of the city of Douala and its metropolitan area, coupled with short-term priority actions. The study was implemented through three phases:

1. The diagnostic phase with a publication of a report and a validation workshop
2. The formulation of strategic axes of development
3. The elaboration of the action plan

It has, however, been difficult to implement this methodology in the development of the CDS. In fact, participative approaches are not yet prevalent within the Cameroonian administrative and political context. As a result, the strategy does not necessarily yet reflect the aspirations of all the various actors, and the entire population of the city, as would be preferable. The UPIMC programme aspires to address these gaps by integrating the urban planning recommendations outlined in this guide into the ongoing project activities.

Demonstrating the importance of **Urban Planning Recommendation #1: Use urban and territorial planning as a coordinating tool**, the UPIMC programme is acting as a coordination tool in itself. Participatory workshops have been utilised as a platform to bring together various actors to enable collaboration and coordination, bridging the humanitarian-development divide. This allows for the same level of information on the issues to be addressed. The UPIMC programme, through the collection of data on the ground and the mapping of infrastructure and gaps in the neighbourhoods of Douala 4, will continue to facilitate decision-making by the town hall in the implementation and application of urban planning documents. Eventually, territorial planning used as a coordination tool would benefit the subdivision, facilitating coordination between the different structures with the aim to achieve concomitant objectives.

Furthermore, the different stakeholders have acknowledged the advantages of investing in infrastructure not only for migrants, but for the whole communities. Through the search for external donors for the implementation of mapping projects, the UPIMC programme will also attract the interest of development partners who will be critical to the implementation of communal projects at the local level.

Although the importance of **Urban Planning Recommendation #2: Undertake urban profiling and spatial analysis based on local data and knowledge** has been acknowledged in Cameroon, spatial profiling and analytics remain some of the most challenging techniques to implement in Cameroon due to the scarcity of reliable data, the difficulty to identify IDPs, and outdated data resulting from frequent population movements. As a result, it is difficult to assess and address the needs of IDPs and migrants. However, the benefits are well-understood, as making local data and knowledge available to the general public is likely to attract international funding that has so far been unavailable to the council of Douala 4. UN-Habitat is currently working on implementing a Geoportal with the Douala City Council with the aim to:

- Facilitate data gathering on existing facilities
- Better inform local governments and stakeholders
- Foster collaboration and cooperation
- Improve data accessibility for public and private actors

Aligning with **Urban Planning Recommendation #3: Develop a local government-led vision to manage population movements and achieve longer-term sustainability**, building the planning capacity of local governments to develop a long-term strategy to integrate IDPs and migrants in urban planning is one of the key goals of the UPIMC programme. The MINEPAT has shown that projects that have included citizen participation at the local level have resulted in the production of planning documents such as the PCD at the subdivision level, the PDR in the Regions, and the SND30 at the national level. The planning documents elaborated within the UPIMC programme target and incorporate particular needs of IDPs. Nevertheless, CAD 4 stresses the fact that no action towards IDPs will

Shared IDP housing near Lycée de Mambanda (UN-Habitat, 2021)

be completely effective if they are not first identified, hence the importance of mapping the areas inhabited by IDPs.

In the case of **Urban Planning Recommendation #4: Pursue inclusive planning and decision-making to foster social integration and cohesion**, the current integration of IDPs into decision-making processes in Cameroon varies according to the level of the structure. At the local level, field visits to neighbourhoods and villages allow municipalities to assess their needs. Nevertheless, IDPs are usually not consulted at the higher levels of decision-making processes. The UPIMC programme prioritises a participatory approach at every level (diagnostic, urban profile, strategy and scenarios, action planning) through field visits, charrettes, and consultations.

In alignment with **Urban Planning Recommendation #5: Use planning as a tool to promote local economic development and attract financing and investment**, the UPIMC programme also seeks to create opportunities for IDPs and local community members to participate in the local economy through access to the labour market and other business and economic opportunities. Planning, in this regard, is a tool to support local economic development by providing better access to economic opportunities and developing a matrix of secondary economic centres for instance. The creation of new partnerships and innovative financing mechanisms are likely to foster the development of urban projects and the sustainable urban development of the subdivision.

V. The Way Forward

Based on the UN-Habitat project team's ongoing engagement, the MINHDU and CUD commonly suggested that the country requires support regarding:

- Technical capacity for formulating urban development spatial plans and spatial development frameworks, especially in integrating migrants, IDPs, and refugees into planning processes and the resulting plans
- Urban design and place-making, especially in the planning, design, and implementation of public spaces

- Capital investment planning and financial integration
- Planning for local economic development
- Municipal revenue enhancement and budgeting
- Building resilience and responding to environmental challenges, such as climate change
- Urban governance
- Strengthening capacity for plan implementation

With regard to the hosting of migrants and IDPs, there were five priority areas identified where the CAD 4 requires greatest support:

1. Municipal revenue enhancement and budgeting
2. Participatory planning and budgeting
3. Planning for local economic development
4. Community development
5. Project management

Furthermore, budgeting and funding remain a major challenge in the CAD 4. The UPIMC programme tends to support the subdivision of Douala 4 to enhance and budget its municipal revenue by helping to "prioritis[e] investments by assessing the economic, social and environmental potential and the sustainable impact of the proposed interventions on the city and its communities."[20] This stresses the need of technical assistance to identify IDPs and address their needs (social integration and socio-economic support), as part of the urban profile. In this respect, UN-Habitat has supported the town council of Douala 4 in the recruitment of a GIS expert to strengthen its technical capacity with the aim to develop sustainable urban planning interventions. The implementation of the urban strategy and action plan based on a participatory approach foster the implementation of participatory planning and budgeting, while the creation of partnerships enhances the role of planning for local economic development. Nevertheless, knowledge exchange and capacity sharing are crucial to share and disseminate data with the aim to "enable synergies in intervention strategies and encourage local collaborations,"[21] but also to inform local population of the UPIMC programme, its activities, and urban planning processes in general.

Case Study 15: Inclusive public spaces for social and economic inclusion of migrants in border cities across the HDP Nexus in Brazil

I. General Development Background/Migration Context Of Foz Do Iguazu

Located in the southwest of the state of Paraná, Brazil, the northwestern part of the state of Santa Catarina, Brazil, and in the northeast of the province of Misiones, Argentina, the urban areas of the municipalities of Barracão and Bom Jesus do Sul (Paraná), Dionísio Cerqueira (Santa Catarina), and Bernardo de Irigoyen (Misiones) are small conurbation towns, with land borders, characterised by a diversity of economic, social, and cultural interactions. The four municipalities have a combined total population of around 50,000 inhabitants, 80% of which are urban, and of these, Bernardo de Irigoyen is the most populous with approximately 25,000 inhabitants.[22]

The spatial complexity in this territory is marked in a temporal scale by the geopolitical relations between Argentina and Brazil. Particularly the Arbitral Decision of 1895, mediated by then United States President

Grover Cleveland, which shaped the demarcations of the Argentinian-Brazilian border according to the direction of rainfall[23] and, in the 20th century, by the Contestado War (1912-1916), which established the boundary between the states of Paraná and Santa Catarina, Brazil based on a land dispute that did not take social, economic, or environmental dynamics of the region into consideration. Although they appear to be a single urban tissue, with no physical barriers between the municipalities, the invisible borders in this territorial strip heavily influence in the citizens life due to different currencies, legislations, and governments.

