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MIGRANTS' INCLUSION IN CITIES



INNOVATIVE URBAN POLICIES AND PRACTICES



UNESCO and UN-HABITAT would like to express their deep gratitude to the experts, city representatives, city network representatives, UNESCO Chair holders, the UNESCO Centre for Catalonia, NGO's, IOM in New York, and all individuals who provided invaluable contributions to this guide, drafted by two professors of George Washington University, Marie Price and Elizabeth Chacko.

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UNESCO and UN-Habitat would like to express their deep gratitude to the experts, city representatives, city networks representatives, UNESCO Chairs holders, the UNESCO Centre for Catalonia, NGO's, IOM, UNAOC in New York, and all individuals who provided invaluable contributions to this guide, drafted by two professors of the George Washington University, Marie Price and Elizabeth Chacko.

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FOREWORD FROM THE EXECUTIVE-DIRECTOR OF UN-HABITAT

As the global population now tops the 7 billion mark, and as the number of people in our rapidly urbanising world living in towns and cities now surpasses the 50 per cent mark, more and more people are migrating.

Like moths to a flame, most migrants are lured to the bright lights of the city.

How many people will end up in the developing world's growing slums? Will they find jobs, shelter, water electricity, health services? The problem is similar in the north – will all those seeking a better life realize their dreams?

According to the latest United Nations research, the number of migrants has now reached some 1000 million people, representing about 14 percent of the world's population. The impact of international migration on countries of origin, transit and destination is profound. And its pace is accelerating. The increased flows of people across borders from diverse cultural backgrounds gives rise to a number of challenges in both host countries and countries of origin. International migration clearly raises new challenges for urban management.

Whether they are fleeing conflict, disasters, or simply seeking a better life somewhere else, the number people on the move today is greater than ever before.

It is very difficult to stop the movement of so many millions into cities and towns, and this is why urbanization is one of the most powerful and irreversible forces in the world. UN-HABITAT projections show that over 90 per cent of future urban population growth will occur in the cities of Asia and Africa, and to a lesser extent, Latin America and the Caribbean.

Local authorities have little, if any, say over national migration policies. Similarly, they have little capacity to control migratory flows into their cities. Yet it is local authorities who have to deal with the consequences; something that confronts their core mandate of providing housing, services, education and employment.

Like urbanization, migration too is one of the great irreversible forces of our modern world. Yet all too frequently, discussions on how to manage it are steeped in controversy and rancour. This is in part because policy making and coordination at the international, national and municipal level is lacking.

Some countries complain about the brain drain, but there is also the fact that the remittances migrants send home is far larger in financial terms than gross overseas development aid or foreign direct investment. Thus it is a question of striking a balance.

For those at the receiving end, building walls is not the way to deal with migration. Creating economically-sound and labour-sensitive public policies oriented towards a better “living together” is the key to integration. The living city must be an inclusive tolerant place for all irrespective of ethnic origin.

This is what I declared during a press conference for the launching of UN-HABITAT/UNESCO Publication *How to enhance inclusiveness for international migrants in our cities: various stakeholders view* at the Third Congress of United Cities and Local Government in Mexico in November 2010.

Walls are the physical proof of urban segregation and the tangible consequence of the inability to live together in a given city, particularly in border cities. With a view to promoting social urban cohesion, public policies should aim for inclusive cities where difference and human diversity are not only accepted, but celebrated. Indeed it constitutes one of the engines of economic development which ensure prosperity.

It is a fact that cities make countries rich. Countries which are highly urbanized have higher incomes, more stable economies, stronger institutions. They are better able to withstand the volatility of the global economy than countries with less urbanized populations.

UN-HABITAT and UNESCO's common project, *Migrants' Inclusion in Cities: Innovative Urban Policies and Practices* is conceived both within the framework of UNESCO's instruments on cultural diversity and human rights, and as part of UN-HABITAT's new approach to urban planning.

The project aims to promote better integration among migrants and their host communities. Working with local authorities and city professionals, it encourages awareness-raising and capacity-building.

After all it is also a fact, according to United Nations figures that urban economic activities account for well over half of gross national product (GNP) in low income countries, over 70 per cent in middle income countries and still more in high income countries.

And let us always bear in mind that major contributors here are migrants who helped build many of the world's greatest cities. They are the people after all with the courage to pack up and move. This is reason enough for us to make our cities inclusive places able to provide for all.

Instead of buildings walls, we need to build more bridges.

Dr. Joan Clos

Under-Secretary-General of the United Nations and
Executive Director UN-HABITAT



PREFACE FROM THE DEPUTY ASSISTANT GENERAL FOR SOCIAL & HUMAN SCIENCES OF UNESCO

Cities are at the heart of the complex relationships between globalization, the global economy, international migration, and the social incorporation of newcomers in receiving countries. In turn, the presence of migrants in cities challenges the links between people and their local and national administrations. Phenomena such as exclusion, social conflict and poverty raise the urgent need to rethink the articulations of urban spaces with their inhabitants in an era of economic crisis. The issue of migrant inclusion is therefore critical for many cities, and concerns both internal and international migrants. Inclusion does not only mean meeting migrants' basic needs, such as housing, food, or health care, but also creating an urban environment in which civic, social and economic inclusion is understood as essential prerequisites for sustainable urban development.

Since 2009, the Experts Evaluation Committee of UNESCO/UN-HABITAT, working on migrants' inclusion in cities, has identified the following tendencies and stressed their importance: a global drop in remittances, which has an impact on migrants and relatives in sending and receiving societies; a slowdown of migration flows with a slight shift from coastal megacities towards rural areas as well as some return of migrants to their country of origin (though most migrants are choosing to stay in their adopted society); a reduction in job opportunities, especially for migrants, and development of the informal labour market; growing shortfalls in public urban services and infrastructure; housing repossession and foreclosure, exacerbating homelessness and entrenching pre-existing spatial segregation; and, finally, the negative portrayal of migrants by the media that increases feelings of fear and insecurity.

This is why UN-HABITAT, UNESCO and other multilateral and bilateral organizations such as the IOM work with regional, national and international networks of cities, in order to address the significant gaps that exist between "migration policies" on a national level and migrants' urban experiences at the local level. This guide is aimed at those actors working on the frontlines of these challenges: city planners and officials.

As more migrants move to a greater variety of urban destinations, the response of local governments and communities will be increasingly important and complex. Most cities develop a range of responses that can be either accommodating or exclusionary. The main characteristics of today's global urban immigrant destinations include: hyper diversity, which is due to the globalization of mi-

gration and the circulation of migrants through more and different countries, and which creates opportunities and challenges as the intensity of immigrant-led diversity is a key aspect of the current age of migration; competitive cultural exchange, where large and diverse metropolitan centres become cultural assets that can be nurtured and marketed to make cities more competitive globally, along with the creation of distinctive ethnic commercial spaces; new communication tools, such as the Internet and digital mapping, which constitute new tools to promote inclusion and assist professionals in understanding the spaces of inclusion or exclusion; and, finally, permanent temporariness, understood as a consequence of the blurring boundaries between settlers and short-term residents. It is this fluidity of migration streams that makes inclusion a priority, whether a migrant is residing for a year or a lifetime.

International migrants will face increasing difficulties in becoming full participants in the economic, cultural, social and political lives of receiving communities. This is problematic both for migrants and the host population. The various difficulties faced by migrants often include: lack of formal residency rights; lack of political representation; inadequate housing; low-paid, insecure or hazardous work; limited access to state-provided services such as health or education; religious intolerance; discrimination based on race or gender; and social exclusion. In addition, inadequate financial resources and weak technical skills of national and local authorities, as well as limited access to public spaces are all barriers to migrants' smooth and harmonious inclusion. Above all, relationships between migrants and host communities can be antagonistic, or even violent. The positions and strategies adopted by local political leaders are fundamental in fostering responses that are either antagonistic or accommodating to migrants.

It is crucial for local authorities to know how to face the challenges of national immigration policies, and how to fill the gap between national and local governments. How city planners and authorities think about and use the characteristics of each situation will greatly shape urban futures, as well as the futures of urban migrants. This is why UNESCO and UNHABITAT cooperate to sensitize local authorities and improve their knowledge on data and needs relating to migrant communities in their cities.

These are the underlying purposes for developing a tool kit to assist professionals who must manage and govern increasingly diverse cities. The tool kit comprises

this practical guide *Migrants inclusion in cities: innovative urban policies and practices* and a brochure, a website www.unesco.org/shs/urban and experts' publication. Migrant inclusion in cities will become one of the top ten priorities for local authorities in cities of the 21st century. The tool kit will help local authorities answer the following four crucial questions: *Why do cities benefit from the social and spatial inclusion of international migrants? What levels of inclusion are migrants seeking in the cities where they settle? What practices should cities put in place to support the inclusion of migrants? How can city officials and urban dwellers enhance urban rights and citizenship?*

The *Migrants' Inclusion in Cities* guide attempts to provide innovative urban solutions to encourage municipalities to facilitate a dialogue between the mainstream and the minority. Howard Duncan, Director of the Metropolis International project "Diversities" in Ottawa states: *Highly diverse cities will need to ask fundamental questions on how they want to engage immigrant or minority communities, about the roles that they want these communities to play in civic life and in shaping the future of the city, and they will need to do this from a practical point of view, seeking genuinely attainable ways to achieve prosperous, peaceful and appealing cities.*¹

This guide provides practical examples from diverse cities that are working to achieve migrant inclusion, especially of ethnically and racially distinct groups. The examples cover 10 aspects of inclusion: economic, housing, education, public health, public space, gender awareness, and cultural, social, political, and civic engagement. However, it is clear that individual policies often impact several aspects of inclusion; for example, the promotion of an ethnic street fair creates more inclusive public space, generates economic inclusion, and encourages cultural inclusion along with civic participation.

A multitude of organizations are already working on the issue of migrant inclusion and integration in the city. The UNESCO/UN-HABITAT guide describes the key institutions' work and initiatives, and the city networks, involved in this endeavour. The guide also provides indicators, benchmarks, and a glossary that have been used by various networks and cities to gauge migrant inclusion. It offers guidelines to several methodological approaches and exercises for assessing areas of strength and weakness and building institutional and organizational networks to understand the situation of migrants. Finally, this guide highlights success stories and lessons from global cities. It looks into the fine detail of migrants' situations in inter-

¹ Duncan, Howard "Some modern challenges to social inclusion in highly diverse cities" in "How to enhance inclusiveness for international migrants in our Cities" UNESCO/UN-HABITAT Publication, N° 61 in the "Human Settlements and Socio-Cultural environments series".

mediate and smaller localities which will be the primary destinations for migrants in coming years, as pinpointed by UN-HABITAT Global States of Cities 2010/2011. This UNESCO/UN-HABITAT guide is a follow-up to the Copenhagen World Summit for Social Development of 1995 and to the UNDESA/UNESCO/UN-HABITAT Expert Group Meeting in 2007 on *Creating an Inclusive Society: Practical Strategies to Promote Social Integration*. Primarily addressing mayors, municipalities, city professionals and international NGOs which bring together networks and associations of cities and city dwellers, it is our hope that this informative toolkit will contribute to the development of more inclusive cities.

UNESCO and UN-HABITAT led this global collaboration building on a number of earlier initiatives that were focused on addressing challenges that municipalities and local authorities face as the destinations and hosts of waves of global migrants. The research project launched in 2005, *Urban Policies and the Right to the City: Rights, Responsibilities and Citizenship*, provided the foundation for this work. Beside several experts' evaluation meetings, the 5th session of the UN-HABITAT World Urban Forum² held in Rio de Janeiro (Brazil) in March 2010 was an opportunity to showcase UNESCO/ UN-HABITAT activities on the social inclusion and spatial integration of migrants. The 3rd United Cities and Local Governments (UCLG) Congress in Mexico City, in November 2010, enabled UNESCO and UN-HABITAT to benefit from UCLG's knowledge

and municipal support base as well as providing an opportunity for the scientific review of the guide. The UCLG policy paper "For a World of Inclusive Cities" provided initial crucial support and inspiration for this project.

I would like to thank most warmly all the key contributors to the project : in particular, Professors Marie Price and Elizabeth Chacko from George Washington University, USA; international experts of UNESCO Chair in Venice, Professors Marcello Balbo and Giovanna Marconi; International experts of UNESCO Chair in Lyon, Professors Eric Charmes, Fabrice Bardet, Hélène Balazard and Michael Chetry; international experts from UNESCO/UN-HABITAT joint research *Urban policies and the right to the city: rights, responsibilities and citizenship* including Professors Alison Brown, Edesio Fernandez and Mrs Helène Fotopulos from Montréal; representatives of existing city networks ,in particular, *Religions and mediation in urban areas* of UNESCOCAT in Barcelona; representatives of international organizations already working on migrant inclusion including the British Council's OPENCities, the European Programme for Cities, URBACT, the Council of Europe's Intercultural Cities Programme or Cities of Migration, through the Maytree Foundation; city representatives of UNESCO Coalition of Cities against Racism and Discrimination in particular John Reilly of Edmonton Canada; and Cynthia Lacasse from UNESCO National Commission in Canada.

² The World Urban Forum 5 took place from 22 to 26 March 2010 in Rio de Janeiro (Brazil) with the theme of "The right to the city – bridging the urban divide". <http://www.unhabitat.org/content.asp?cid=6491&catid=584&typeid=19&subMenuId=0>

I would also like to express appreciation to colleagues at UN-HABITAT and at UNESCO who made the exceptional effort to create an inter-agency team on Migrants' Inclusion in Cities in cooperation with IOM, the UN Alliance for Civilizations and UCLG.