In all historical periods, different movements have always been perceptible in the region according to the services and activities implemented in each municipality, evidencing not only their economic vocations, but also their social vulnerabilities. One example can be seen with health services; in the 1950s, Dionísio Cerqueira and Barracão, in Brazil, implemented some private healthcare facilities, which then attracted

View of the Integration Tourist and Environmental Park, located at the border between Dionísio Cerqueira, Brazil (bottom of image) and Bernardo de Irigoyen, Argentina (top of image) (UN-Habitat, 2022)

Figure 20: Map of the project location in the wider Latin American regional context (UN-Habitat)
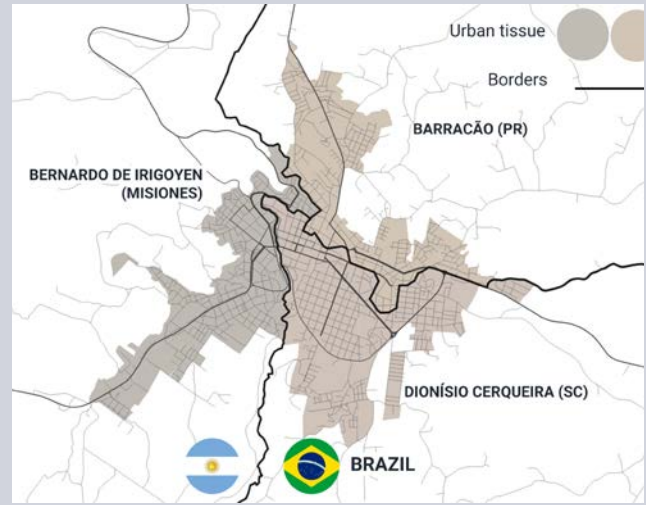

Figure 21: Map of the urban condition and distinct municipalities along the border (UN-Habitat)

a flow of Argentinians from the Misiones Province. Even with the implementation of the Unified Health System (SUS) in Brazil, and the first hospital in Bernardo de Irigoyen in the 1980s, health-related flows are still present, depending on the different medical specialties provided by the different cities in each country.[24] This example highlights the need for integration policies that go beyond the invisible limits of the border. Evidence of the interdependence of these cities were reinforced during the closure of the borders between Brazil and Argentina during the COVID-19 Pandemic in 2020 and 2021, a period described as extremely challenging by the trans-border population.

II. The Role Of Public Spaces In Brazil

In this border region, where Brazilians and Argentinians coexist and there is a very large pendular cross-border movement of people and goods, local facilities and services are affected by financial limitations and low investment, preventing more improvements to public spaces. This severely restricts their ability to function as meaningful places of inclusion and social cohesion between the populations of the two countries and four cities.

Moreover, open public spaces in the region are essential for recreation and to building a sense of community, particularly among the youth, as about 15,000 inhabitants (38%) of the region are under the age of 19 years. In this group, 11,000 young people reside in Bernardo de Irigoyen, Argentina, which also presents more infrastructure fragilities than its neighbouring

cities in Brazil.

Although the absence of physical borders creates the possibility for cooperation across multiple sectors, such as healthcare, mobility, education, and urban planning, there is a need to improve and amplify the policies that promote integrated development and cross-border cooperation between the municipalities. Given the unique character of the region, safe, inclusive, and accessible public spaces for the population from the four municipalities could be an opportunity to create spaces for cultural integration and that might act as meeting places that can benefit local businesses, economic development, and social inclusion.

III. What Has Been Done So Far?

In the early 2000s, Brazil began to strengthen policies for the development of border regions, with an emphasis on the Programme for the Development of the Border Belt (Programa de Promoção do Desenvolvimento da Faixa de Fronteira, or PDFF), the Decree for the Permanent Commission for the Development and Integration of the Border Belt (Comissão Permanente para o Desenvolvimento e a Integração da Faixa de Fronteira, 2010), and the States Border Centers (Núcleos Estaduais de Fronteira, 2016).

On the local scale, the regional Intermunicipal Border Consortium (Consórcio Intermunicial da Fronteira) was created in 2009 as a public autarchy to coordinate cross-border cooperation projects. Among the actions carried out, the Consortium promoted integrated

projects for education, healthcare, and urban development, including proposals related to open public spaces. One of them was the Integration Tourist and Environmental Park, located on the border between the municipalities of Brazil and Argentina, inaugurated in 2012 and intended to act as a meeting place for the populations of both countries, in addition to increasing value in the Peperi-Guaçu River origin.[25]

In 2019, local actors promoted the integration of local universities to deepen the discussion on urban projects for the municipalities. The group included over 400 students from the Architecture and Urbanism and Civil Engineering courses of the Mater Dei Faculty (Pato Branco, Paraná, Brazil), the Catholic University of Santa Fe (Misiones, Argentina) and the National University of the Northeast (Chaco, Argentina). This resulted in the proposition of requalification of public spaces of the four municipalities,[26] although a lack of resources has prevented progress in the execution.

To tackle this, since 2021, UN-Habitat is present in the region with the Urban Connections project, funded by the United Nations Development Account (UNDA), to work at the intersection between open public spaces in the context of borderlands, pendular movements and migration flows, aiming to strengthen the institutional and technical capacities of municipal actors in order to plan and implement public spaces, including the mobilisation of funds to requalify the ones already mapped. The project is based on methodologies developed by UN-Habitat's Global Public Spaces Programme, including a city-wide public spaces assessment conducted to evaluate all the open public spaces (parks, squares, and sports facilities) identified in the urban area under study. In this regard, 32 public open spaces were evaluated in the first half of 2022 on governance (laws, plans, and projects), quantity, distribution throughout the territory, accessibility, uses and users, amenities, greenery, comfort, and safety aspects.[27]

During the assessment, inputs were collected through two questionnaires, the first during field visits in which physical aspects were observed and the second through interviews with people familiar with the dynamics of use of these spaces, such as local administrators, residents from both nationalities, and employees of adjacent commercial establishments. The analysis indicated, among its findings, that more than half of the public spaces of the region are frequented predominantly or exclusively by residents of their own municipality, which may indicate the low attractiveness of some spaces or the difficulty of access by people from other cities (i.e., because they are further away from the borders). The lack of accessible recreation and leisure options was highlighted by many respondents, followed by inadequate waste disposal, as some of the main challenges. Vandalism was reported as the most recurrent anti-social behaviour, which according to informants contributes to the perception of abandonment of some spaces, reducing the attractiveness of use and increasing feelings of environmental discomfort and insecurity.[28]

IV. Bridge To Recommendations

A good public space should be enjoyed by people from all origins, especially by the most vulnerable groups of the population, including migrants. The more diverse the range of activities carried out in a space, the greater its attractiveness and inclusiveness. Moreover, the design of a good public space should include being integrated into its surroundings, being accessible, providing opportunities to promote health and well-being, and possessing physical facilities that support multiple uses. Therefore, to align with **Public Space Recommendation #4: Foster urban stewardship through participatory processes that promote social cohesion and celebrate cultural diversity**, there should be public spaces that are capable of meeting the needs of all the people who live, work, and circulate in a neighbourhood, even if there may be ones that prioritise specific cultural activities and others used to support local commerce, for example. A high-quality network of public spaces will be composed of a collection of spaces that allow multiple uses in diverse areas of the cities, understanding how the vocations of each space contribute to the overall network and complement each other.

For projects in the region aiming to requalify existing public spaces and increase the overall number, it is important to know the needs of the population from all the four municipalities. Forms of communication

Participatory workshops with community members and local authorities (UN-Habitat, 2022)

can be created through social networks and the municipalities' websites, with the support of the local press. A closer dialogue can also occur through participatory workshops in schools or with community organisations, emphasising the diversity of perspectives by nationality, age group, gender and including people with disabilities. The participation of people serves to define the needs, knowing what types of physical facilities the different groups would like to see added, and to identify alternatives to improvement that could be implemented effectively. By knowing the needs and desires of different groups, it is possible to be more assertive in the ownership and, consequently, in the sustainability of these public spaces.

This further supports **Public Space Recommendation #4** by recognising that the inclusion of civil society is fundamental to strengthening the sense of belonging of the community with the place, ensuring that spaces will be used appropriately and well cared for. The appropriation of a public space by the population contributes to the vibrancy of the community's activities and to the conservation of its facilities, as they have

greater chances to become allies in actions related to management and maintenance of the spaces.

In the border region, the municipalities have had collaborative initiatives involving members of service clubs and the Border Trade and Business Association (Ascoagrin). Such entities supported the repair of monuments and street furniture, the planting of trees, the promotion of events, and even the full maintenance of one of the spaces (Ascoagrin Square). Some interviewees also reported residents who have planted trees in a few spaces and who have asked their city hall to insert playgrounds in squares in their neighbourhoods.

In the local context, **Public Space Recommendation #1: Ensure equitable distribution of and access to high-quality public spaces** is also very relevant. Improvements to the network of public spaces may occur through the requalification of existing ones and implementation of new ones. To define which, the dimensions of quantity and distribution, accessibility, amenities, and greenery should be reviewed. For
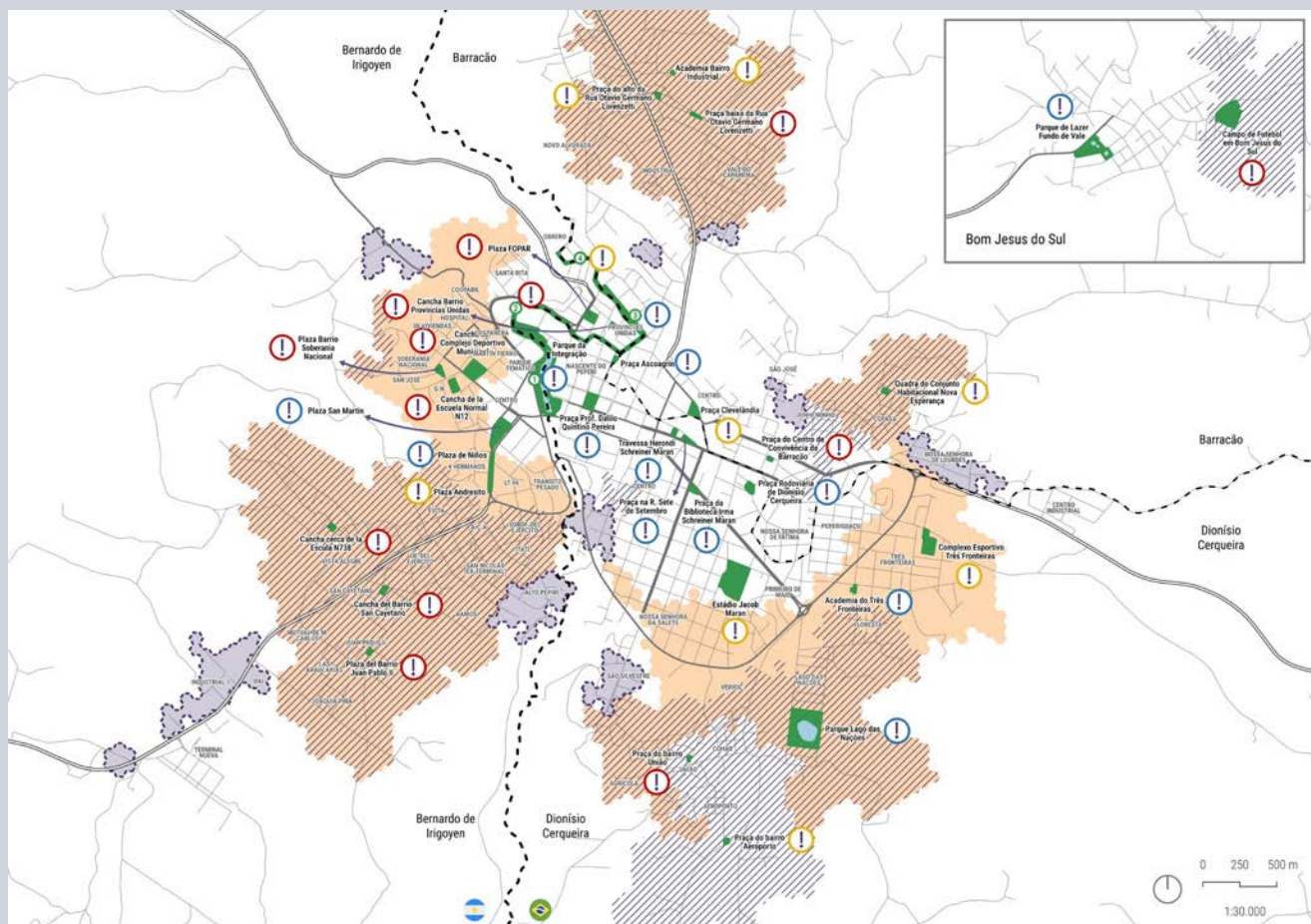
Figure 22: Map summarising recommendations for the public space network based on assessments (UN-Habitat)

Higher need for requalification

Medium need for requalification

Lower need for requalification

Priority areas for new spaces

Area of difficult access to children's recreational facilities

Area of difficult access to sport facilities

requalification, the infrastructure of the existing spaces is prioritised and should include minimum elements. For the creation of new spaces, attention should be given to the portions of the urban area with the highest density and from which it takes the longest time to walk to access a public space.[29]

Observing the various public spaces in the four municipalities of study, their facilities focus on sports activities (courts and fitness facilities) and children's recreation (playgrounds). A complementary analysis connected the dimensions of accessibility (allied to the surrounding road system) and physical facilities to

also identify in which areas it was difficult for residents to walk to spaces that enable them to play sports and recreate their children. The results show that even if some neighbourhoods have public spaces, there is a lack of diversity in their facilities to make them attractive to all groups of people and that accessibility of spaces decreases as it goes further from the centre of the region, which in this case is the invisible border. This has aligned with **Public Space Recommendation #2: Tailor assessments and interventions to the local context** and acknowledges that not all public spaces have the same purpose. A public space network is not well thought out if all the spaces have the same functions and facilities and these do not meet the needs of all the people who use or potentially could use them.[30]

Furthermore, in all four municipalities there are some public spaces associated with institutional buildings, such as the town hall headquarters and the Intermunicipal Border Consortium. There are also

Children modelling public spaces in Barracao, Brazil (UN-Habitat, 2023)

spaces close to or on the same land as community, event, and sports centres. Such relationships strengthen the circulation of people in those areas of the municipalities, stimulating the use and appropriation of the spaces. The movement of people, in turn, supports a sense of urban security. Besides, when well-integrated into the urban fabric, public spaces encourage active mobility and, by doing so, increases population physical activity which ends up having an impact on public health. In this regard, **Public Space Recommendation #5: Support the livelihoods and well-being of migrants** should guide any plan for public spaces improvement.

V. The Way Forward

Many cities from medium to large size have specific municipal bodies for attributions related to the planning, implementation, and maintenance of public spaces. In the case of small municipalities, these responsibilities are usually the responsibility of the departments related to urban planning and construction, as is the case in the region under study here. To ensure that the theme of public spaces is not forgotten amid multiple agendas, it is important that the municipalities work in coordination with each other and with the Inter-municipal Border Consortium, making the best possible use of their human and institutional resources. To achieve agile results, it is necessary to consolidate an action plan with priorities to be addressed within an agreed timeframe.

Joint activities can be projects for new public spaces and will include the search for financial resources from funding agencies and the coordinated engagement of other secretariats and actors to support the implementation of better public spaces. Moreover, the management of a public space reflects on the state of conservation of its physical facilities and the planning of activities that encourage its use and appropriation. It is possible to think of models in which there is cooperation between actors other than the

Interviewing public space users in for city-wide assessment in Barracao, Brazil (UN-Habitat, 2022)

public authority, such as civil society organisations and privately-owned local commercial and service establishments. In addition to multiplying capacities for managing spaces in the city, such models can help to strengthen a community's sense of belonging to the place.

With regards to the walkability and accessibility of the spaces, there is potential for an integrated project between municipalities for the requalification of their pavements, providing elements of universal design, street lighting, urban furniture, and signage. Priority should be given to the streets surrounding the open spaces and those that concentrate the influx of people, such as in commercial areas and near public facilities, focusing on education and health facilities. Since the population density is concentrated along the BR-163 and Route 14, special attention must be given to the urban portion of these roads as they experience heavy vehicle flow, which can cause clashes with the local traffic, generating risks mainly for pedestrians and cyclists.[31]

Regarding public use of parks and plazas, some practices already occur through schools that carry out physical education and recreational activities in some spaces. Extracurricular activities as *gincanas*,[32]

outdoor classes, and artistic interventions by children and young people can also be promoted. The proximity of public spaces to schools represents a potential for activities that integrate learning and recreation, strengthening young people's sense of belonging to the public areas of their cities. Additionally, public health organisations may use the spaces for awareness campaigns within the population, besides encouraging the use by patients who need to undergo treatments that involve physical activities. These are activities that reinforce the sense of cohesion of diverse groups with the city's spaces.