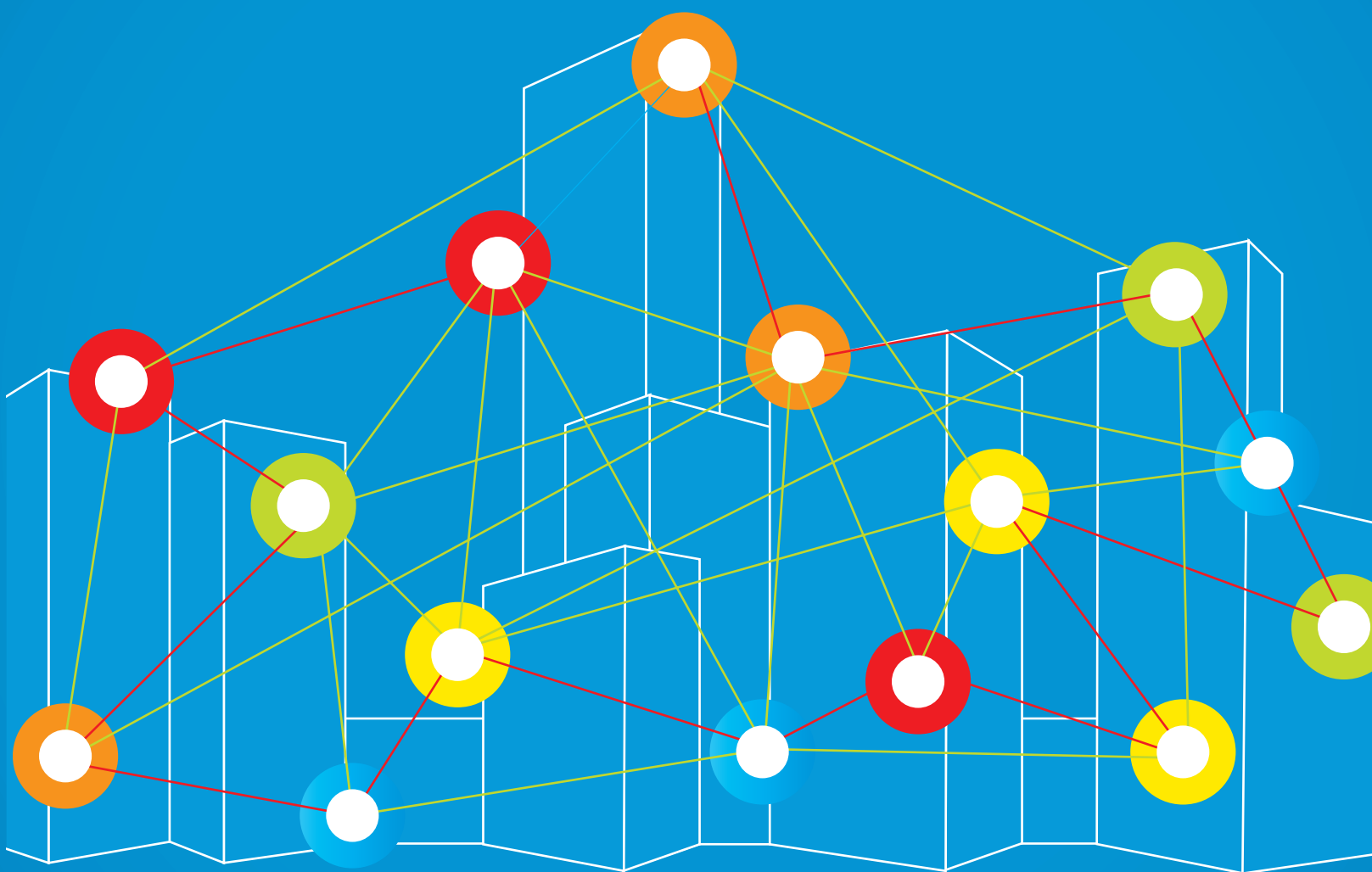
Elizabeth Longworth

Deputy Assistant Director General
Sector of Social and Human Sciences
UNESCO

For UNESCO, this guide will be promoted in a number of ways. It will be pertinent to the regional meetings of UNESCO Coalition of Cities against Racism and Discrimination. It will become one of the research action tools for the MOST Scientific Intergovernmental Programme on Social Sciences at UNESCO that from 2012 will be focused on social inclusion and on the societal impacts of global environmental change. Underpinning all initiatives are UNESCO's normative instruments, such as the 2001 Universal Declaration on Cultural Diversity, the 2003 Convention for the Safeguarding of the Intangible Cultural Heritage and the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions. These normative tools provide universal standards for enhancing urban cultural diversity and promoting the concept of the Cities of Humanities.

This guide is the culmination of excellent collaboration, involving many contributors. We trust it will become a very valuable response to a complex global challenge, providing practical guidelines, while both sensitizing and informing city planners, officials and professionals of the need to be both positive and proactive in building inclusive cities.

THE UNESCO AND UN-HABITAT PROJECT



“International migration pays dividends to sending countries, receiving countries and migrants themselves. In receiving countries, it promotes innovation, boosts economic growth, and enriches social diversity, and it is a boon for public finance.”³

The movement of immigrants, especially to cities, continues to transform urban areas around the world demographically, culturally, politically, and economically. As the preceding quote suggests, new migrants bring benefits such as needed skills, cultural diversity, and entrepreneurship that can boost the economic growth and performance of a city. At the same time, resurgence in anti-immigrant attitudes in recent years cannot be ignored, with high-profile controversial cases evident between urban migrants and host communities, as in the case of terrible events that occurred in July 2011 in Norway. During 2010 alone one can cite attacks against migrants in the city of Rosarno in Southern Italy, the passing of anti-immigrant laws in the U.S. State of Arizona and Roma deportations in France. As this document was drafted, violent attacks against immigrants in Malmo, Sweden and Johannesburg, South Africa also occurred.

The aim of this guide is to suggest positive steps that city planners, public officials, and residents can take to improve migrant inclusion. Inclusive policies are not a luxury, but a necessity as the number and diversity of migrants in cities continue to increase. Academic and international policy discourses relating to international and internal migration explain that such flows will continue as a consequence of globalization; migration flows are therefore “[...] a result of the declining cost of transportation, reduced barriers to trade and business and increased awareness of opportunities through the mass media and communication technologies, migration patterns have undergone a profound transformation in terms of intensification and geographical diversification.”⁴

At the national level, governments increasingly turn to immigration as a strategy to boost economic growth.⁵ Yet, it is abundantly clear that migrant inclusion at the local level does not automatically happen. Instead, it requires the concerted efforts of local officials, long-term residents, and migrants to create inclusive cities. When efforts to include migrants are practiced, evidence suggests that cities function better and are more prosperous. Making this effort, therefore, is a benefit for all residents of the city.

Migration as a global phenomenon is studied internationally, and much debate takes place within national and international policy fora. Nevertheless, the rapidity and the complexity of international migrations’ ebbs and flows leads us to examine how and where migrants live their day-to-day experiences and face the challenges of being both welcomed and resented. It is for this reason that *Migrants’ Inclusion in Cities* shifts the focus of analysis and policy towards cities, towns, or metropolitan areas. It is at this scale where many of the most creative practices for accommodating diverse migrant groups are first developed and amplified. Likewise, it is often in urban spaces where migrant groups experience blatant discrimination or exclusion due to their race, ethnicity, dress, religion, language, gender or skill-level. The injustices experienced by migrants exemplify why migrant inclusion has become a significant, polarizing and highly politicized issue which brings up a multiplicity of questions of not only the scales at which migrant policy should be formulated and implemented but also the ways in which inclusion can be better measured, managed, and encouraged. Indeed, the cases presented and the exercises suggested in this book are offered as a means to build inclusion into the social fabric of the city.

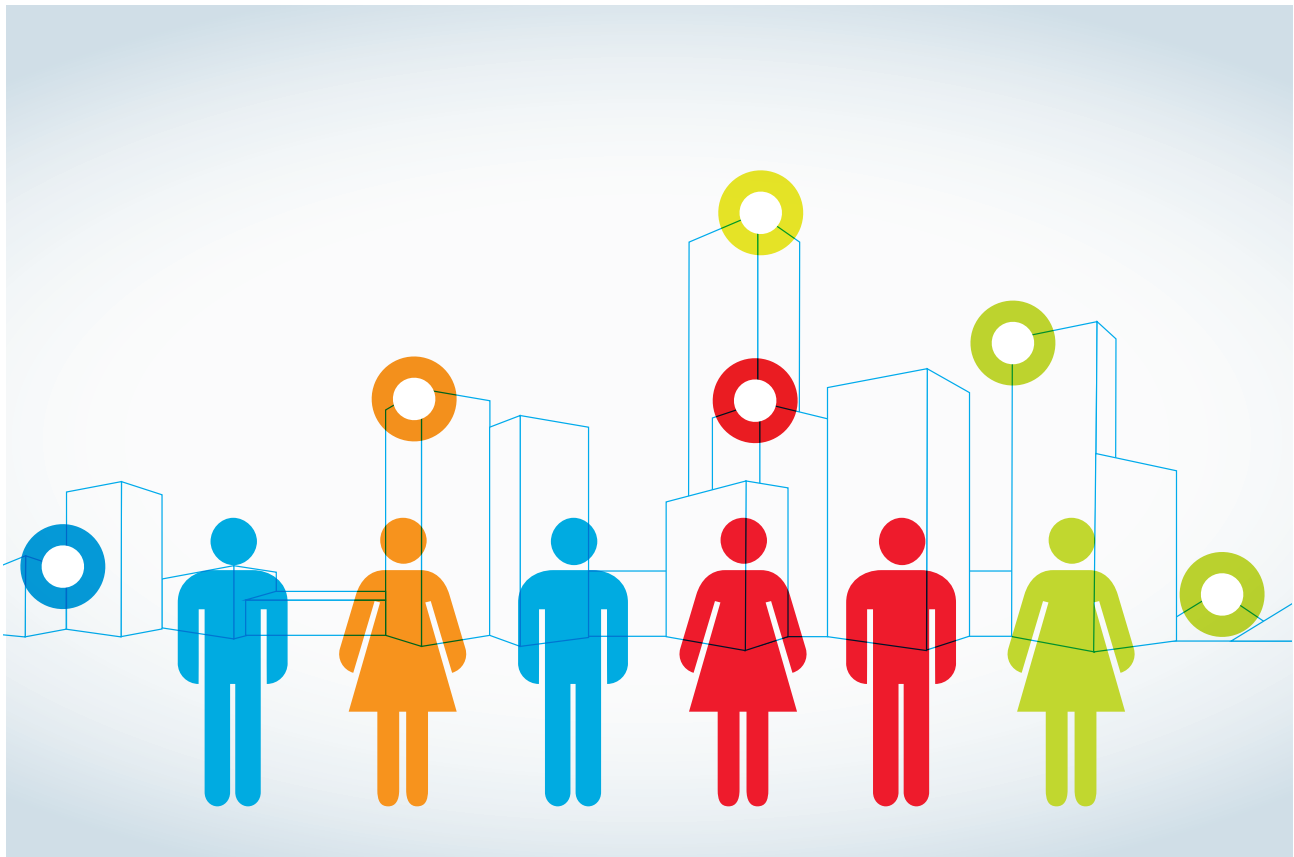
³ Ian Goldin, Geoffrey Cameron and Meera Balarajan. 2011. *Exceptional People; How Migration Shaped Our World and Will Define Our Future*. Princeton University Press, p 5.

⁴ ROLNIK, Raquel “Right to Adequate Housing” Report submitted to the General Assembly of the United Nations, August 2010.

⁵ D. Papademetriou and M. Sumption. 2011. *The Role of Immigration in Fostering Competitiveness in the United States*. Migration Policy Institute, Washington, DC.

The economic and globalizing drivers behind migration have now become commonly accepted. And we can now look at how we can best implement complex urban policies in such a temporally and spatially turbulent context. Both the local (municipalities and city regions) and international community institutions (UN organizations, international city and research networks, academia, civil-society, etc.) offer potentially rich partnerships for the development of tools which can retro-fit urban policies in an attempt to take into consideration the benefits of globalization. National government, although the principal legislators in the area of immigration policy, is not always the most practical level at which to deal with questions of migrant inclusion. At the national level, policy makers often lack specific knowledge, expertise and proximity to the lived experience of migrants and their host communities. At the heart of this project is the idea that the local level serves as the site of lived experience for migrants, while the international community is a vector for expertise in local-to-local as well as local-to-national dialogues.

The pro-active and long-term approach which underpins this project attempts to create a set of open, accessible, and eventually regionally based documents (planned for 2011-2013) which will act as a qualitative guide, an awareness-raising tool, and a vehicle to link various international policy initiatives in the area of migrant inclusion. Ongoing and substantial work regarding migrants in cities has existed for many years in the UN system (IOM, UNHCR, UNDESA, and UNESCO), academia, civil society and elsewhere. This project brings together the interdisciplinary social science perspective on migration in the city from UNESCO, education, science and culture, and expertise of UN-HABITAT.



1.2 GENERAL OBJECTIVES

With this toolkit, **Migrants' Inclusion in Cities: Innovative Urban Policies and Practices**, UNESCO and UN-HABITAT aim to promote and enhance human rights for migrants in cities in cooperation with specialized research networks (Metropolis, Global Cities Indicators Facility, etc), UNESCO chairs and innovative and creative city networks, notably: the British Council's OPENCities Initiative, UCLG's policy paper "For a World of Inclusive Cities," Observatory on Social Inclusion and Agenda 21 for Culture Initiative, the Alliance of Civilizations of the United Nations supported by Spain and Turkey, the Council of Europe's Intercultural Cities project, The Hague process on Refugees and Migration, and Cities for Local Integration Policies (CLIP) and Cities of Migration-Maytree Foundation.

In addition to the emphasis on migrant inclusion, the guide will also examine cross-cutting themes such as urban planning, gender, internal migrants (in Brazil, China, India and South Africa) and the alliance of civilizations at the local level. The challenges that global gateway cities face, as well as small to medium-sized cities, will be taken into account. The project aims to:

- Enhance and underscore the benefits for cities promoting multicultural societies;
- Build an understanding of the issue and emphasize the need to address the challenges of migration and migrants at the urban scale;
- Enhance the research-policy-practice nexus by conveying the results of research-action projects to local decision-makers;
- Support coordination of migration policy between the different levels of government (national, regional and local) and to bridge the gap between research and policy-making at the local level;
- Exchange information and share living practice methodologies on urban inclusive policies and practices for migrants;
- Contribute to international knowledge on social transformations underlying urban development and inclusive public policies to integrate migrants in urban settings;
- Strengthen capacities of local decision-makers through empowerment and awareness-raising to foster the universal human rights of international migrants at the local level;
- Promote and support the building of inclusive cities for migrants and the urban population overall;
- Strengthen rights, responsibilities and the participation of more vulnerable inhabitants, such as migrants, in urban management;
- Balance economic urban development with social cohesion to prevent urban conflicts linked to inter-ethnic or intercultural tensions;
- Inspire other urban actors and community stakeholders to take action.

Bearing in mind the main tasks of local authorities:

- Provide good governance;
- Provide basic services and social care;
- Develop safe communities.

For this, UNESCO and UN-HABITAT developed this toolkit in order to:

- Select good examples of urban policies and practices that promote social inclusion and spatial integration of migrants in cities and build bridges between migrants and host communities;
- Identify inclusive urban policies which enable international migrants to access their civil and political, social, cultural and economic rights and thereby strengthen social cohesion and cultural diversity in cosmopolitan cities;
- Support local governments in shaping effective actions to improve and foster urban inclusive governance for international migrants;
- Clarify notions and concepts of urban inclusiveness to promote a common language.

1.3 EXPECTED OUTPUT

The toolkit aims to promote inclusive policies for international migrants in urban settings by empowering and supporting local authorities in their efforts to create inclusive cities. Created through a collaborative process of international seminars, the toolkit is made up of several components: a booklet, guide, website, training sessions, and regional versions of the toolkit.

1. Booklet for Local Authorities

With the booklet for local authorities, the project aims to raise awareness and empower municipal decision-makers to foster the meaningful inclusion of international migrants at the local level. Easy to disseminate, the short brochure aims to spread recommendations among local authorities on how to enable migrants to access their civil and political, social, cultural and economic rights and responsibilities.

2. Guide for Local Authorities

“Migrants’ Inclusion in Cities: Innovative Urban Policies and Practices” is the anchor document for this toolkit. Through the identification of inclusive urban policies fostering migrants’ rights and socio-economic integration, research results are conveyed through policy-oriented guidelines, empowering local authorities. The guide serves as a background information document for the booklet and provides the global context of international migrants’ inclusion in urban settings as well as the framework of UNESCO, UN-HABITAT and partner UN organizations.