Thinking of local commerce and service establishments, one model that can be stimulated in the region is sponsorship for the promotion of events that express the border's culture through sports, gastronomy, music, etc. Such events attract the circulation of people and end up benefiting local businesses. Another possibility is the implementation of commercial structures or kiosks to host small entrepreneurs, such as artists and food producers (vocations perceived in the municipalities studied). In addition to the role of income generation, the presence of these vendors daily in the spaces increase foot traffic and general activity, which support the perception of safety of the place and can contribute to social cohesion and integration.[33]

Case Study 16: Inclusive public spaces for social and economic inclusion of migrants in border cities across the HDP Nexus in Lebanon

The main objective of the "Urban Connections" project is to strengthen the capacities of local authorities and communities in selected small and intermediate cities near international borders in Western Asia (Lebanon) and Latin America (Brazil) to apply urban planning and design for the inclusion of migrants fostering social cohesion and enhancing cross-border cooperation.

The project's intended outputs include the strengthened capacity of local government in secondary cities in both countries on inclusive and COVID-19 responsive public spaces through increased social cohesion, safety, and local economic development in humanitarian and development contexts (Goal 1). Furthermore, it aims for improved policies, strategies, and plans for the design and management of public spaces, also considering the impacts of COVID-19, that foster increased social and economic development in cities which benefit all

population groups (Goal 2). Another aim of the project represents increased advocacy and knowledge at the global, regional, and country levels of the benefits of safe, accessible, and inclusive public space for social cohesion and local economic development in humanitarian and development contexts (Goal 3).

In Lebanon activities have been focused on creating safe, accessible, and inclusive public spaces for refugee and host populations in three border cities close to the Lebanon-Syria border—Bebnine and Mehamrah in Akkar District, Akkar Governorate and Bar Elias in Zahle District, Bekaa Governorate—that have been significantly impacted by the influx of Syrian refugees, resulting in urban crises and increased tensions. This study case will focus specifically on the area of Bebnine.

Abdeh Port Waterfront, Aabdeh, Lebanon (UN-Habitat, 2022)

Figure 23: Map identifying project locations in Lebanon at national scale (UN-Habitat)

I. General Background and Migration Context

Lebanon continues to host the highest number of displaced per capita and per square kilometre in the world. In October 2021, the Government of Lebanon (GoL) estimated that the country is hosting 1.5 million Syrians who have fled the conflict in Syria, including 844,056 registered as refugees with UNHCR, along with 257,000 Palestinian refugees.[34] The large increase in population has placed public institutions under extreme pressure to deliver basic services to an increasingly high number of vulnerable people. In a context of shrinking national resources, host governments and sub-national authorities including municipalities face challenges providing adequate public space, housing, public services, and jobs to both refugees and their own population.

Located in the North of Lebanon, Akkar Governorate comprises only the single district of Akkar. Bounded on the north by the Lebanese-Syrian border, it is home to 125 municipalities with the city of Halba serving as its administrative centre. Its one-hundred-kilometre border with Syria is lined with 27 villages that have been impacted by the influx of Syrian refugees since 2011. It is populated by a diverse array of religious groups including Sunnis, Alawites, Christians, and Shiites. As of 2019, the population of Akkar was estimated to be 428,600, comprised of 253,200 Lebanese residents,

152,000 Syrian refugees, and 23,400 Palestinian refugees.[35] As population statistics are unavailable for cities and villages in Lebanon unlike at the districts and governorate levels, the population count for the municipality of Bebnine cannot be determined.

Prior to the influx of Syrian refugees in 2011, Syrian communities had already been established in the municipality of Bebnine, located close to Lebanon's northern border with Syria. This proximity, along with many refugees having existing social ties in Lebanon, made the area an ideal location for refugees to settle. Syrian refugees in Bebnine have not settled in refugee camps or informal settlements but have lived within the urban areas and participated in the local economic activities alongside the host communities.

In Bebnine, there is a lack of public spaces that are perceived as safe, accessible, and inclusive for both host and migrant populations. The majority of publicly owned lands have been privately appropriated for the construction of buildings and agricultural activities. To avoid conflicts with citizens benefiting from these informal activities, the municipality has limited its interventions in the mentioned lands, which has had a detrimental effect on public space development. Additionally, local authorities have not prioritised public space design and implementation due to their lack of financial capacities and professional human resources and to the rise of major challenges such as solid waste management, infrastructure repair, and maintenance, and electricity procurement in times of major shortages.

The Abdeh Port Waterfront and the USAID Garden are the two main public spaces in the area. The garden, established in 2009, is currently closed to the public and in desperate need of repairs. The harbour is accessible but offers an unsafe and unwelcoming atmosphere. Both areas require maintenance and revitalisation to become a safe, comfortable, and inviting environments.

II. The Role Of Planning In Lebanon

Over the years, Lebanon has gone through major developments that resulted in positive and negative implications within its urban planning sector. The

City-wide assessment Mehamrah (UN-Habitat, 2022)
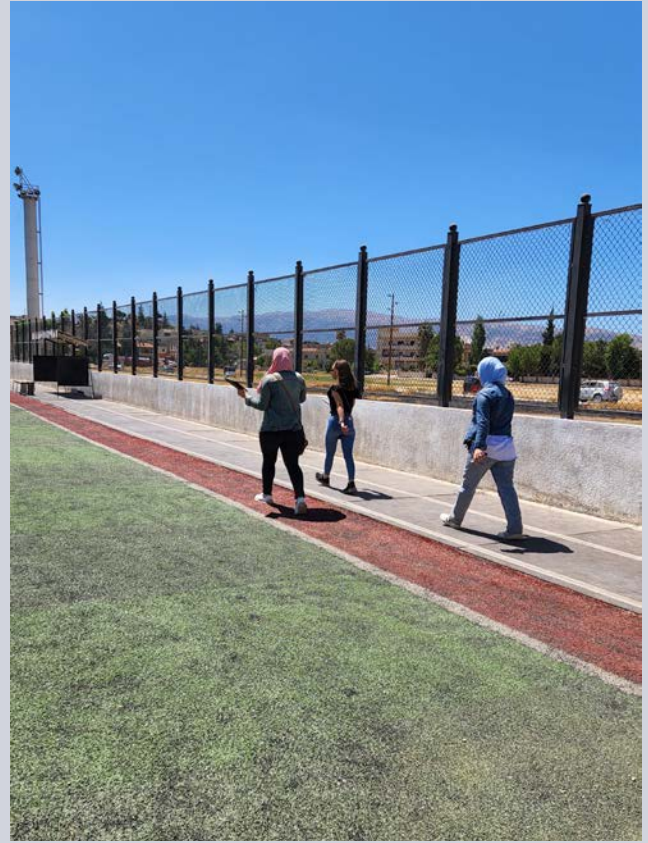
City-wide assessment Bar Elias (UN-Habitat, 2022)

urban planning system had started to change immediately after the Ottoman Era with the French Mandate (1923-1946), prospered remarkably during the Era of President Fouad Chehab (1958-1964), and then deteriorated during the civil war (1975-1990). It has been greatly affected by the French urban planning frameworks and tools and still depends on them to this day.[36]

Historically and up until now, all Lebanese planning frameworks and tools, mainly the Urban Planning Law (Decree 69/1983) and the Building Code (Decree 646/2005), have focused on land, zoning issues, and exploitation ratios. The latter is unified for urban and rural areas and focuses mainly on investment rates and exploitation factors that serve mostly the interests of real estate developers and landowners, disregarding environmental, aesthetics, transportation, and heritage constraints.

Urban planning stakeholders in Lebanon include the local authorities (municipalities and unions of municipalities), the Directorate General of Urban Planning (DGUP),[37] the Higher Council of Urban Planning (HCUP),[38] the Council for Development and Reconstruction (CDR),[39] and other ministries such as the Ministry of Public Works and Transport (MoPW), the Ministry of Environment (MoE), the Ministry of Interior and Municipalities (MoIM), etc.[40]

Given the Municipal Law (Decree 118/1977), local authorities have been granted considerable competences in urban planning. However, many challenges impede their ability to fulfil these duties, including a lack of technical human resources (e.g., engineers, architects, and urban planners), inadequate financial resources, a centralized system that requires approval from the central government before many municipal matters are addressed, an institutional urban planning system with overlapping functions between the DGUP, the CDR, the Order of Engineers and Architects (OEA), and the ministries, among others. Therefore, with regard to urban planning, local authorities are only able to provide a consultative role for master plans imposed by the DGUP, in spite of the fact that the municipal decree establishes that municipalities have legal personality, financial and administrative independence.

The lack of planning, regulations and awareness surrounding the importance of public spaces in Lebanon has resulted in a serious shortage. The Municipal Law makes it clear that the Municipal Council has the authority to develop and manage public spaces for public interest. However, municipalities are often unable to take action to plan, execute and manage public spaces due to technical and financial constraints. Articles 47, 48, and 49 of the Municipal Law outline the responsibilities of municipalities in terms of public space development.

III. What Has Been Done So Far?

With funding from the United Nations Development Account (UNDA), UN-Habitat is working to implement the **Urban Connections** project to improve social and economic development opportunities of migrants and host communities in small and secondary cities near international borders in Lebanon. The project focuses on public space as a catalyst for social cohesion between host and migrant communities and for fostering local economic development by enabling local authorities to provide a safe, beneficial, and upgraded living environment for all. Therefore, activities in Bebnine will focus on promoting safe, accessible, and inclusive public spaces for refugee and host populations.

Though the project is ongoing and not all activities have yet been completed, so far, capacity-development workshops for local authorities and community representatives have been conducted, and a city-wide public space assessment is being finalised and preparatory activities are being undertaken for site-specific public space assessments.

To strengthen the capacity of local governments on inclusive and COVID-19 responsive public spaces for increased social cohesion, safety, and local economic development within the humanitarian

City-wide assessment Bebnine (UN-Habitat, 2022)

context, capacity development workshops were conducted for local authorities and community representatives on best practices and strategies for inclusive, safe, and healthy public spaces while also addressing new socio-economic challenges presented by the COVID-19 Pandemic. Prior and after these workshops, assessments of the participants were conducted regarding their background information and knowledge of public space as well as an evaluation of the workshop's content.

The project, which is based on methodologies developed by UN-Habitat's Global Public Space Programme, has included undertaking a city-wide assessment to evaluate all the open public spaces that have been adapted to the Lebanese context with a focus on migration in a targeted area. Training for UN-Habitat Lebanon staff by the colleagues from headquarters on site-specific assessment and "Block by Block" methodology was undertaken to strengthen these activities. Questionnaires and key informant interviews were prepared and introduced to the Kobo App regarding future enumerators' fieldwork. Preliminary stakeholder mapping to identify main actors as well as landmarks mapping defining in the targeted areas were introduced. To support the different phases of implementation and for consultation, a local coordination group was set in each of the targeted municipalities. While the number and location of open public spaces were determined and validated, a GIS mapping of them were initiated accordingly.

Furthermore, joint meetings with the Brazil project team and headquarters colleagues were held to exchange updates and experiences. Further activities included participation in the 11th Session of the World Urban Forum (WUF11) through a remote presentation on the UNDA project during a hybrid side event titled "Mapping Resilient Communities: Role of Public Spaces."

In Bebnine, 25 open public spaces were assessed for safety, physical facilities, greenery, comfort, and various other dimensions. The surveys assessed the type of public spaces, physical facilities, users, safety, comfort, and green coverage, while key informant interviews evaluated mainly the dynamics of use of the spaces and the safety perceptions of local residents,

people living near the open public space, and those working in the neighbourhoods. In Bebnine, the city-wide assessment data revealed that, out of 25 public spaces, 19 (76%) are empty unused lands. Additionally, respondents in the area reported a lack of safety and accessibility as well as environmental discomfort.

IV. Bridge To Recommendations

In order to gain a comprehensive understanding of the current state of public spaces in Bebnine, a city-wide public space assessment has been conducted to assess the network, distribution, accessibility, quantity, and quality of public spaces. This assessment has allowed the project team to assess the network, distribution, accessibility, quantity, and quality of public spaces in the target areas. Preliminary analysis has demonstrated that, for example, **Public Space Recommendation #1: Ensure equitable distribution of and access to high-quality public spaces** will be particularly relevant to the Lebanese context.

Improving the network of public spaces that responds to the geographic, demographic, and urban reality needs may occur through the rehabilitation of existing public spaces and implementation of new ones that ensure accessibility to everyone, including migrant and host communities. Also, a good public space network will allow multiple uses in the different areas of the city, as the lack of diversity might attract some groups more than others. As data has revealed that most public spaces are empty, unused lands with untouched landscapes (natural meadows), while the rest have not been assessed as good quality public spaces, a requalification of existing public spaces will be prioritised to include necessary elements that increase the quality of spaces for users such as accessibility infrastructure, physical facilities, and green coverage.

As for the creation of new spaces, priority will be given to isolated neighbourhoods with a high population density and from which it is difficult to reach any public space within a period of less than 15 minutes walking, a limit beyond which walking becomes difficult for people with mobility limitations. Also in relation to **Public Space Recommendation #1**, the safety and accessibility dimensions have been similarly evaluated

through both the survey and key informant interviews as part of the city-wide assessment. As the sensation of safety is subjective and can vary between groups, perception of safety have been mainly assessed through key informant interviews by investigating perceptions of safety levels in the public spaces during the day and night, for men, women, and non-Lebanese, also according to the time of the day and day of the week. Data has also been gathered on anti-social or dangerous behaviour occurring in the open public spaces. Furthermore, observations of public spaces have informed on the number of openings (windows, doors, etc.) facing public spaces, the presence of security personnel and closed-circuit television (CCTV) cameras that reinforce visibility from the surroundings and increase safety levels.

Analysis of the city-wide assessment safety data has shown that public spaces are commonly perceived as unsafe. Further analysis will, therefore, focus on identifying factors that influence and compromise the feeling of safety in the open public spaces which will then inform priority interventions to increase the level of safety and well-being of users, ultimately ensuring that all community groups have access to safe public spaces.

USAID Garden (UN-Habitat, 2022)

In local humanitarian contexts like Lebanon that have been significantly impacted by large scale population movements, activities should focus on promoting safe, accessible, and inclusive public spaces for refugee and host populations. In the local context, the host communities have been impacted by the rapid influx of Syrian refugees leading to increased tensions and vulnerabilities. In response, the project focuses on public space as a catalyst for **Public Space Recommendation #4: Foster urban stewardship through participatory processes that promote social cohesion and celebrate cultural diversity**.

While seeking to promote social cohesion between host and migrant communities, these activities also seek to foster economic development by providing spaces that are safe, beneficial, and upgraded to meet the needs of all, including livelihoods and well-being. From an economic perspective, well-designed and well-maintained public spaces in target areas will foster local economic development by enabling local authorities to provide a safe, beneficial, and upgraded living environment for all. This supports **Public Space Recommendation #5: Support the livelihoods and well-being of migrants**, which will also be a very relevant strategy and will provide important benefits to both formal and informal local businesses. This would not only contribute to social cohesion, but also generate livelihood opportunities for vulnerable residents, including Syrian migrants who may have limited options for receiving livelihood support.

While the project aims to improve policies, develop strategies and plans, and enhance local capacity for creating accessible, inclusive, profitable, and safe living environments for refugee and host populations in the targeted areas, **Public Space Recommendation #3: Implement policies that prioritise emergency preparedness and crisis prevention/response** will also be an important strategy for building resilience and self-reliance. In fact, the project will include knowledge sharing and learning activities for local authorities to better understand how strategies can increase urban resilience in humanitarian contexts. Additionally, it will include policy recommendations tailored to the specific local context and the development of a toolkit for enhancing institutional capacity. The project will also strengthen awareness that in humanitarian situations, strategies need to be designed in early stages for long-term solutions, since well-planned and well-managed migration has proven that it can have a long-term positive impact on the social, economic, and cultural development of cities if managed effectively.