BOOKLET FOR LOCAL
AUTHORITIES

3. The Website (www.unesco.org/shs/urban)

The website provides ready access to materials and links international organizations, bilateral organizations, civil society and cities to provide a “one stop shop” and international reference point for migrant issues in cities.

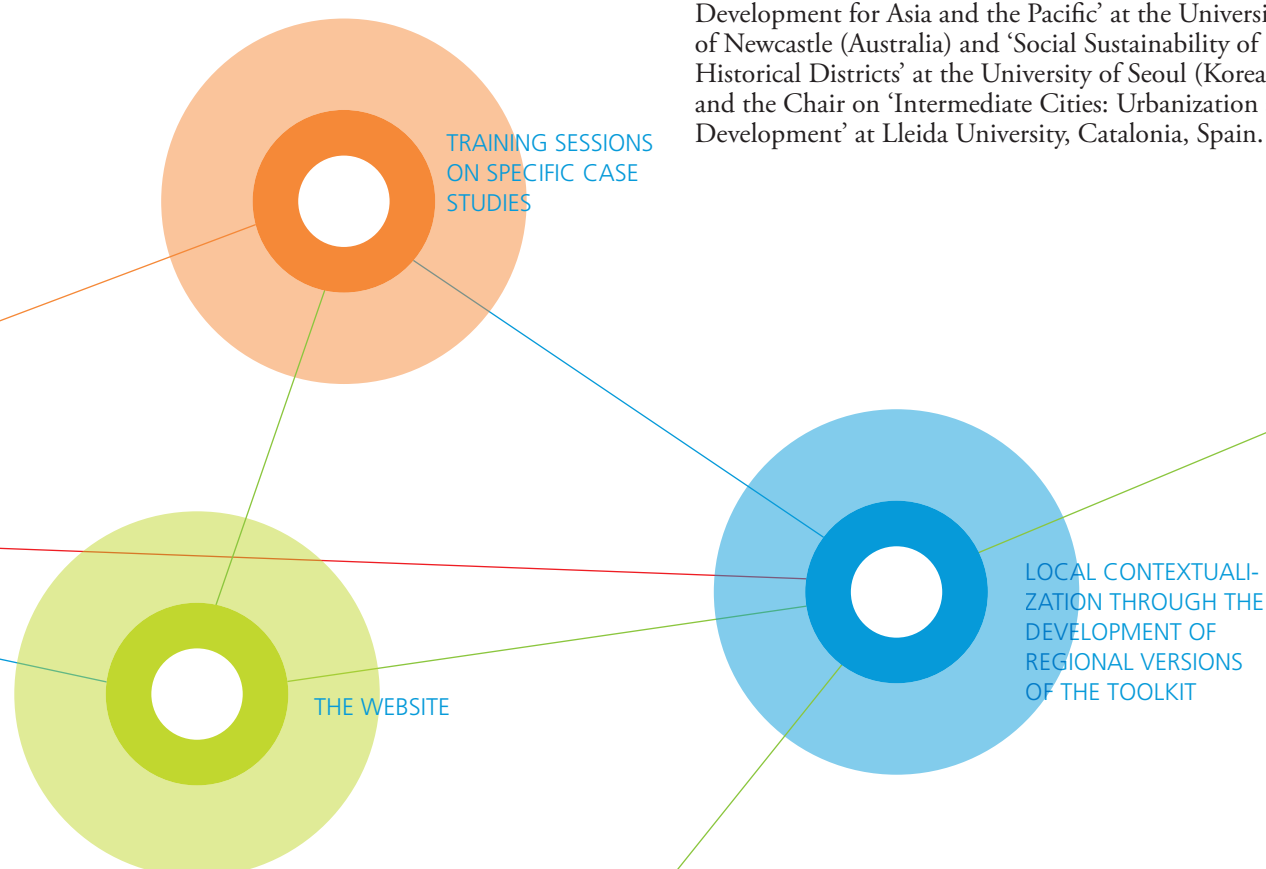
4. Training sessions on specific case studies (2012-2013)

The toolkit will be used as starting point to study specific living practices in the social and spatial inclusion of migrants in a city. During training sessions, cities will exchange experiences in partnership with research networks, universities, regional and international organizations and local policy-makers, and will benefit from collaboration opportunities with other cities. This will strengthen the connections between multiple stakeholders and will facilitate the sharing of information and knowledge between research and policy on the inclusion of migrants in urban settings.

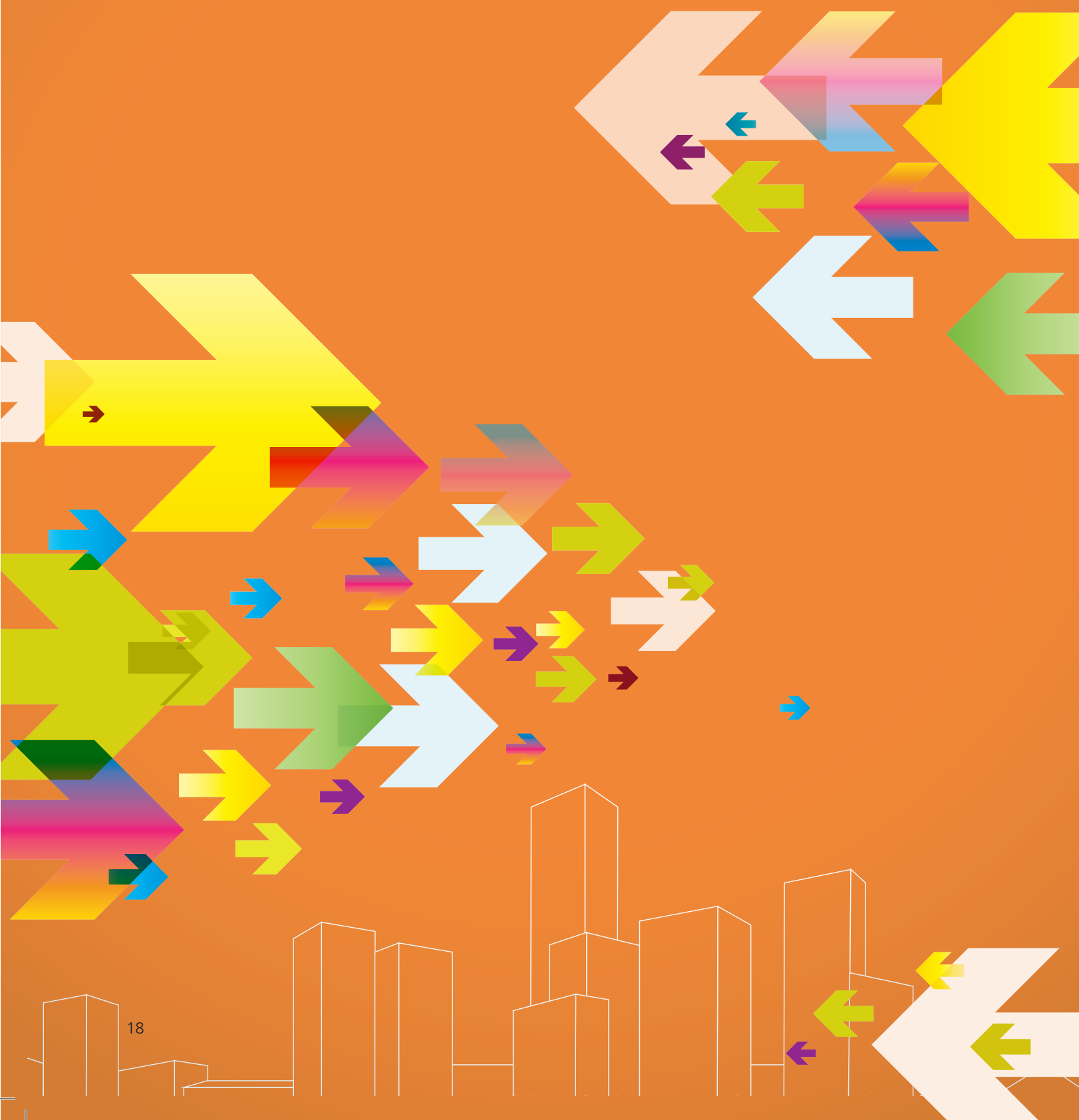
5. Local contextualization through the development of regional versions of the toolkit (2011-2013)

Regional versions of the toolkit for local authorities will be developed in close cooperation with regional experts and the UNESCO regional offices. Through coordination with ISOCARP, a global association of professional planners and UCLG, the best practices from the tool kit can be developed and disseminated among the planning community. The recommendations for policy-makers will be locally adapted according to regional socio-economic, political and cultural contexts.

The toolkit materials resulted from a collaborative process of international seminars in which UNESCO and UN-HABITAT brought together researchers, city-professionals, policy-makers and representatives of regional and international organizations to present, develop, and disseminate the toolkit (2010-2011). The seminars were organized in cooperation with partner cities such as Montreal, Porto Alegre, Barcelona, Lyon, Venice and New Delhi and with various UNESCO Chairs including: ‘Social and Spatial Inclusion of International Migrants: Urban Policies and Practice’ at Venice University (Italy), ‘Urban Policies and Citizenship’ at the University of Lyon (France), ‘Growing Up in Cities’ at Cornell University in New York (US), ‘Landscape and Environmental Design’ at the University of Montreal, ‘Sustainable Urban Development for Asia and the Pacific’ at the University of Newcastle (Australia) and ‘Social Sustainability of Historical Districts’ at the University of Seoul (Korea) and the Chair on ‘Intermediate Cities: Urbanization and Development’ at Lleida University, Catalonia, Spain.



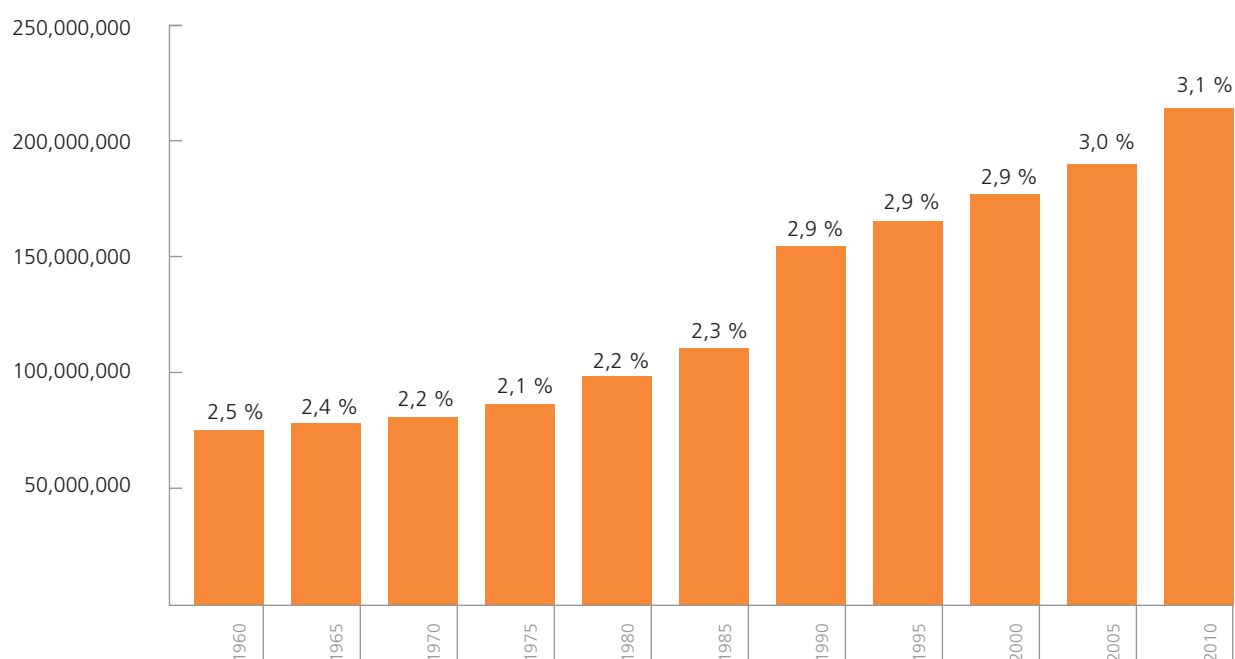
CURRENT GLOBAL TRENDS IN MIGRATION AND URBANIZATION



While globalization has enhanced the free movement of goods, capital and services, it has not removed some of the barriers to the free movement of individuals. Still international migration is increasing, both as a consequence and a driver of globalization. In 2010 the number of immigrants worldwide was 214 million, representing 3.1 percent of the global population. While the proportion of the world's immigrant stock has remained around 3 percent since 1990, the number of immigrants has increased 40 percent between 1990 and 2010 (Figure 1). Many of these new global migrants are the result of political changes in the post-Cold War era, such as the break-up of the Soviet Union and the expansion of the European Union. But the increase in the absolute number of immigrants is also an outgrowth of globalization processes in which wage disparities, global recruitment of labour, and improved telecommunications result in more countries being affected by migratory movements. According to the 2009 UN Human Development Report only 37 percent of international migration in the world is from

developing to developed countries. Most international migration occurs within countries of the same category, that is, migrants moving between developing countries or between developed countries. Only 3 percent of migrants moved from developed countries to developing ones. In terms of gender, nearly half (48 percent) of all international migrants are women, highlighting the necessity of paying attention to gender differences when analyzing these international flows.⁶

FIGURE 1.1
The Number and Proportion of International Migrants in the World.



Fuente: Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat, *Trends in Total Migration, Stock: The 2010 Revision*

6 UNDP (2009), *Human Development Report Overcoming barriers: Human mobility and development*, UNDP, p. 21, 25.

Given that the global population is 7 billion, very few of the world's people are international migrants. Many more, however, are internal migrants who often travel great distances and experience many of the benefits and uncertainties that international migrants encounter. Conservative estimates from the UN Development Programme suggest that there are currently 740 million internal migrants who have crossed major zonal demarcations within their countries and typically settle in cities.⁷ In countries as diverse as China, Brazil and India, internal migrants experience problems of inclusion and exclusion, not unlike those experienced by international migrants. Moreover, when internal migrants are added with international ones, then migration is a significant livelihood strategy for one-in-seven of the world's people.

"While the movements of people across borders have shaped states and societies since time immemorial, what is distinctive in recent years is their global scope, their centrality to domestic and international politics and their enormous economic and social consequences."⁸ In 2010, three-quarters of the world's international migrants settled in Asia (55.6 million), Europe (49.6 million) and North America (50 million). By comparison Latin America and the Caribbean (7.5 million), Oceania (6 million) and Africa (19.3 million) attracted far fewer immigrants.⁹ Thus, migration is a global concern but migrants settle in highly uneven patterns.

The Gulf Cooperation Council (GCC) countries of Qatar, Kuwait, and United Arab Emirates have earned the distinction of being highly dependent upon foreign-born labour with immigrants accounting for 70 percent or more of the total population. And even in the neighbouring states such as Saudi Arabia and Oman immigrants make up nearly 30 percent of the total population.¹⁰ Similarly, in countries such as Gabon, Kazakhstan, Canada and New Zealand, roughly 20 percent or one-in-five of the total population are of immigrant origin. By comparison, in the United States immigrants represent about 12.5 percent of the total population even though numerically the U.S. has more immigrants than any other country.