V. The Way Forward

As the project in Lebanon remains ongoing, a variety of planned activities are continuing that will mainly focus on completing the analysis of city-wide assessments, setting out recommendations, and further engaging with the community in Bebnine. As a central aim, this will include identifying a public space that has the potential to encourage social cohesion between migrant and host communities and to foster local economic development. Additionally, technical architectural and engineering designs will be generated for the targeted setting using the **Block by Block** methodology to centre participatory engagement and stakeholder involvement.

A major challenge that must be acknowledged, though, is the general deteriorating socio-economic situation in Lebanon which has shifted the focus of local authorities away from long-term urban development projects, such as public spaces, toward responding to and addressing the immediate needs and challenges of both host and migrant communities. As a result, local authorities are likely to lack the funds needed to finance public spaces initiatives in the near term, and thus will be required to seek out alternative sources of funding in order to continue the progress initiated with this project.

Therefore, UN-Habitat will continue to support the municipality of Bebnine to secure the required resources to implement the public space initiatives proposed in the **Urban Connections** project. This assistance will involve identifying potential partners and donors interested in funding and executing the project and its suggested recommendations. In this way, the local authority will be able to effectively carry out the suggested plans and ensure the successful realisation of the proposed public spaces initiatives.

Case Study 17: Kyiv Urban Lab: "Towards Inclusive and Resilient Urban Recovery in Ukraine"

I. General Background and Migration Context

The war in Ukraine started in February 2014 with Russia's annexation of Crimea and escalated through the launch of a full-scale invasion in February 2022. Since October 2022, housing along with social and environmental infrastructure in Ukraine have been targeted with regular shelling which presents humanitarian concerns for millions of civilians, affecting their daily lives.

Ukraine is the second largest country in Europe by territory and the eighth largest by population. Since 1990, its population has been steadily declining, though, from over 51.4 million inhabitants in 1990 to 41.1 million in early 2022, with approximately 70% living in urban areas.[41] Before the war, most of the population was concentrated in and around Kyiv, the capital city, as well as in and around Kharkiv.[42] As of September 2023, more than 6 million Ukrainians were living as refugees in other countries (with a majority of 5,830,500 spread across other European countries) and an additional 5,088,000 people that had been internally displaced within Ukraine.[43] This has caused a rapid acceleration in movement as well as demand for aid and resources, placing a heavy strain on hosting cities in the western part of the country, which were already seeing an influx of people in search for better economic opportunities prior to the start of the war. By February 2023, a year after the full-scale invasion, "nearly half of the population – roughly 18 million people – need[ed] humanitarian aid and protection."[44]

Since 2014, key sectors of the Ukrainian economy have been meaningfully affected by the war and have faced additional challenges to recovery due to the ongoing effects of the COVID-19 Pandemic in 2020 and the Russian invasion in February 2022. Before the war, Ukraine was one of the world's largest agricultural producers and exporters of grain and oilseeds. The total agricultural output in Ukraine is assessed to have been reduced by 25-35% due to the closure of ports, increase in import prices, and massive destruction of land assets caused by the war. This has had ripple effects on global food insecurity,[45] including severe impact in African countries which rely on agricultural produce imports. The Information and Communications

Technology (ICT) sector has suffered the least and is still operating and receiving investment despite the war. The destruction and displacements caused by the war have led to major problems for Ukraine's public finances, though, with the government running a deficit of €5 billion per month, a sizeable amount for the GDP estimate of €160.5 billion in 2022.[46]

Ukraine was already facing a variety of long-standing environmental issues before the war. Historically, the combination of rapid industrialisation, intensive agriculture, and lack of pollution control has led to severe environmental degradation and pollution. Since the full-scale invasion, extensive environmental destruction has occurred, causing further pollution to air, water, and land and degraded nature. In addition to building and munition debris, Ukraine is also severely contaminated in 11 of their 27 regions with landmines and explosive remnants of war from the armed conflict in 2014, a situation that has only worsened with the full-scale invasion in 2022.[47] Asbestos from widespread damage to and destruction of buildings presents another key environmental and health concern which can have a direct impact on citizens.

The impact of the war on biodiversity is still yet to be assessed, but the United Nations Environment Programme (UNEP) has already identified that 20% of all nature conservation areas of Ukraine have been affected by the conflict, either due to the hostilities that took place in natural corridors, or due to the impacts of displaced people finding shelter in conservation areas and inadvertently causing damage to natural habitats with waste and wastewater.[48]

II. Institutional Analysis and Urban Planning Contexts in Ukraine

Despite the decline in population across the country, Ukraine continues to urbanise. The Eastern and Southern regions, highly urbanised at the time of the fall of the Soviet Union, have shown slower urbanisation rates since 2000, with a high concentration of shrinking cities in the Eastern region. Rural populations have migrated to urban areas at greater rates in the Western and Central regions, resulting in greater relative growth of urban production in the West. The World

Bank Urbanization Review of Ukraine establishes a correlation between growing economic activities in Ukrainian cities and lower decline of population.[49] This affects smaller cities (averaging 50,000 inhabitants), which are concentrated in the Eastern and Southern regions and to a lesser extent in the Central region.

Since 2014, Ukraine has pursued a decentralisation reform to enhance regional and municipal development, combat corruption, protect Ukraine's national sovereignty, and increase service delivery to citizens across the country. The reform resulted in the amalgamation of existing municipalities, called *hromadas*, with extended competences, in line with the European Charter of Local-Self Governance, such as healthcare, education, social care, energy/water

access, and public transport.

The reform foresaw the assignment of resources to municipalities to deliver the services related to their new mandate. The resources include the assignment of a 60% share of personal income and property tax. The decentralisation process is still ongoing and has been delayed by the war. In hindsight, the decentralisation reform was considered as a success to support the political, social, and economic development of Ukraine. The smaller, newly formed *hromadas*, still need capacity building support in urban governance and management, seeing as the amalgamation processes were first conducted in an initial voluntary amalgamation procedure which plateaued at about 1,000 Amalgamated Territories and Communities

Destroyed buildings in Borodyanka, Ukraine (UN-Habitat, 2022)

(ATCs) in 2020 and faced considerable resistance from district government. This was eventually followed by a mandatory amalgamation such that local elections could be held across all government units in Ukraine.

An important component of any decentralisation reform concerns the presence of Local Government Associations (LGAs) that can play an important role in advocating for, and supporting capacity-building of, member local governments. There are several LGAs operating at the national level in Ukraine. While the Association of Ukrainian Cities (AUC) has the widest membership and strongest capacity, there are several other LGAs including the Association of Amalgamated Territories and Communities (AATC), the Association of Small Towns of Ukraine (ASTU), and the Ukrainian Association of Rayon and Oblast Councils.

The Russian invasion triggered martial law in Ukraine through a Presidential Decree and enabled the formation of regional military administrations with specific powers and subordination based on regional state administrations. These administrations became responsible for certain powers such as the placement on a contractual basis of orders for production, performance of works required for the territorial community, enterprises, institutions, and organisations; the preparing, approving and amending of a local budget, and ensuring implementation of a current budget; the management of property of communal ownership of the respective territorial community; and the provision of town-planning conditions and restrictions on land development. Decentralisation actors and local governments recognised that, while a certain degree of re-centralisation has been necessary due to the war, it is important to maintain an emphasis on the temporal nature of these provisions to ensure that previous gains in decentralisation will not be reversed.

Before the conflict, a range of tools became available to local authorities to support urban planning processes, particularly within the Law on Regulation of Urban Planning Activities framework. In June 2020, the amendments therein were introduced by Law #711-IX which empowered *hromadas* to develop 'comprehensive development plans' to primarily support land use and spatial planning after amalgamation and 'Integrated Urban Development Concepts' to define their long-term, interdisciplinary, spatial, and socio-economic priorities. In June 2022, Law #2254-IX entered into force, introducing the term 'complex recovery programme' for regions (*oblasts*) and municipalities (*hromadas*) and it authorised regions and municipalities to produce a regional or local programme of restoration of territories respectively. Such documentation defines the main spatial, urban planning, and socio-economic priorities of the restoration policy and includes a set of measures to ensure the restoration of the territory.