1.1 MIGRANTS AND CITIES

The unevenness of immigrant settlement patterns becomes more striking when the scale of analysis shifts to cities. Cities are 'magnets of hope' for people and since 2007 more the half of the world's people live in them. Migrants head towards cities based on the belief that in cities they will find better prospects in terms of income and support networks. Furthermore, large cities are generally the point of entry ("Gateway Cities") to the host country and serve as information centres.¹¹ Generally, people migrate to cities for economic reasons and perceived better living conditions, but they may also end up in cities as a result of civil and political unrest, war or natural disasters. In Asia, Africa and Latin America approximately 40 percent of urban growth is caused by internal migration from rural to urban areas.

Globalization, the growth of cities and the global movement of people are increasingly interrelated processes. Global cities, in particular, are the command and control centres of global capital and the destinations for a wide range of highly specialized and low-skilled migrant labourers. Figure 2 compares the proportion of immigrants in 13 global cities with their national percentage of foreign-born. In nearly every case the percentage of immigrants in cities or metropolitan areas is far greater than the national percentage. In Toronto, a city with over 2 million foreign-born residents, immigrants represent 45 percent of the metropolitan area's population while the percentage of foreign-born in Canada is around 18 percent. In Madrid, a city that experienced a dramatic rise in immigration in the last two decades, nearly 15 percent of the metropolitan area's population is foreign born whereas the national figure is less than 10 percent. Even in countries such as Brazil, which has a relatively small foreign-born population, the proportion of immigrants in São Paulo is four times the national level.

Urban dwellers are estimated to grow to 4.9 billion in the year 2030, reaching 60 percent of the world population.¹² Unprecedented urban growth poses fundamental challenges to local authorities, changing the scale and scope of urban projects and exacerbating polarities.¹³ Recent trends (UN-HABITAT 2010-11 Global Report on Cities) demonstrate that medium and smaller cities will be the principal destinations for migrants in the coming years. Local authorities are therefore seeking ways to

⁷ UNDP (2009), *Human Development Report Overcoming barriers: Human mobility and development*, UNDP, p. 21.

⁸ Castles and Miller (2003), *Age of Migration* p2.

⁹ UNDP (2009), *Human Development Report Overcoming barriers: Human mobility and development*, UNDP, p. 30.

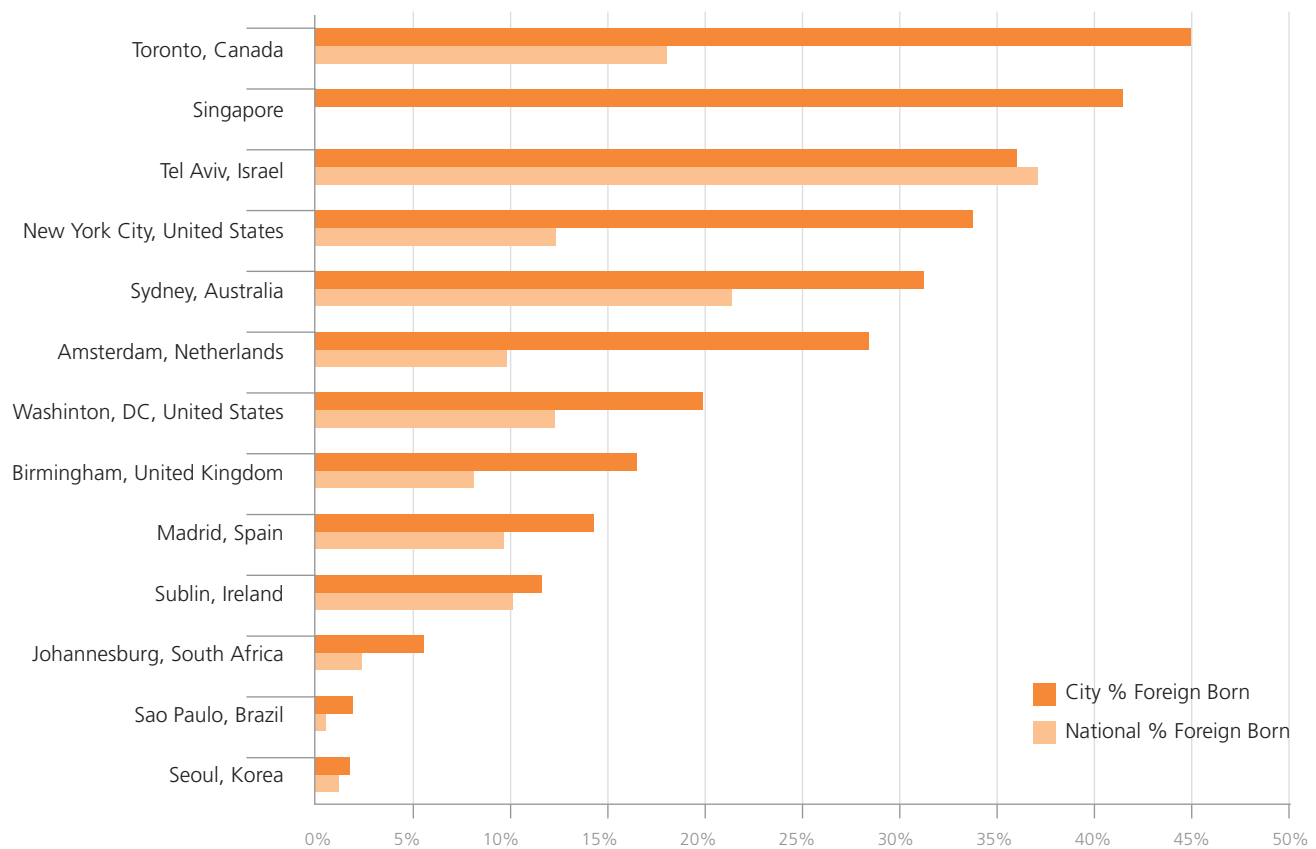
¹⁰ United Nations. (2008) *Trends in International Stock: The 2008 Revision*.

¹¹ BALBO M. (2009), *Immigration policies or migration policies?*, in: *SHSviews* 24, UNESCO, p. 29.

¹² UNDESA (2006), *World Urbanization Prospects: The 2005 Revision. Executive Summary*, United Nations Department of Economic and Social Affairs, Population Division, p. 1.

¹³ UN-HABITAT 2010/2011 *Global Report on Cities*.

FIGURE 1.2
A Comparison of the Percentage of Immigrants in Global Cities
with National Immigrant Percentages.



Source: Country Census or Administrative Data on Foreign Born 2000 - 2009

strengthen the fight against poverty and social exclusion, and to create flourishing environments where cities can remain as centres of harmony, progress, and innovation and urban residents have full access to the opportunities of city life.¹⁴ Moreover, cities face many socio-economic and environmental challenges which are influencing and intensifying the processes of migration and urbanization.

The responses to these phenomena are uneven; there is often a gap between national level migration policies and the resources available to local municipalities to accommodate new migrants and respond to the reactions of host populations. Some major immigrant destinations such as Toronto, Sydney and New York City have entrenched governmental and non-governmental institutions with tremendous experience in handling newcomers. Other cities such as Dublin or Seoul have had relatively little experience with immigrants and have to create institutional structures of reception from the ground up.

14 BROWN A. & KRISTIANSEN A. (2009), *Urban Policies and the Right to the City: Rights, Responsibilities and Citizenship*. UNESCO, p. 9

1.2 GLOBALIZATION AND CITIES: DRIVERS AND OUTCOMES OF URBAN MIGRATION

"Globalization takes place in the virtual space of financial flows and the likewise elusive production of space of the industrial assembly system. Instead, the presence of international migrants turns globalization into a very tangible and visible phenomenon which is circumscribed in very identifiable areas".¹⁵

The flows of goods, capital and people throughout the world have increased throughout the 20th Century, with international communication methods making individuals more aware of the disparities in living standards and the opportunities that might lay beyond national boundaries. In a global age, a migrant from rural Bolivia might consider various employment options beyond her provincial boundaries. She might move to a secondary city such as Cochabamba to work in the service sector, or she could rely upon labour recruiters to secure employment in a garment factory in Buenos Aires, Argentina. There may even be the option of employment in Barcelona, Spain, to care for children or the elderly. Similarly, a Filipino man might leave his rural home to work as a mariner on an ocean-going freighter, or he could seek employment in a GCC country working in the oil industry. If he has a technically oriented college degree he may secure an H-1B visa and work in the United States for a computer company.

In the above examples, mobility is part of a complex decision tree that is dependent upon multiple variables. Some of these variables are shaped by the decisions of individuals, others are shaped by macro-structures that can be both historical and contemporary. At the most basic level, as suggested in neo-classical economics, wage differentials inspire people to move. Thus the perceived opportunity of earning more in one place than another is definitely a factor in migration. So too is labour market segmentation, meaning that certain groups of people by ethnicity, gender or country of origin become associated with particular types of jobs. For immigrants moving from developing to developed countries, many of these jobs are low-skilled and considered one of the 3Ds - dirty, dangerous or demeaning. Yet labour market segmentation also happens among the highly skilled such as software engineers or medical professionals. Recruitment through international organizations knowledgeable about labour demands and visa policies, is also a critical way in which migration chains form.

Most migrants who risk the expense of international migration usually do so knowing that they have a job waiting for them or family to assist them. And lastly, most migrants rely upon social networks that are often transnational to receive and share information about employment, family, or day-to-day survival practices.

People often leave home with the intent of sending money back through remittances. For many countries, remittances are a vital source of "new capital" and a critical component of what is referred to as the development-migration nexus.¹⁶

"There is a constellation of urban immigrant gateways that links millions of immigrants to scores of cities around the world. As global migration patterns intensify and diversify, and as more migrants move to cities, the established models of urban immigrant settlement and assimilation can no longer adequately explain new social, economic and political spaces being created in a wide range of immigrant destinations."¹⁷

One way to appreciate the range of immigrant destinations is to map the world's largest urban immigrant gateways. Figure 3 shows large metropolitan areas (with over 1 million residents) that have immigrant populations of 100,000 or more people. There are 109 cities shown on this map. Nineteen of these cities have over 1 million foreign born residents. Forty-two cities have between 250,000 and 1 million immigrants. The rest have more than 100,000 but less than 250,000. The three insert maps show important world regions with large numbers of immigrants in their cities; these regions are North America, Europe and the Middle East. Yet every region has an immigrant gateway.¹⁸ If one were to map cities with over one million migrants (including internal flows) all the large cities of the developing world would be included. The cities in Figure 3 are important immigrant destinations, and most of these localities would also be considered global cities.

The "Global City" thesis, which has gained much faith since the 1990s, presents cities as the key actors and centres within these flows of capital and labour. Saskia Sassen's seminal thesis "The Global City" (1991) and more recent research projects such as Peter Taylor's World City Network (2004) have attempted to measure the ways in which cities have been at once the drivers and the victims of this process. Sassen emphasizes the heightened social polarization that occurs in global cities. With migrants being drawn towards these centres from national and regional hinterlands, and the in-

¹⁵ BALBO, Marcello "Social and Spatial Inclusion of International Migrants: Local Responses to a Global Process" SSIIIM Paper Series N°1, October 2009.

¹⁶ SAMERS, M. (2010) Migration Routledge, London. pp 80-85.

¹⁷ PRICE, M and BENTON-SHORT, L. (2008) Migrants to the Metropolis: The Rise of Immigrant Gateway Cities. Syracuse University Press. p 23.

¹⁸ This figure is based on official country census reports over a range of years from 2000 to 2010. Not all countries count their foreign-born at the urban level, hence the foreign-born in Chinese, Indian and many African cities cannot be mapped at this scale.

FIGURE 1.3 - Large Metropolitan Areas with more than 100,000 Immigrants



Source: Modified from M. Price and L. Benton-Short, 2008, *Migrants to the Metropolis: The Rise of Immigrant Gateway Cities*, Syracuse University Press.

creased connectivity between cities and international migrant diasporas, cities must be examined as both push and pull sites. Migrants are often working either as part of an international workforce in “Upper Circuit” professional positions in international metropolises or as part of a mass migrant “Lower Circuit” workforce which has the role of catering for a “Transnational Capitalist Class” within these same urban areas.¹⁹ This guide aims to garner success stories and lessons learned from global cities, and aims to look at the finer grain of migrants’ situations in intermediate and smaller localities as well, which are the primary destinations for migrants in coming years and a key audience for this toolkit.

With the right local leadership and foresight, newer destinations may have some advantages over more established ones. Sociologists Mary Waters and Tomas Jimenez make the case (at least for the U.S.) that even though newer migrant destinations may not have the institutional networks that build and support migrant communities, they also lack the immigration history of established localities which means that “the place of immigrants in the class, racial and ethnic hierarchies is less crystallized and immigrants may thus have more freedom to define their position.”²⁰

¹⁹ SKLAIR, L. (2001) *The Transnational Capitalist Class*. Blackwell: Oxford.

²⁰ WATERS, M. and JIMENEZ, T. (2005) “Assessing Immigrant Assimilation: New Empirical and Theoretical Challenges” *Annual Review of Sociology* 31, p. 117

This is an important time to act as the current international financial and economic crisis is having an impact on migration and urbanization patterns around the world. The crisis is of a global and structural nature, but its impact and harsh reality is also felt on local levels as resources are cut and employment opportunities decline. The long-term impacts of the international financial and economic crisis on migration and urbanization are still not clear, but the following tendencies have been noted:

- A drop in remittances globally, with variations depending on the region, having an impact on migrants and relatives in sending and receiving societies.
- A slowdown of migration flows, and a slight shift from coastal megacities towards rural areas as well as some return of migrants to their country of origin. Though most migrants are choosing to stay in their adopted society.²¹
- Reduced job opportunities are noted, especially for migrants from vulnerable groups, and informalization of labour markets is on the rise.
- Growing shortfalls in public urban services and infrastructure are noted.
- Increasing negative public opinion and scapegoating of migrants for the effects of the economic crisis is a major concern.
- Housing repossession and foreclosure is exacerbating homelessness and entrenching pre-existing spatial segregation.

Before addressing the particular responses of cities to immigrants, the following section addresses similar concerns that nations and their metropolitan areas face when confronting internal migration. Examples will come from the developing world: Brazil, China, India and South Africa.

1.3 LARGE-SCALE INTERNAL MIGRATION IN DEVELOPING CITIES

Not all urban areas are experiencing growth, but those that are growing are often recipients of new migrants, either from within their country or from abroad. There are similarities between internal and international migrants with regards to their impact upon cities. Internal migrants move across administrative boundaries (a province, state, metropolitan area or county) but stay within their national borders. In the developing world today one of the most common internal migration flows is from rural areas to cities. In this section the dynamics of internal migration to cities will be briefly discussed for China, Brazil, India and South Africa. Migration in these countries is turning large cities into megacities (metropolitan areas of more than 10 million people). Because of linguistic diversity, domestic policies to control population movements, and provincial differences in income and development, the move from a rural district to a megacity can be extremely challenging.

Internal migrants can travel great distances and experience some of the same cultural and political discord that international migrants experience. Internal migrants, for example, often face language barriers. India has vast linguistic diversity with 22 official languages. While Hindi is the mostly widely spoken language, there is tremendous regional variation. Thus a migrant from the state of Andhra Pradesh who speaks Telugu would not understand Marathi, the dominant language of Maharashtra State where the city of Mumbai is located. Similarly, a Chinese internal migrant from Jiangxi who spoke Gan would have trouble understanding the Cantonese widely used in Guangdong province. In China, however, Mandarin is increasingly becoming the dominant spoken form of Chinese such that some of the linguistic diversity of southern China is eroding.

Political barriers to inclusion are also an issue for some internal migrants. In South Africa one of the legacies of apartheid (the government-imposed system of racial segregation that lasted until 1994) was that access to cities was controlled. Migrants needed permission to leave rural territories and could only be lodged in certain areas of the city, called townships. This system is no longer in place but its legacy is still visible in the urban patterns of settlement. China continues to have a highly restrictive internal migration policy; internal migration to some areas is officially encouraged, especially in Western China, but migration to the booming coastal cities is controlled through the hukou system. Despite these controls, China has millions of unauthorized internal migrants living in its rapidly growing cities.

²¹ BBC WORLD SERVICE/ MIGRATION POLICY INSTITUTE (2009), *Migration and the Global Recession report*, BBC/ MPI.

Perhaps the greatest challenge for cities facing a substantial inflow of internal migrants is housing. Unable to create the affordable housing that new migrants need, newcomers construct their own housing, often squatting on undesirable lands or locations such as garbage dumps. In the large cities of Brazil as many as one-third of urban residents live in informal self-built housing found in squatter settlements. Rio de Janeiro's favelas--informal settlements built by the poor on the steep hillsides of the city--are a visible reminder of how migrants create their own means of inclusion. Similarly, in the large cities of India internal migrants create vast neighbourhoods of informal housing where thousands of people reside. The poorest of the poor do not even have a shelter but sleep on the sidewalks. In Latin America, where squatter settlements have been a common feature of cities for more than 50 years, some of the older neighbourhoods have seen steady improvements in the quality of the housing and access to infrastructure (electricity, piped water, sewage, and improved roads.) Thus informal housing can improve over time and become better incorporated into the planned areas of the city.

1.3.1 CHINESE INTERNAL MIGRANTS

The scale of today's internal migration flows in China is unmatched. China is now nearly half urban, something that was unthinkable 20 years ago. The movement of Chinese, mostly from rural provinces to the industrialized cities of the south-eastern coast, has produced one of the largest migration streams in history. Estimates vary, but about 200 million Chinese citizens live outside of their areas of registration, which means they are internal migrants. To put this in perspective, that figure is nearly equal to the total number of international migrants in the world today.

Migrants are moving to the largest cities of China such as Beijing, Shanghai and Guangzhou, but also to mid-size cities all over China such as Shenzhen or Chengdu. Some internal migrants stay within their provinces and consequently do not face the same cultural and language barriers as migrants who leave their provinces for the booming cities of the coastal zone. Cities all over China are growing; there are over 40 metropolitan areas over 1 million people. The Chinese government is also investing heavily in urban infrastructure, and there is demand for both skilled and unskilled labourers throughout the cities. Urban and regional planners, however, feel that the number of migrants is overwhelming Chinese infrastructure. Despite the socialist nation's attempts to

control its population through a comprehensive household registration system designed to avoid such problems, internal migration has resulted in an increase of squatter settlements and other forms of urban deprivation.

As presented by Bingqin Li in the UNESCO/UN-HABITAT "How to Enhance Inclusiveness for International Migrants in Our Cities: Various Stakeholders' Views", the hukou system (or "household registration system") which regulates internal migration in China has gone through significant reforms in recent years to facilitate the transfer of social benefits when migrants travel from rural to urban areas. Still, hukou is more like an "internal" passport control system than it is a provincial identification card. Those that have urban hukou registration have rights to pensions, education, health care, housing and employment. Those with rural hukou have rights to agricultural land and forests.²² Meanwhile, China may have up to 300 million 'surplus' agricultural workers, many of whom are hoping that a move to the city will provide them with a better future. So it looks like Chinese cities will continue to receive significant migrant flows for many years to come.

The hukou system has been the subject of intense discussion in China in recent years. Critics contend that it creates a two-tier system of "haves" (registered urban dwellers) and "have nots" (those registered in the countryside). Some fear that vast numbers of migrant children are not receiving adequate education, thus harming the future of the country. As a result, China has eased some education restrictions on rural migrants. Some have called for the hukou system to be abolished entirely, but the government has shown no sign of such a radical reform.

By removing hukou, people would be allowed to move more freely within China. The question, however, is whether urban and rural people would be treated more similarly as a result? Bingqin Li suggests that even if hukou disappeared, there is still a fundamental attitude among urban middle classes that is biased against rural migrants. "In large cities such as Beijing and Shanghai, urban parents often openly voice their concern about rural children studying in the same class as their children.... Or they may simply move their kids to schools that have less rural students."²³ This case study demonstrates the complexities of internal migration and the deeply rooted patterns of discrimination that are difficult to change.

22 Li, B. (2010) "Inclusion of Rural-Urban Migrants in China--is Removing Hukou the Solution" in *How to Enhance Inclusiveness for International Migrants in Our Cities: Various Stakeholders' Views*. UNESCO/UN-HABITAT, p 127.

23 Li, B. (2010) "Inclusion of Rural-Urban Migrants in China--is Removing Hukou the Solution" in *How to Enhance Inclusiveness for International Migrants in Our Cities: Various Stakeholders' Views*. UNESCO/UN-HABITAT, p 132.

1.3.2 LEGACY OF RURAL-TO-URBAN MIGRATION IN BRAZILIAN CITIES

Brazilian rural-to-urban migration was at its most intense in the 1960s and 1970s. Today this country of 195 million people is 84 percent urban so much of the growth of Brazilian cities comes from natural increase rather than in-migration. In fact, Brazil has higher rates of urbanization than many 'developed' countries. Today, the majorities of Brazilians were born and reside in cities, but many have ties to the countryside via their parents or grandparents. The two largest cities are São Paulo (20 million people) and Rio de Janeiro (ten million people) Yet this demographic giant of Latin America has 21 cities with over 1 million residents.

Cities in Brazil have a complex relationship with migration. In the late 19th and early 20th centuries large numbers of immigrants from Europe, the Middle East and Japan settled in Brazil, many of whom were recruited to work on the coffee estates. Brazil is also the country that received more African slaves from the transatlantic slave trade than any other territory in the Americas.²⁴ Thus Brazilian cities are multi-racial and multi-ethnic places with a complex migration history.

Favelas, or squatter settlements, ring Brazilian cities and are an urban feature most associated with internal migrants from rural areas. Urban squatter settlements are recognizable throughout the developing world, yet the practice of building one's home on the 'urban frontier' has a longer history in Latin American cities than in most Asian and African ones. The combination of a rapid inflow of migrants, the inability of local or national governments to meet pressing housing needs, and the eventual recognition of many of these neighbourhoods with land titles and utilities meant that this housing strategy seldom discouraged, especially in the 1950s through the 1980s. Each successful colonization encouraged squatter settlements.

In the worst favelas, services and infrastructure are extremely limited and the residents live in poverty. Favelas form on the urban fringe but also in central areas of the city (on steep hillsides or narrow gorges prone to flooding) where formal or planned housing is not usually built. This complicates the provision of services to these settlements and places them at greater risk for flooding or landslides. Brazil's approach to favelas for the most part has been to try to incorporate them into the city by gradually extending services to them and building up their infrastructure. Interestingly, it was the work of favela residents themselves, organizing locally to demand services and better inclusion that led to the slow and steady formalization of these settlements.

■ **Living Practice: The "Slum to Neighbourhood" Programme in Rio de Janeiro, Inter-American Development Bank.** Source: *"Programa de Urbanizacao de Assentamentos Populares do Rio de Janeiro."* (Washington, D.C.: IDB, September, 1998)

Since favela removal was not politically or socially possible, many of Brazil's policies focus on improving the infrastructure of the favelas. The Inter-American Development Bank funded a US\$ 180 million "slum to neighbourhood" project in 1995 in which it sought to integrate existing favelas into the fabric of the city through infrastructure upgrading and service improvements. The project involved 253,000 residents in 73 favela neighbourhoods in Rio de Janeiro. Key to the success of this large project was a committed and flexible city government and the use of intra- and extra-institutional partnerships with NGOs, the private sector, churches, and the general population. Especially important was the use of grassroots level infrastructure upgrading experts as project managers who could work easily with both the government and with the community members. When a favela was selected, a master plan for upgrades was drafted and community organizations were contacted for their input. When the final plan was approved, there were incentives for hiring construction companies that hired local community labour.

🔗 Website: <http://web.mit.edu/urbanupgrading/upgrading/case-examples/ce-BL-fav.html>

Rio de Janeiro's favelas are particularly striking as they overlook some of the most expensive real estate in this coastal metropolis. Many residents of the city also fear favelas as high crime localities where the poor reside and drug gangs rule. With major events like the World Cup and Olympics coming to Rio de Janeiro, programmes are in place to wall in the favelas in an effort to contain them from spreading and keep them isolated from the planned parts of the city. Yet favelas are also iconic symbols of Rio, much like Sugarloaf Mountain itself, and people are curious to see them. There are tour operators who take tourists for favela sightseeing and to attend Carioca Funk or Baile Funk dance parties, whose unique sound has a global following.

Since so many Latin American cities have a shared experience of upgrading large squatter settlements, there is potential for shared knowledge about what works and what does not. The City Network of Mercociudades in South America focuses on different thematic units but the Social Development and the Urban Development

²⁴ CURTIN, P. (1969) *The Atlantic Slave Trade, A Census*. Madison, University of Wisconsin Press. p. 268.

ones provide helpful information for urban planners working to deepen the inclusion of slum dwellers into the urban fabric.

 <http://www.mercociudades.org>

1.3.3 INDIA'S URBAN SLUMS

Like China, India is a demographically large and mostly rural country. With nearly 1.2 billion people, only 30 percent of India's population is considered urban. So it is considerably less urbanized than China. While proportionally fewer people live in cities, India has three megacities: Mumbai with 22 million, Delhi with 19 million and Kolkata with 15 million. In addition, India lists more than 43 cities with a population greater than one million, most of which are growing rapidly. Migrants to these cities come from all over India, many speaking different languages. In fact each of the named megacities of India has a different dominant language: Marathi in Mumbai, Hindi in Delhi and Bangla/Bengali in Kolkata.

India does not have a registration system of migrants like the one discussed in China, so it is not very clear how many rural migrants have moved to the cities. What we can be clear about, however, is the accelerating growth of urban centres. This growth of cities stems less from industrialization and more from desperate conditions in rural areas. As farms are mechanized, farm labourers have no choice but to migrate to urban areas. Most migrants arrive incredibly poor and with limited job opportunities, especially in the formal sector. To detour rural to urban migration, the Indian government has experimented with incentives to support rural inhabitants and keep them from moving to cities.

Due to their sheer size and poverty, Indian cities have staggering problems with homelessness, congestion, water shortages, air pollution, and sewage disposal. Kolkata's homeless are renowned, with perhaps half a million people sleeping on the streets each night. In that city and others, sprawling squatter settlements, or bastis, form around urban areas, providing temporary shelter for many migrants. Mumbai, which is the largest city in India, is the country's industrial and commercial centre. Long noted as the centre for India's textile manufacturing, it is also the hub of the film industry as well, the largest in the world. Because of central Mumbai's location on a narrow peninsula, commercial and residential real estate prices are staggeringly high. Even the middle class have trouble finding adequate housing. Yet despite Mumbai's impressive high rise apartments and upscale neighbourhoods, the slums of the city continue to expand around its outskirts. It is estimated that 60 percent of Mumbai's population live in slums.

Compared to Brazil, the slums of India are still growing and the slow process of slum upgrading will require much more time and resources. Yet as the following living practice suggests, innovative NGOs in Mumbai are trying to solve the immediate needs of migrant families who are looking for secure employment and housing in the city.

■ **Living Practice: The Mumbai Mobile Crèches (MMC).**
Source: *Managing Diversity in OPENCities (2010)* - The British Council, Madrid

Formed in 1969, Mumbai Mobile Crèches (MMC) is an Indian NGO created to support the health, education and safety of the children of construction workers (typically low-skilled migrant labourers). About 40 percent of Mumbai's one million low-skilled construction workers live on the construction sites where they work, which are crowded and dangerous places for workers and their families to live. Because these workers live on construction sites they are largely unseen and unsupported through formal mechanisms. The mission of MMC is to promote child-friendly sites, where every child living on a construction site is safe, healthy and educated. Through the operation of 26 day centres across the city, the organization's activities are concentrated on education, health and nutrition, and community outreach and inclusion of children up to 14 years of age. MMC partners with the Indian government's "Education for all Scheme" to help enroll students in the formal school system. Once enrolled, the centres assist students with their homework. They also provide breakfast, lunch, and a snack for all children. In addition, various outreach programme to parents about child nutrition and health are offered, which is especially challenging because the children come from 17 different states in India and often speak different languages. MMC is financed through strategic partnerships with government agencies, NGOs and the private sector. In particular they have reached out to construction companies (who profit from the labour of the families MMC serves) to contribute resources to the organization.

1.3.4 THE LEGACY OF APARTHEID IN SOUTH AFRICA CITIES

South Africa is the richest state in Sub-Saharan Africa, although with a population of only 50 million it is not the largest country (Nigeria, Ethiopia and the Democratic Republic of the Congo are larger). Nevertheless, South Africa is the unchallenged economic powerhouse of the region and it has been extremely influential among the 15 member states of the Southern African Development Community (SADC). It has a well-balanced and well-developed industrial economy and half of South Africans live in cities. It also boasts a healthy agricultural sector and, more importantly, it is one of the world's mining superpowers leading in global gold production as well as producing many other minerals and gems. In 2010 South Africa hosted the World Cup, the first African nation to do so, symbolizing its arrival as a developed and modern nation.

Yet internal migration and international migration have been and continue to be politically charged issues in South Africa. To begin with, the legacy of apartheid—a policy of racial separateness that directed separate residential and work spaces for white, blacks, coloureds and Indians in South Africa for 50 years—continues to strain race relations even though it was abolished in 1994. Under the plan of grand apartheid, black South Africans were forcibly removed to the so-called 'homelands' where they were to reside. In order to work in cities or for mining companies, residents of the homelands needed work passes to move to the city. Once in the city, however, black, coloureds and Indian South Africans had to live in racially segregated areas called townships that were typically on the outskirts, far from the urban core and its amenities. Meanwhile the white minority had the best residential areas in the city, superior housing, services and infrastructure.

The legacy of apartheid is not easily erased. Residential segregation is officially illegal, but neighbourhoods are still sharply divided along race lines. Under the multiracial political system, a black middle class has emerged, but most blacks remain extremely poor (and most whites remain prosperous). Violent crime has increased and rural migrants and immigrants have poured into South African cities, producing a xenophobic anti-immigrant backlash. Because the positive political change was not matched by a significant economic transformation for black South Africans, the hopes of many people have been frustrated.