Moreover, to apply a wide and comprehensive approach to urban planning and align it with the existing challenges, an Urban Planning Code is being developed.[50] It is supposed to ensure systematisation
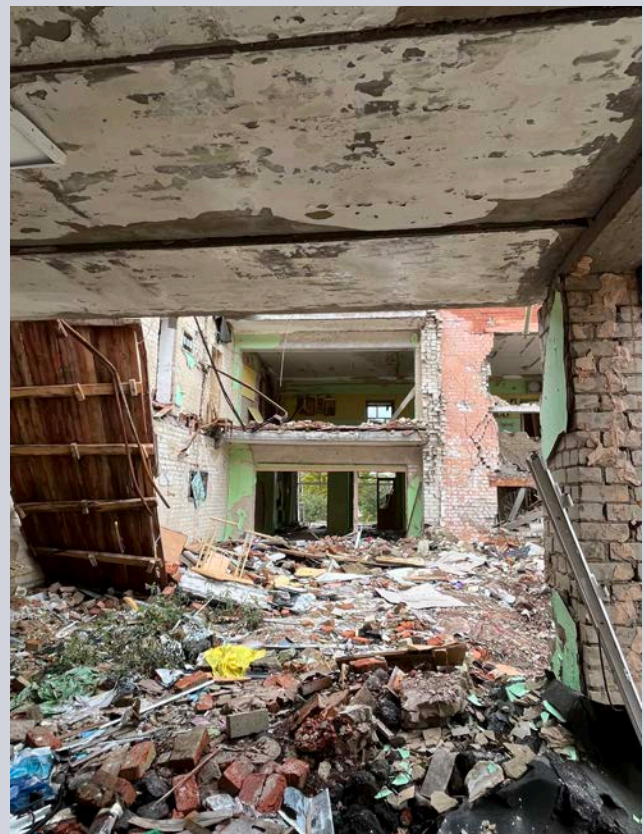
Destroyed school in Chernihiv, Ukraine (UN-Habitat, 2022)

of legislative acts, a fair balance of interests between urban planning subjects, orientation to the best European practices, consideration of the intention for Ukraine's eventual accession to the European Union (EU), as well as the development of urban planning in the process of restoration of Ukraine to create modern, safe, functional, sustainable, ecological, and aesthetic cities and towns.

III. What has been done so far?

Before the full-scale invasion in February 2022, Ukraine adopted several strategic plans to achieve the 2030 Agenda. In 2016, the Ministry of Economic Development and Trade led a national consultation which resulted in the **Sustainable Development Goals: Ukraine National Report**, which provides the baseline and benchmark for Ukraine to achieve the SDGs.[51] In 2021, Ukraine updated its Nationally Determined Contribution (NDC) under the Paris Agreement, to reduce its greenhouse gas emissions by 65% by 2030 from the 1990 levels. This update is part of the **Environmental Security and Climate Change Adaptation Strategy of Ukraine** until 2030 developed with the support of the EU/UNDP EU4Climate project.[52]

In 2022, the Ukrainian Government mobilised more than 20 working groups with the purpose of formulating sectoral components of **Ukraine's National Recovery Plan**.[53] This plan, framed at an overarching level, is a 10-year plan divided into two phases, 2023-2025 and 2026-2032, encompassing 850 wide-ranging projects requiring funding totalling USD $750 billion. Subsequently, regional military administrations developed 'fast recovery plans,' essentially lists of the most urgent prioritised needs at the regional level. The plan has three main objectives:

1. **Resilience** - Improve economic, social, and environmental resilience
2. **Recovery** - Find efficient solutions for the earliest recovery of the crucial economic and social processes, and natural ecosystems
3. **Modernisation and growth** - Develop a modernisation plan to ensure expedited sustainable economic growth and well-being of the people

In 2022, the World Bank, the European Union, and the Government of Ukraine also conducted a first Rapid Damage and Needs Assessment (RDNA1), which stated that the damages across sectors (up to 1 June 2022) were estimated at approximately USD $97 billion, with the most damage-affected sectors being housing (40% of total damage), transport (31%), and commerce and industry (10%), while the most affected *Oblasts* were in the East (Donetska, Luhanska, and Kharkivska), followed by Kyivska and Chernihivska, in the North.[54] A second Rapid Damage and Needs Assessment (RDNA2) was released in March 2023 which estimates the cost of the reconstruction and recovery in Ukraine to have grown to USD $411 billion, 2.5 times the country's estimated GDP in 2022, with the cost expected to stretch over 10 years and require a combination of both public and private funds.[55] The highest estimated needs are in transport (22%) and housing (17%), followed by energy (11%), social protection and livelihoods (10%), explosive hazard management (9%), and agriculture (7%). The largest proportionate increase in damages was in energy, where damage was more than five times greater than in June 2022. The geographic areas with the greatest increase in needs are frontline regions of the war: Donetska, Kharkivska, Luhanska, and Khersonska.[56]

Since the war began, several international actors including UN Agencies, have been situated in Ukraine to provide aid and respond to specific mandates and needs, including FAO, IAEA, ILO, IOM, OCHA, OHCHR, UNDPPA, UNEP, UN Women, and UNAIDS, amongst others.[57] UN-Habitat is no exception - UN-Habitat's **2020-2025 Strategic Plan** Sub-Programme 4, '**Effective Urban Crisis Prevention and Response**,' answers to the work in crisis response and recovery and in managing displacement in urban situations. It aims to bridge the gap between humanitarian and development actors and promotes **Urban Recovery Frameworks** (URF)[58] as a key instrument to ensure more effective urban recovery. UN-Habitat can bring its expertise on several issues, including Housing, Land, and Property (HLP) rights, affordable housing, and economic resilience. Furthermore, the UN Country Team in Ukraine has developed the Transitional Framework 2022-2023,[59] which UN-Habitat also contributed to, in alignment with the objectives of the

2030 Sustainable Development Agenda and to the Government of Ukraine's National Recovery Plan.

As part of its contribution, detailed in UN-Habitat's **Country Programme for Ukraine**, UN-Habitat aims for the sustainable reconstruction of Ukrainian cities through an enabling environment at national level, which includes a set of instruments and policies that guide regional and local governments recovery efforts, linking short term reconstruction needs to longer term resilience solutions. It aims to do so through three outcomes:

- National frameworks, instruments, and capacities are enhanced to underpin the urban recovery efforts in the country.
- An even territorial development, including economic development, is promoted at regional/sub-regional level, through the deployment of expertise and capacities to sustain the recovery efforts of municipalities in the area.
- Selected municipalities have developed inclusive, resilient, and evidence-based recovery plans, that will better inform and support the coordination of reconstruction interventions.

IV. Bridge to Recommendations

The dire conditions in Ukraine described previously along with the highlighted institutional frameworks, all point to strong potential linkages to the recommendations outlined within this publication. The UN-Habitat Country Programme for Ukraine, titled "**Towards Inclusive and Resilient Urban Recovery in Ukraine**," aims to strengthen the humanitarian-development-peace nexus linkages during the recovery, while promoting urban and territorial regeneration towards a more green, resilient, healthy, and inclusive urban future for the towns and cities of Ukraine.

For Ukraine, the need for reconstruction goes beyond the priorities of basic service provision, safety, and social infrastructure, but envisages the potential to "build back better," or "build forward better" as coined by several international actors and agencies. Good urban planning recommendations in recovery encourage holistic principles-based approaches from the stages

of post-crisis to recovery and reconstruction. Within the UN System, the 'three-pronged approach' to urbanisation, which UN-Habitat advocates for and includes 1) a spatial strategy, 2) a legal plan, and 3) a financial and resource plan, are captured within the National Recovery Plan of Ukraine and aligned to the United Nations Transitional Framework for Ukraine[60] which was developed in close consultation with key partners such as the EU, G7, and the international financial institutions.

Following a principles-based approach is, therefore, an important enabler for the proposed interventions to be successful. The planning work conducted by the UN-Habitat Kyiv Urban Lab will be aligned to good planning principles, inspired by the New European Bauhaus, and promote good practices of urban and territorial regeneration and urban development in Europe. This aims to not only improve the quality and culture of living environments in Ukrainian cities, but emphasises the importance of understanding and upholding cultural histories and promoting human-centric design. UN-Habitat's **A New Strategy of Sustainable Neighbourhood Planning: Five Principles** (as elaborated in **Box 5: Planning Principles for compact, integrated, and connected neighbourhoods and cities**) will also inspire the planning recommendations which will be made here.

Ukraine has upheld the role of urban and territorial planning through the establishment of laws and through the strengthening of existing approaches and capacities via the reconstruction of damaged areas. The UN-Habitat Country Programme activities therefore align well with **Urban Planning Recommendation #1: Use urban and territorial planning as a coordinating tool**, where UN-Habitat will provide urban recovery planning support to three to five clusters of *hromadas* that have either undergone destruction or are facing acute service provision pressure due to the high number of displaced people being accommodated and served. At the national level, UN-Habit has formed the Kyiv Urban Lab which will act as a platform with a Ukrainian network of planners in partnership with UNITAC and other agencies to provide this planning support. At the local level, the results and information will be fed into urban data platforms where information can be

Destroyed buildings in Borodyanka, Ukraine (UN-Habitat, 2023)

accessible for all actors and enhance the coordination between local actors and other UN partners.

In fast-changing crisis and displacement contexts, such as in Ukraine, populations seeking shelter often travel beyond and reside outside of their original geographic and political boundaries. Urban planning processes can play a positive role in recovery and reconstruction through a multi-scalar and whole-of-society approach as also promoted by **Urban Planning Recommendation #1**. This can also positively impact and provide tools for governance structures across administrative boundaries, enhancing coalition building amongst actors towards collaborative responses.

In this way, the UN-Habitat Country Programme for Ukraine will address urban recovery across three governmental and geographical scales, with differentiated approaches carried out at each scale:

- **National**: operationalisation of national level frameworks and policies through the establishment of the Urban Recovery Framework, providing institutional support to the Ministry of Restoration, alongside the opening of the Kyiv Urban Lab
- **Regional**: institutional support at regional ministerial offices, capacity building efforts for recovery planning for municipalities
- **Local**: urban profiling exercises, development of urban data platforms, and development and execution of rapid participatory local recovery planning initiatives and strategic urban recovery plans

Across all levels, the Kyiv Urban Lab will be an open collaborative platform that links key Ukrainian networks of planners and urban experts to collaborative teams, incorporating their respective capacities for a coordinated urban planning response.

The Ukraine government has taken a strong leadership role in the overall recovery and reconstruction efforts, developing Ukraine's National Recovery Plan, and participating in the World Bank and European Union Rapid Damage and Needs Assessments over the last two years. The local capacity of governments in urban planning response to support a long-term strategy for civilians is vital and is also one of the key goals of the

UN-Habitat Programme, aligned to **Urban Planning Recommendation #3: Develop a local government-led vision to manage population movements and achieve longer-term sustainability**. Requested by the Ministry for Communities and Territories Development, UN-Habitat will help to develop an Urban Recovery Framework at the national level to complement and strengthen existing policies and approaches to guide and strengthen Ukraine's recovery. This can be achieved through the creation of synergies in multi-level governance, policy coordination and financing, and by adding value through best practices from other contexts. The planning efforts will feed into the government defined requirements set out in the amendments of Law #2254 on Regulation of Urban Planning Activities, and will fully mobilise Ukrainian planning capacity. These activities will ensure cross-learning opportunities for capacity-building through on-the-job training to support the decentralisation process (complementing existing efforts by U-LEAD, USAID, GIZ, etc.), and designing a new curricular for planning with the Ukrainian centres of education via connections to international networks of solidarity. Coordination at the local level will be provided through municipality support units, embedded in either the planned regional offices of the Ministry of Restoration or the regional offices of the Association of Ukrainian Cities.

Complementary to the processes described previously, profiling and spatial analytics at the local level are crucial to inform evidence-based decision-making in the recovery and reconstruction process for Ukraine. This can be addressed by the UN-Habitat Country Programme which will provide dedicated and decentralised technical support to clusters of municipalities on their expertise of urban profiling and data management. These efforts will be overseen by the Kyiv Urban Lab and linked to the planned regional offices of the Ministry of Restoration and/or the regional offices of the Association of Ukrainian Cities. This will ensure the preparation of urban profiles and interlinked urban recovery plans, which will follow directly on **Urban Planning Recommendation #2: Undertake urban profiling and spatial analysis based on local data and knowledge**. Also, the Kyiv Urban Lab will provide ad hoc technical support to partners

to enhance technical capacity in data management, facilitate data gathering, and ensure improved data accessibility for various actors.

To ensure that recovery and reconstruction responses in cities in Ukraine are anchored in and owned by the civilians and communities, it is important that participatory urban planning and decision-making processes are followed at all project stages, such as from data collection and needs and damage assessments in urban profiling stages to the planning processes and prioritisation of interventions. It is herein that **Urban Planning Recommendation #4: Pursue inclusive planning and decision-making to foster social integration and cohesion**, which will be utilised in UN-Habitat's response, will place a strong emphasis on the neighbourhood level, the enabling bottom-up and locally led urban recovery processes, which, in turn support building greater resilience. Special attention will be given to the representation of all members of the communities, including women, youth, elderly, persons with disabilities, the LGBTIQ+ community, and other communities at risk of being marginalised, such as the Roma population. Support to IDPs and returnees cannot be seen as separate from support to the host communities, who will also be included in rapid participatory local recovery planning initiatives which will be based on the specific needs of the selected areas.

Since the full-scale invasion, several international bodies and countries have mobilised resources to help Ukraine meet basic needs and support their long-term reconstruction and recovery plans. For instance, most recently in June 2023, the European Commission proposed a regulation to establish a Ukraine Facility,[61] with three pillars:

1. Support through grants and loans
2. Ukraine Investment Framework
3. Technical assistance

Support under the first pillar will be granted quarterly following request from Ukraine subjected to certain pre-conditions.[62] The second pillar would support Ukraine by providing budgetary guarantees, financial instruments, or blending operations to mobilise public and private investments. It requires Ukraine to prepare and submit to the Commission a "Ukraine Plan" as a guiding framework for implementation, which would play a central role in the Facility and might act a catalyst for other countries, institutions, and third parties to opt in and make additional contributions to the Facility. In the UN-Habitat Country Programme, the urban profiling and recovery planning undertaken will be set up to leverage interventions led by other actors such as the European Commission, including also private sector actors. Capital investment plans will be created for municipalities which would support their identification of financing options and solutions, feeding into these wider proposals. Efforts will also serve to empower local communities to participate in the local economy through access to labour markets and livelihood opportunities. With the war continuing, the extent of support required will only increase and emphasises the importance of **Urban Planning Recommendation #5: Use planning as a tool to promote local economic development and attract financing and investment**.

V. The Way Forward

The situation in Ukraine remains dire on many fronts and has continued to have a wider impact on the world. Food insecurity has continued into 2024, with the future outlook remaining ominous due to a rising threat of famine and higher numbers of related deaths from hunger and malnutrition anticipated. The more recent Russian withdrawal from the Black Sea Grain initiative[63] has only added to these challenges, exacerbating the effects of climate change, already declining humanitarian funding, and other conflicts in some of the world's most climate vulnerable countries. While the UN-Habitat Country Programme for Ukraine, which is closely aligned to the described strategies, is implemented, it will be critical to mitigate, wherever possible, potential risks for disruptions in delivery to ensure a successful outcome, taking into consideration both organisational (internal) and crisis context (external) factors. The management and implementation of the project and embedded components therefore needs to be agile and able to respond to a quickly changing environment.

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Mainstreaming Migration and Displacement in Urban Planning and Public Space Development:

A Survey of Best Practices and Future Recommendations

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