Some of the former townships have experienced dramatic transformations since 1994. Johannesburg is South Africa's largest city and its former black township is Soweto. Like other townships, Soweto was linked to the mines and the city of Johannesburg by trains—today's Metrorail. A rail for the black masses, this old and overcrowded system was created so that townships would be far enough from white areas, but close enough so that black labourers could get to their places of employment. Through immigration Soweto became one of the biggest townships in the country, and a centre for political resistance. Both Nelson Mandela and Bishop Desmond Tutu, leaders against apartheid, had their homes in Soweto. In the post-apartheid era, Soweto is a mix of primitive and middle class housing that attracts mostly black migrants from the former homelands and immigrants from the neighbouring countries of Zimbabwe and Mozambique. Soweto was formally incorporated into the City of Johannesburg in the 1990s. And while there is still poverty in Soweto, townhouses are replacing squatter homes and Maponya Mall, one of the largest in South Africa, opened in 2007. Finally, the premier stadium site during South Africa's World Cup, Soccer City, is located on a former gold mine next to the township of Soweto.

The end of apartheid certainly marked a dramatic change in the political inclusion of the country's non-white majority. And as the above example from Soweto demonstrates, in some of the former townships, gradual and sometimes dramatic improvements of infrastructure, housing and services are occurring. One of the ways that South Africans reconcile to the pain and prejudice caused by years of racial exclusion is through sport. For this reason, it worth considering how Cape Town embraced the World Cup event as a means to build social cohesion and support urban regeneration.

■ **Living Practice: Building Social Cohesion through the World Cup, Cape Town, South Africa.** Source: *“Internationalization of Open Cities”, British Council Open Cities Report, 2010*

Officials from Cape Town, a city dramatically perched below Table Mountain on the Atlantic coast of South Africa, decided to leverage sports and the World Cup as a means to build social cohesion across racial lines. At the end of apartheid, more internal migrants moved to the city, settling in former townships and expanding them. Social cohesion between newcomers and long-term residents was weak. The Cape Town Partnership observed that the support of sports in the city was divided along racial lines. The black population preferred football, while the white population identified with rugby and cricket. By building multi-racial support for the national football team and football culture, the Partnership hoped to stimulate greater social cohesion within the city. Along with promoting football, the Partnership saw the World Cup as a means to promote the many unique aspects of the city itself to visitors. The City of Cape Town launched a marketing campaign titled “Ready to Welcome the World” to increase citizen participation in welcoming tourists. The Partnership created special events such as the “Fan Walk” which followed the traditional route of the annual Cape Minstrels Carnival, an event that has taken place in the city since the 1830s. These activities celebrated Cape Town’s unique culture will build social cohesion across racial lines. (Source: Open Cities, Internationalization of Open Cities, British Council - 55-56)

As these examples from large cities in the developing world illustrate, the issue of migrant inclusion is relevant for many cities who receive large numbers of migrants whether internal or international in origin. The goals of inclusion are not just to meet migrants’ basic needs (housing, food, and basic health care) but to create an urban environment where civic, social and economic inclusion are vital components of urban operations. Building social cohesion and social justice is an ongoing process, but one that can be accomplished through conscious adoption of diverse practices and policies.

1.4 FEMINIZATION OF MIGRATION

Gender is a cross-cutting theme that should be used as a lens through which each policy, programme, service and best practice is analyzed and should be included in the mainstream.²⁵

Women migrate for different purposes, as skilled or unskilled workers, students, and refugees as well as for some reasons different from their male counterparts such as marriage or family reunification. According to the statistics of IOM, female migrants account for 49 per cent of all international migrants.²⁶ The high proportion of women migrants among all international migrants have contributed to the trend “feminization of migration”. Although according to Hania Zlotnik, a high level of feminization of migration exists since 1960s,²⁷ new dimensions of this feminization urge new gender specific migration policies and practices. It is worthwhile to quote IOM work on Gender Issues and Migration Policy when thinking about migration:²⁸

Today, women migrants are recognized not only as dependants, or part of the family reunification process, or as forced migrants in displacement situations, but also as independent agents and family supporters or strategists. Although women account for almost half of the migrant population globally, migration-related policies and regulations in countries of origin and/or destination have generally not adjusted to this trend. Despite growing evidence about the gender-related nature of migration, most migration-related policies and regulations are not influenced by gender. More often than not, they underestimate or neglect the gendered nature of migration, with unforeseen consequences for women. Despite the “feminization of migration”, they still frequently tend to take men as the “norm”, ignoring women’s needs, aspirations, and capacity to act independently. Policies and regulations typically do not consider the roles and relationships between men and women.

²⁵ Maria-Cristina Serje, Diversity Consultant, Specialist on gender Issues. City of Ottawa, Canada.

²⁶ IOM, World Migration Report 2010. *The Future of Migration: Building Capacities for change.*

²⁷ Zlotnik, Hania. *The Global Dimensions of Female Migration* (2003).

²⁸ IOM, Gender Issues and Migration Policy.

<http://www.iom.int/jahia/Jahia/about-migration/developing-migration-policy/migration-gender/gender-issues-migration-policy/cache/offonce/>

Despite growing evidence about the gender-specific aspects of migration, most migration-related policies and regulations are not gender specific. There is a tendency among the majority of receiving countries when formulating migration-related policies and adopting relevant legal provisions to place more emphasis on issues related to immigration and border control without incorporating a gender analysis in their planning. Immigration policies that are excessively strict can increase the vulnerability of women to violence, abuse, and control, particularly in the workplace. Few governments include gender-specific provisions in their immigration policy and legal framework. In countries of destination, policies relating to admission, residence, access to the labour market, and integration can affect migrants' gender relations because they influence the migration process for men and women differently. Entry, residence and work permits, and entitlements granted to foreigners often differ by gender. They can play an important role in determining the position of women in the host society and have an impact on women's adaptation to these societies in our cities.

It is therefore important to consider women, and their specific needs and abilities in order to encourage their inclusion and participation in city life as well as in the workforce. More questions are provided in Chapter 5 of the Guide to help you to construct a gender view regarding migration.

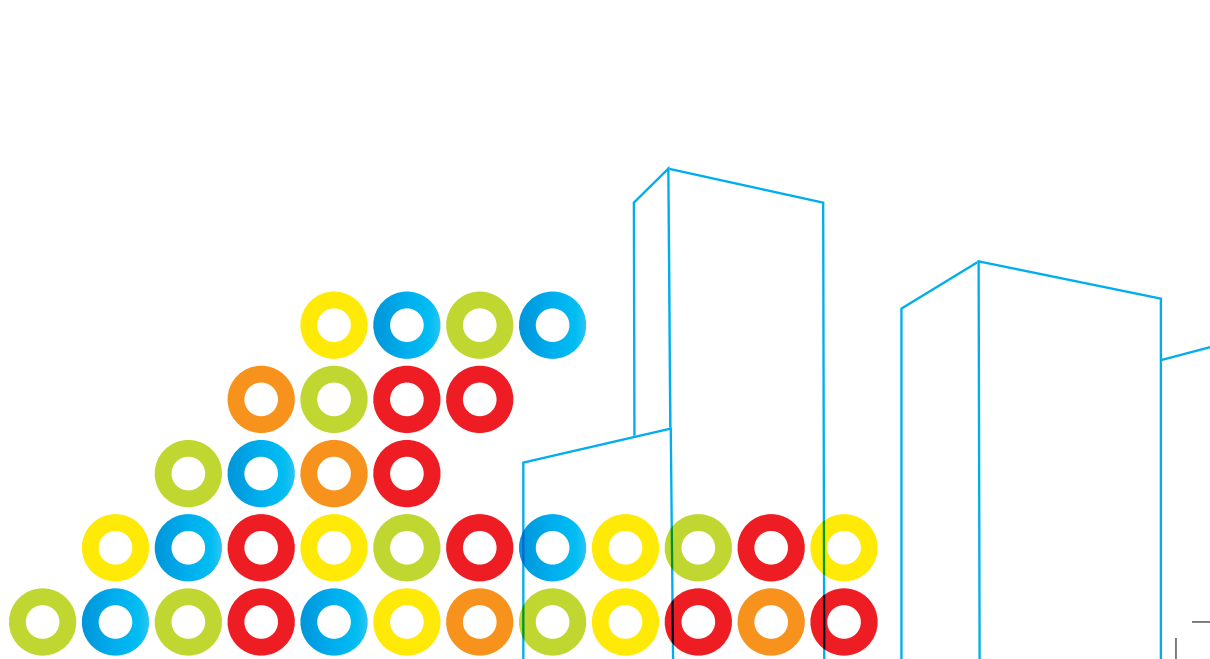
1.5 MIGRATION AND THE FUTURE OF CITIES

As more migrants move to a growing variety of urban destinations, the response of local governments and communities will be increasingly important and complex. Most cities develop a range of responses that can be both accommodating and exclusionary. Below are four characteristics of today's global urban immigrant destinations that are especially distinct. How city planners and authorities think about and use these characteristics will greatly shape urban futures, as well as the futures of urban migrants.

Hyperdiversity: due to the globalization of migration, migrants come from more and different countries. It is not unusual for major global cities to have people from nearly every country in the world who may collectively speak scores of languages. This creates opportunities and challenges but the intensity of immigrant-led diversity is a unique aspect of the current age of migration.

Competitive Cultural Exchange: large and diverse metropolitan centres are also cultural assets that can be nurtured and marketed to make cities more competitive globally. As cities compete for industries, tourists, or recognition, it is argued that celebrating and supporting the distinctive ethnic commercial spaces that immigrants create is one way to insure the overall health of cities.

New Communication Tools: the Internet, websites, and digital mapping are some of the new tools available to promote inclusion and to assist professionals in understanding the spaces of inclusion or exclusion that exist in their cities. Ways to use these tools to promote inclusive cities will be developed in the following chapters.



Permanent Temporariness: as the categories of entry become more complex, it is increasingly difficult to distinguish between settlers and short-term residents. Today's global migrants are both legal and undocumented, temporary workers and refugees, high-skilled and low-skilled. Many cities and states also recognize that they function more like turnstiles, places that migrants pass through, rather than long-term places of settlement. It is the fluidity of migration streams today that makes inclusion a priority, whether a migrant is residing for a year or a lifetime.

The context of globalization, economic crises, migrant exploitation, and the uneven patterns of migrant settlement force a re-examination of the relationships that people have with their local and national administrations. Exclusion, social conflict and poverty are all too often the results of a discord in the relationships between urban populations, governing administrations and the global economy. It is for this reason that a rights-based approach to the social and spatial inclusion of migrants has been adopted. J. Phillip Thompson states that the new “unfinished human rights revolution” involves, on the local level, a “re-imagining of political community” in parallel with a force which “goes beyond national borders”.²⁹

It is for this reason that UN-HABITAT, UNESCO and other multilateral and bilateral organizations such as the IOM and UNAOC, are connecting with regional, national and international networks of cities, in order to address the significant gaps that exist between “migration policies” on a national level and migrants’ urban experiences at the local level. This guide aims to work with actors that are on the frontlines of these challenges: cities.



²⁹ Phillip Thompson, “Race and Urban Political Theory” in *Theories of Urban Politics*, Second Edition, Eds Davies, J S and Imbroscio, D L, London 2009. P189.

UNDERSTANDING THE ISSUES OF MIGRANT EXCLUSION



2.1 THE URBAN POLICY DEBATE: SOCIAL INCLUSION AND SOCIAL EXCLUSION

The **“Migrants’ Inclusion in Cities: Innovative Urban Policies and Practices”** project aims to encourage a reciprocal relationship between urban residents (both natives and newcomers), service-providers, and local authorities. However, there is a debate within urban policy analysis relating to social inclusion and exclusion, which needs to be clarified before examining the challenges that migrants and host communities face as they adjust to each other. Policies that aim to help migrants exist in many forms. They vary from those which target specific groups of migrants in an urban area (place-based policies), to facilitating the provision of particular services and benefits that may enable the civic or economic integration of particular excluded groups, which often include migrants. Exclusionary policies have been a feature of the national and urban social policy practices and debates for years with high profile policies being put into place over the course of the latter half of the 20th Century. Key examples include France’s “Politique de la ville”, the United Kingdom’s “New Deal for Communities” or more general programs which have been put into place by the European Union such as “URBACT”. In the United States, the Civil Rights Act of 1964 which outlawed major forms of discrimination and segregation of minorities from schools, employment and housing, combined with the Immigration and Nationality Act of 1965 which led to a dramatic increase in immigrants from non-European countries, set into motion policies at the state and local level that banned discrimination and fostered greater inclusion of minority groups (many of whom are immigrants). In 1971 the Canadian government announced its Multiculturalism Policy which provided resources to community and immigrant organizations to promote citizenship, participation and inclusion. Similarly, in the 1970s, Australia ended seven decades of extremely restrictive immigration policy towards non-whites. With the 1975 Racial Discrimination Act, the use of racial criteria for official purposes was abandoned; this led to a dramatic increase in non-white immigrants to Australia, especially from Asian countries.

Broadly speaking, these more inclusionary policies were created to address the discrimination and exclusion experienced by ethnic and racial minorities in multi-ethnic states. Some of these ethnic and racial minorities included immigrants. Other aspects of these policies opened the doors to new migrant flows from previously excluded source countries, resulting in larger and more ethnically diverse immigrant populations overall. Legislation at the national level led to reforms, new institutions and organizations at the local level, especially in cities. At

the same time that these policies were put into place for greater inclusion of ethnic and racial minorities, including immigrants, there was relatively little discussion of the rights of non-citizen residents. As the number of non-citizen residents has grown (both legal and undocumented populations), the question of their ‘rights’ in the framework of ‘denizenship’ has been raised, most notably in the European context. Denizenship implies a partial or stratified citizenship based on a combination of a migrant’s country of origin, category of entry, or length of stay in a country.

These social democratic models placed greater pressure on the state to improve the economic and social lot of migrants or areas of migrant settlement, shaping discourses which emphasize the benefits of systems that are more “inclusive” rather than “exclusive”. A critique often advanced against citizenship-based initiatives is that such efforts seek to privatize or individualize the responsibility for migrant social well-being in the urban context. In this model, the role of the individual is emphasized and each person is expected to push towards becoming a national or urban citizen or ‘denizen’.

In the context of the “Right to the City” model the Migrants’ Inclusion in Cities project aims to put an emphasis both on individual and groups of migrants that arrive in receiving countries but also on the institutions that are the guarantors of the quality of life and vibrancy of their cities. “Migrants’ Inclusion in Cities” aims to bring out the responsibilities and skills of both individual migrants and local authorities to facilitate the development of cities and localities which recognize a need for formalized policies relating to both migrants and hosts.

Urban localities are often the sites of exchange among local authorities, institutions, and migrants. Rather than focus on the actors engaged in processes of inclusion or exclusion – e.g. the migrant or the state – this document highlights problem- and solution-based approaches that invite collaboration among migrants and their host communities rather than silence or antagonism.

The complexity of migrant status’ and the variety of contexts in which they live and work means that a brief summary of the principal issues that they face is required. These challenges highlight opportunities both for migrant organizations and local authorities to provide collaborative approaches to attenuate and manage them. These challenges were identified in the First UNESCO/ UN-HABITAT “Migrants’ Inclusion in Cities” Experts meeting, held in Barcelona in February 2010.

This chapter provides some of the challenges to the inclusion of migrants in urban areas with some examples of good practices of some cities that are trying to overcome these challenges by providing basic services to migrant communities. The chapter is followed by worksheet and mapping exercises to give you an opportunity to reflect upon the challenges that your city may have.

2.2 CHALLENGES TO THE INCLUSION OF MIGRANTS IN URBAN SETTINGS

(...) local authorities have a key role in promoting civic engagement, social inclusion, participation and representation among international migrants. The policies and practices required to do so are, in many ways, a litmus test of a city's political will to improve urban governance for the benefit of all of its citizens and for a better and more sustainable future.”³⁰

International migrants continue to face difficulties in becoming full participants in the economic, cultural, social and political lives of their adopted communities, which is problematic both for migrants and the hosts. The various difficulties faced by migrants often include lack of formal residency rights; lack of political representation; inadequate housing; low-paid, insecure or hazardous work; limited access to state-provided services such as health or education; religious intolerance; discrimination based on race or gender; and social exclusion. All too often relations between migrants and host communities can be antagonistic or even violent. In addition, the positions and strategies adopted by local political leaders are fundamental in fostering responses that are either antagonistic or accommodating to migrants.

Inequality and Lack of Access to Basic Services

Migrant communities can face barriers to access city services, because of cultural differences, language, lack of information and financial restrictions. When accessible, services often do not respond to migrants' needs. Unequal opportunities can further restrict migrants to insecure or inadequate housing facilities, limited or no health care, insecure or hazardous work as a result of discrimination or lack of legal status. “Many migrants remain marginalized in destination places due to institutional barriers. They have few channels for expressing their interests and protecting their rights in the work place.”³¹

Housing

Finding a safe and affordable place to live is an important aspect of successful structural inclusion of migrants in receiving societies. The availability, accessibility and affordability of suitable housing as well as the likelihood of involuntary segregation that could lead to social exclusion are important indicators of the quality of life of migrants in the receiving city. Immigrants are at risk of greater exclusion from and discrimination in the housing market than natives; low-income migrants and ethnic minorities are likely to settle in more deprived urban areas in poor quality housing and under conditions of overcrowding, paying a higher proportion of their income for sub-standard housing.³² Minority ethnic groups tend to rent rather than own their homes, a likely consequence of low and insecure incomes and sometimes, uncertain legal status.

Living Practice: Housing for Immigrants and Internal Migrants

Affordable housing is a critical need for low-income migrants in China's large cities. Excluded from mainstream housing-distribution systems, migrants are at a disadvantage in renting or owning municipal and work-unit related public housing. Moreover, rental and for-purchase properties available through the free market are usually beyond the means of low-income migrants. Hence, many migrant families live in rented cramped spaces with shared cooking facilities, toilets and bathrooms while paying high rents for this privilege. While the problem is endemic in large cities of China, there are inter-city differences. There are reports that as many as a million people may live in Beijing's vast network of unused defense bunkers in small windowless rooms that rent for \$50-\$70 a month. Shanghai, which has more private housing stock can theoretically accommodate more migrants, although Beijing has more public housing and state-owned housing units that can be accessed. In both cities, homeownership by low-income migrants is a difficult proposition. Wu (2004) has suggested that rural Chinese migrants living in urban areas in China would be able to make better decisions regarding housing and be more integrated and committed to the cities in which they live if China's *hukou* system were reformed and restrictions on settling in cities removed.

Housing policies, particularly if they lead to segregation can also impact the current and future inclusion of migrants and their children. In the German city of Düs-

³⁰ Mrs. Anna Kajumulo Tibaijuka, Under-Secretary-General, former Executive Director UN-HABITAT, in: BALBO M. (ed.) (2005), *International Migrants and the City*, UN-HABITAT/ Università Iuav di Venezia, p. v-vi.

³¹ UNDP (2009), *Human Development Report Overcoming barriers: Human mobility and development*, UNDP, 2009, p. 52.

³² BOSSWICK, W., FASSMAN, H., KOHLBACHER, J. & LUKEN-KLASSEN, D. (2007). *Housing and residential segregation of migrants: a state-of-the-art report*. Institute for Urban and Regional Research, The Austrian Academy of Sciences, Vienna.

seldorf, 98 percent of Turkish immigrants were renters. Neighbourhoods in Vienna, Austria, with pronounced mono-ethnic concentrations of migrants were found to induce greater xenophobia from natives. However, the voluntary segregation of ethnic or immigrant groups need not preclude their inclusion in the host country's social, economic and political life.

Health Care

Immigrant populations may find it difficult to access health care due to organizational barriers (e.g. under-representation of same-language physicians and other health professionals), structural barriers (e.g. lack of interpreter services) and clinical barriers (e.g. differences in socio-culturally based health beliefs of patients and physicians).

■ Living Practice: Health Care in Toronto, Canada

In Toronto, Canada, considered one of the most ethnically diverse cities in the world, nearly half (46%) of the population is foreign-born. Chinese account for 10.5% of the Toronto Census Metropolitan Area's population. Wang et al. (2008) found that almost a third of all Chinese immigrants in Toronto experience linguistic and cultural barriers in utilizing state-provided health services. They further found that most health care centres and hospitals as well as Chinese-speaking physicians were concentrated in the central city, while most recent immigrants from China lived in the suburbs. This is a clear indication of a spatial mismatch between residential settlement of this immigrant group and their access to culturally competent health care, a problem that exists even in a country with socialized health care and a city that is trying actively to integrate its citizens and provide them with needed services.

Education: Access, especially for the children of migrants

■ Living Practice: Education in Hamamatsu, Japan

The City of Hamamatsu, Japan, located about 250 km south-west of Tokyo, has many multinational corporations that have attracted international labour migrants. In 2002 it was found that a third of foreign-born children aged 6-14 living in the city were not attending school. Many of the children of unskilled Brazilian or Peruvian migrants of Japanese descent were not getting an education because they were not linguistically prepared to join Japanese public schools and their parents could not afford the tuition in private schools where they would be taught in Portuguese or Spanish.

In response to the problem of limited enrollment of the children of immigrants in local schools, the city created the Hamamatsu Foreign Citizens' Assembly in 2000. The Assembly, composed of ten members, each of whom represented several national groups, met regularly and proposed policy solutions to the city's mayor on an annual basis. Grassroots organizations, particularly those composed of women volunteers, with support from the local administration, effectively took on tasks of national scope such as immigrant education and language policy. However, given the resource constraints faced by local governments and NGOs alike, it is unlikely that their work can be extended to larger areas.

Access to Employment Opportunities

The economic and employment integration of immigrants and, in particular, refugees, is one of the challenges faced by cities. Unless they are highly skilled, immigrants and refugees are more likely to be unemployed, have temporary or insecure jobs, lower income and/or be employed in the informal sector. Guestworkers (temporary labour) the world over are not able to change jobs if they are mistreated, being bound to the employers who hire them. If they complain, they are likely to face retaliation and even deportation. Even among skilled immigrants, the lack of recognition of academic and professional qualifications or lack of fluency in the host country's language may prevent them from gaining employment in jobs suited to their abilities and from obtaining remuneration on par with natives with similar skill levels. Differences for men and women in finding employment (systemic barriers, less salary, less mobility for women, traditional female roles) are important challenges to consider.

While immigrants may seek upward socio-economic mobility by turning to work in the local ethnic economy, this does not guarantee higher incomes and moreover, is less likely to foster social and cultural integration. Immigrants wishing to start their own businesses are likely to face difficulties in receiving financial services and accessing start-up capital from traditional lending agencies. Racial, religious and gender discrimination can also prevent the full labour market integration of migrants.

Rejection or inadequate integration of immigrants in the local labour market can have ramifications in other spheres as well. For example, inadequate access to employment and fair wages can restrict the migrants' access to suitable housing in safe neighbourhoods with good schooling for their children. Poor education makes for poorer chances for the next generation, leading to the perpetuation of a vicious cycle and increasing the likelihood of a multitude of social problems.

Discrimination related to Gender, Race or Ethnicity

*"Migrants are often viewed with suspicion by other members of society (...). Certain politicians and media outlets have found it easy to mobilize support by means of populist and xenophobic campaigns that project systematically negative images of migrants."*³³

Host cities can be welcoming places by granting certain legal and political rights to migrants, and having measures to combat discrimination and racism. Alternatively, messages that sanction intolerance or even violence directed at migrants and decisions to deny a migrant a job, housing or civil rights because of his or her background or immigration status are forms of discrimination. In addition to these overt forms of discrimination, inequalities may be reinforced by 'structural discrimination' that impedes the inclusion and integration of migrants in the labour force, and that keeps them at a level of deprivation.

Living Practice: Gender Inequality - Steps taken by the City of Vancouver, Canada

Entrenched gender inequality and resulting policies affect women adversely in any part of the world. Women migrants to cities are at risk of greater discrimination than similarly positioned men, particularly if they are older, lacking in desired skills, undocumented and low-income. Even in societies that aim for gender parity in all arenas, immigrant women may be disadvantaged. A 2005 report of the City of Vancouver's Women's Task Force noted that recent women immigrants aged 15-44 years who had a university degree earned \$14,000 less per year in a full-time position than their Canadian-born counterparts, and that "visible minority" women earned \$7000 less per annum than even visible minority men. Based on these findings, the City of Vancouver recognized that providing the same opportunities to men and women need not lead to gender equity and that additional, even special measures or treatment may be needed to achieve equality of outcomes for men and women (City of Vancouver Task Force, 2005).

Inadequate Financial Resources, and Technical Skills of National and Local Authorities to Facilitate Migrant Inclusion

*"The capacity of local governments to promote integration is often limited by a lack of financial resources and technical skills."*³⁴

- Changing National Policies (especially more restrictive ones) and lack of coordination between national and local levels of government

*"Due to restrictive, frequently changing national immigration policies and inadequate or non-existent local migration policies, it is difficult to adequately cater to the needs of migrants and their families."*³⁵

Living Practice: Changing National Policies in Japan

In response to an aging population, low fertility rates and consequent labour shortages, the Japanese government changed its immigration policy in the 1980s to admit skilled and professional foreign workers, but only on a temporary basis. Although Japan's restrictive immigration policies prohibit the importation of unskilled workers, many migrants belonging to this category enter as trainees, students or on an "entertainment" visa. Additionally, individuals of Japanese descent who were born and raised outside the country (mostly in the Latin American countries of Brazil, Peru, and Argentina) are encouraged to "return" to Japan even if they are most likely to work as unskilled labourers. Most of the immigrants settle in Japan's large and mid-sized cities. Particularly for immigrants who are not of Japanese extraction, becoming a naturalized citizen is extremely difficult and there is no national policy on immigrant incorporation.

- Lack of Political Will, and good governance at local level

*"City authorities absolve themselves from the responsibility of any pro-active supply or infrastructure and services, forcing migrant communities to rely on the private sector or self-provision to a very large extent."*³⁶

Migrants (and other minority groups) may be subjected to institutional discrimination, when social disadvantage is reinforced overtly or implicitly through local institutions.

Living Practice: Lack of political will and good governance at local level - Cases from the United States

The 2003 creation of the Department of Homeland Security (DHS) and Immigration and Customs Enforcement (ICE) in the United States, has resulted in the "militarization of migration policy" and an environment that can be hostile for immigrants. Latinos, the largest group of both

33 GCIM (2005). *Migration in an interconnected world: New directions for action*. Report of the Global Commission on International Migration, p. 43, 52.

34 BALBO M. & MARCONI G. (2005), *Governing international migration in the city of the South*, *Global Migration Perspectives* n° 38, GCIM, p. 11.

35 BALBO M. (2007), *International Migrations and the Right to the City*, unpublished article presented during the Expert Group Meeting 'Cosmopolitan Urbanism: Urban Policies for the social and spatial integration of international migrants', Venice, p.3.

36 BALBO M. & TUTS F., Introduction, in: BALBO M. (ed.) (2005), *International Migrants and the City*, UN-HABITAT/ Università Iuav di Venezia, Venice, p. 1-16.

documented and undocumented immigrants in the United States have come under special scrutiny, often generating a culture of fear among both foreign-born and American-born Latinos. In response to a foreign-born population that is increasingly visible in public space, regulatory policies have been proposed at some state, county and city levels.

The town of Herndon, Virginia, is governed by a mayor and council that are empowered to legislate for this urban settlement. The current Town Council has tried to mandate and enforce anti-illegal immigrant policies using measures such as frequent checks on immigration status, restriction of social resources and strict zoning to discourage crowded living situations. Several proposed ordinances (later considered unconstitutional) such as anti-loitering laws prohibiting the gathering of day labourers in public spaces, and the use of only English were also proposed. As immigrants from Latin American countries appeared to be most affected by these efforts by the Town Council, the policies were often regarded as anti-Latino in nature. This example of Herndon, Virginia demonstrates the power that town and city governments can have in promoting a culture of exclusivity and retribution within their jurisdictions.

On the contrary, over 40 U.S. cities identify as “sanctuary cities”, among them, Washington, D.C., the United States’ capital. Other prominent U.S. cities that have sanctuary policies in place are New York, San Francisco, Los Angeles, Seattle, Houston, and Chicago -all major immigrant gateways. Sanctuary city policies defy guidelines from the 9/11 Commission Report, which called on state and local authorities to help federal agencies crack down on illegal immigration. Through local resolutions, executive orders or city ordinances that for example, prohibit police officers from asking about immigration status without criminal cause, these cities act as safe havens for the undocumented. Some, like the city of New Haven, Connecticut go a step further by issuing “locally legal” identification cards that allow undocumented immigrants to access social services and apply for bank accounts or rent property. However, in order to obtain the identity card, an individual has to have a government issued ID card as well tax documents or utility bills that prove that s/he has been the resident of the city for at least two months.

Access to Public Space

A public space refers to an area or place that is open and accessible to all peoples, regardless of gender, race, ethnicity, age or socio-economic level. Public spaces such as parks, plazas, sidewalks, libraries and streets fulfill important social functions, providing venues for recreation, civic participation, interactions with similar and different groups of people, developing informal networks and constructing, expressing and celebrating identities. Public space can be critical for cultural exchanges between locals and migrants and for ease of cultural integration of newcomers. Migrants often use parks and squares to play familiar sports and hold festivals and other cultural gatherings. They might also use public space to simply get away from congested living conditions and socialize with fellow city-dwellers. Public spaces are significant for immigrant women as these places are their main (sometimes only) space for socializing, having recreational opportunities, and networking.

Migrants access to and use of public space can be limited when cities and municipalities police them using measures such as random checks on immigration or legal status, when informal gatherings are discouraged through anti-loitering and other laws and when these spaces are rendered less accessible and welcoming through overly strict regulations regarding their use.

Legal Status of Migrants

“One of the most worrying is that the condition of residence and legal status of migrants living in the city often remains unclear, with the result that many foreigners are nearly deprived of any citizenship rights, becoming extremely vulnerable to discrimination.”³⁷

Country governments formulate the criteria that sort immigrant groups into various categories such as temporary migrant, guest worker, refugee or asylum seeker, permanent resident or citizen, legal migrant and undocumented (illegal) migrant. Particularly in the case of migrants who have lived and worked in a country for several years without gaining legal rights of residence, cultural and legal citizenship may be at odds with each other. Questionable legal status can seriously jeopardize the ability of migrants in urban areas to participate fully in the social, economic and political aspects of city life. For example, Korean immigrants who have been in Japan since the 1950s are still labelled “special permanent residents”. The problem is even more severe for undocumented or illegal immigrants.

³⁷ BALBO M. & MARCONI G. (2005), *Governing international migration in the city of the South*, Global Migration Perspectives n° 38, GCIM, p. 7.

“Other groups that present particular challenges in relation to their social situation and integration are temporary migrants (...) It is essential to ensure that migrants who have been admitted to another state on a temporary basis benefit from the process of inclusion, in the sense that their human rights are respected; that they are protected from exploitation or abuse, and that they are able to establish convivial relationships with other members of society.”³⁸

It is important to note the impact of the status of women who immigrate as dependents. Dependency on spouse may bring financial constraints, limited liberty of movement, vulnerability, and violence.

Negative Media Portrayal of Migrants

When there is limited social interaction between the majority native population and minority immigrant groups, members of the ethnic or native majority often base their views and arguments regarding immigrants on daily news flows from the media, which can play an important role in the production and solidification of a prejudiced discourse on immigrants and ethnic minorities. A sense of insecurity and fear generates more exclusion. It is not enough to empower the excluded to participate, but empowering the majority to reduce their threshold of fear is equally important. Cities thus need to take a proactive role in allaying the fears and prejudices that may be fuelled by national media.

Clear Knowledge and Data on Migrant Populations, their Living Conditions, and their Needs

To city authorities migrants are often “invisible”, which makes it difficult to protect their human rights and respond to their needs.

Living Practice: Inadequate information on migrants and their resulting “invisibility” - An example from China

Beijing and Shanghai, China: Rural to urban migration in China has increased tremendously since the 1980s. Estimates of this migrant population vary from 120 and 200 million. China's official household registration system (hukou) only permits one officially listed place of residence and most rural migrants move without changing their hukou designation. However, as hukou links residency with state-sponsored employment opportunities, housing, education and other kinds of social welfare, rural migrants, who are considered temporary inhabitants of urban areas, do not have access to any of the state or municipal amenities and benefits that official city dwellers can use.

Generally speaking, migrants face challenges which originate not only in gender, the colour of their skin and their socio-economic conditions, but also in intangible factors manifested in a city's atmosphere. The Intercultural Cities and OPENCities project attempt to apprehend this intangibility and calls for solutions which assemble together approaches and mechanisms which deal with both the material conditions in which migrants live as well as the atmosphere of citizenship, harmony, well-being and openness.

³⁸ GCIM (2005), *Migration in an interconnected world: New directions for action*. Report of the Global Commission on International Migration, p. 52.

2.1



In order to evaluate the challenges the migrants are facing in your city, you can use the following three exercises.

WORK SHEET 2.1:

WHAT ARE THE PRINCIPAL CHALLENGES FACING YOUR CITY REGARDING THE INTEGRATION OF MIGRANT POPULATIONS?

Consider the Following Domains of Migrant Inclusion in Your City:	Brainstorm how some of the following types of exclusion may operate in your city.
Social Exclusion How might migrants feel excluded from the social life of your city?	1. 2. 3.
Civic Exclusion How might migrants feel excluded from the civic life of your city?	1. 2. 3.
Political Exclusion How might migrants feel politically excluded in your city?	1. 2. 3.
Cultural/Linguistic Exclusion How might migrants feel culturally or linguistically excluded in your city?	1. 2. 3.
Economic/Employment Exclusion How might migrants feel excluded from the economy of your city?	1. 2. 3.
Housing Exclusion How might migrants feel excluded from certain housing opportunities in your city?	1. 2. 3.
Educational Exclusion How might migrants feel excluded from certain educational opportunities in your city?	1. 2. 3.
Public Health Exclusion How might migrants feel excluded from public health services in your city?	1. 2. 3.

2.2



WORKSHEET 2.2:

STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS SWOT ANALYSIS: FOCUSING ON YOUR CITY'S WEAKNESSES IN MIGRANT INCLUSION.

Internal Weaknesses	Write some examples of internal weaknesses facing your city and its inclusion of migrants.
What could your city do to improve inclusion of migrants?	1. 2. 3.
What should your city avoid in order to improve migrant integration?	1. 2. 3.
How does your city compare to other cities in terms of migrant integration?	1. 2. 3.
In what areas does your city lack resources for integrating migrants?	1. 2. 3.
External Threats	Write some examples of external threats to migrant inclusion in your city.
What obstacles does your city face in including migrants?	1. 2. 3.
What migration trends and institutional trends could harm your city?	1. 2. 3.
Are there migration policies in other cities which could impact your city negatively?	1. 2. 3.
In what ways do your city's weaknesses expose your city to future threats?	1. 2. 3.

2.3



MAPPING EXERCISE 2.3

EXPERIENCES AND PERCEPTIONS OF SPATIAL EXCLUSION IN YOUR CITY

Perceptual mapping is a powerful tool to understand the feelings or experiences urban residents have in particular urban spaces such as parks, street corners, markets or schools. Much in the same way that mapping current crime patterns can focus police efforts on particular problem areas, asking migrants to show the places where they have experienced or perceive exclusion is a way to target outreach efforts on particularly problematic areas of the city. It is useful to disaggregate data by gender to identify different perceptions for men and women as well as to map these patterns according to these differences in perceptions.

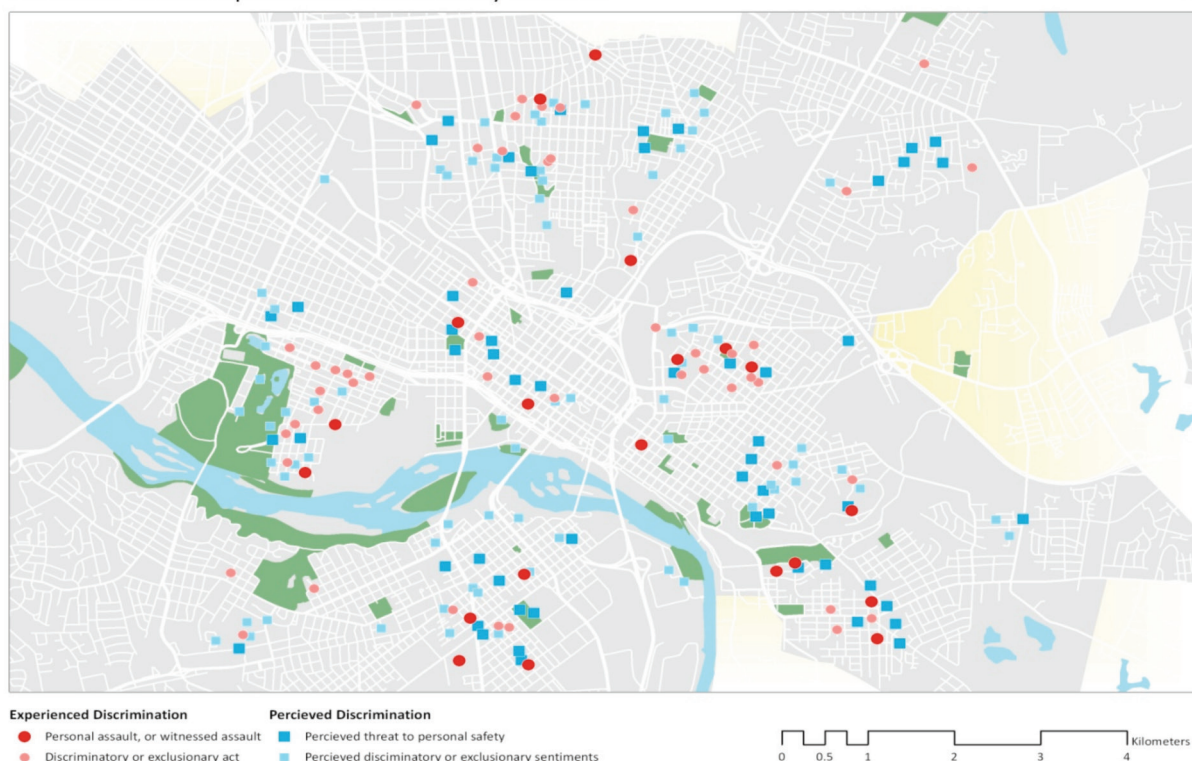
The following figure is an example of the kind of information that can be obtained by asking immigrant groups, local authorities, or even non-governmental organizations to map the specific places where they experience or perceive discrimination/exclusion. To generate this data, participants were shown a large map of the

city and asked to mark specific locations of where they experienced or witnessed a personal assault, or where they experienced a discriminatory or exclusionary act. Later, participants were asked to mark places in the city where they perceive a threat to personal safety or where they perceive they should not go (meaning they are excluded).

Exclusion is not always a place-specific experience but a general feeling that ethnically or racially distinct migrants live with each day. Still, by learning where there are clusters of real and perceived acts of exclusion, city leaders and agencies can target these areas with policing or community-building activities to try and ameliorate blatant exclusionary practices.

Participatory Mapping Exercise

Perceived versus Experienced Discriminatory Behavior



MAKING MIGRANT INCLUSION A PRIORITY: PRACTICAL AND CREATIVE EXAMPLES FOR CITIES



Enhancing migrants' inclusion involves deepening the notion of citizenship and belonging over time and requires an approach that, at its core, promotes and encourages basic human rights. These rights include access to educational and social services, the rights to cultural expression, the right to work in just conditions, and the right to representation and participation in the political life of the city. Furthermore, policies which consider gender, access to public space, and spatial integration at the urban level encourage us to focus upon basic rights that migrants should have that are also measures of inclusion. This approach echoes the mission of the Alliance for Civilizations (UNAOC), an initiative of the UN Secretary-General which aims to improve understanding and cooperative relations among nations and peoples across cultures and religions, and to help counter the forces that fuel polarization and extremism at the local, national and regional level. Established in 2005, the Alliance works in partnership with governments, international and regional organizations, civil society groups, foundations, and the private sector to support a range of projects that build bridges among diverse cultures and communities.

This chapter highlights how deliberate effort to create more inclusive settings can benefit cities. As the preceding chapter showed, there are many examples where exclusionary practices result in polarization, heightened inequality, xenophobia, and violence. This chapter showcases practices from particular cities in the developed and developing world that have improved the quality of life for migrants and in so doing created opportunities for more inclusive and integrated societies. It acknowledges that there are several cross-cutting aspects of migrant inclusion that parallel the experiences of millions of internal migrants in countries such as Brazil, India, South Africa and China. Thus, even though many of the policies focus on the inclusion of foreign-born migrants, these same practices often have relevance for the inclusion of millions of rural to urban migrants throughout the world. The sections that follow are structured to address four basic questions:

1. Why do cities benefit from the social and spatial inclusion of international migrants?
2. What levels of inclusion are migrants seeking in the cities where they settle?
3. What practices do cities put in place to support the inclusion of migrants?
4. How can city officials and urban dwellers enhance urban rights and citizenship?

These questions will be addressed by reviewing the current literature and providing examples from actual cities in the “Living Practice” and “Network Practice” boxes. More specifically, this chapter engages different types of inclusion: Spatial, Social, Economic, Political, Civic, Cultural, Educational, Housing and Public Health. After reading examples from various cities, worksheets at the end of the chapter facilitate reflection upon the ways in which your city works to be more inclusive. There is also a mapping exercise that invites you to locate places of inclusion within the city where you work or reside.

The aim of this chapter is to provide examples of good practices and to invite reflection about the levels of inclusiveness in your city. There is no single path to inclusion; the multi-faceted nature of inclusion means that a city might perform well in one area and poorly in another. For instance, a city may succeed in providing access to health care for migrants, but not include migrants in local political processes. This chapter is an introduction to the many lenses through which inclusion can be measured and deepened.

3.1. BENEFITS OF THE INCLUSION OF INTERNATIONAL MIGRANTS IN URBAN SOCIETY

"When people are attracted to cities because of employment opportunities, net benefits are likely to accrue as the concentration of ideas, talent and capital lead to positive spillovers."³⁹

In many cities the successful inclusion of migrants has led to positive results. In these cases migrants are viewed as indispensable in forming a socially dynamic, culturally innovative, and economically successful city. International migrants promote a sense of cosmopolitanism, which can elevate a city to 'global' status. Local authorities need to be proactive in creating inclusive urban policies in order to take advantage of the economic benefits which are often bestowed by greater cultural diversity.

A key aspect of inclusive policies is the building of tolerance for a variety of social and cultural identities and practices. Greater tolerance, argues urban scholar Richard Florida, leads to more creative and competitive cities.⁴⁰ In his book *The Rise of the Creative Class* (2002), Florida develops a Tolerance Index with four measures that include: 1) the concentration of foreign-born 2) the concentration of artistic/creative people, 3) the concentration of gay people, and 4) a measure of racial integration. "Places that score high on this Tolerance Index—places where gays, immigrants, and bohemians all feel at home and where racial groups tend to live mixed together, not in distinct enclaves—are very likely to have a culture of tolerance."⁴¹ Such highly tolerant locations also tend to gain competitive advantage because they are able to tap into the diverse and creative talents of their populations. Thus, Florida argues that a policy of tolerance and inclusion is fundamental to the economic health of a city.

Tolerant, creative and dynamic cities also are extremely attractive, for both international and internal migrants. Florida identifies diverse centres of innovation such as Tokyo, Seoul, Taipei, New York, Seattle, London, Helsinki, Bangalore, Toronto, San Francisco and Shanghai. Some of the cities are well known global cities and major immigrant destinations. Others are areas of rapid growth, mostly due to internal migration and intensified direct foreign investment. Shanghai, for example, has emerged as China's leading financial centre and largest city. In the 2010 census 22 million people were counted in the metropolitan area,

over 8 million of them were rural migrants who had lived in the city for at least six months. This booming city also attracts thousands of international migrants, although there are no official numbers. The international migrants in Shanghai are mostly highly skilled and often well paid, consequently they face fewer obstacles to inclusion with regards to housing and employment. However, the city's millions of rural internal migrants face considerable difficulty in finding housing, employment, and access to education because they are poor and often not authorized to live in the city. Bangalore is a centre of high-technology development in India that has attracted considerable foreign-investment as well as internal migrants, returned overseas Indians, and international high-tech workers. Here, too, inclusion of the highly skilled and better paid migrants is far easier to accomplish than inclusion of low-skilled internal rural migrants who are attracted to opportunities in the city.

Toronto, Canada has been recognized by international organizations for its sustained effort to create an inclusive society where people of many ethnic, religious and socioeconomic backgrounds are able to build prosperous lives. The city's motto, "Diversity, Our Strength" captures a belief that Toronto's foreign-born populations benefit the city in myriad ways.⁴² City leaders herald the economic and social benefits of having a migrant population and have made great progress in embracing them. Immigrant entrepreneurs have started businesses and created ethnic enclaves which enhance the city's marketability as an international destination. Along with increasing the international profile of the city, ethnic marketplaces and destinations have also created new economic centres in the city which attract Toronto locals. The city of Toronto has prioritized the gathering of data regarding its migrant population, an effort which has increased its ability to identify and respond to the needs of its migrant population. Additionally, this information has enabled the city to measure the migrant population's tax contributions. In 1995, the city calculated that its migrant population contributed a net \$578.2 million to its tax base.⁴³ Lastly, the city's strong tradition of partnerships between city government and community organizations has increased its capacity to provide much needed services like language training and settlement assistance to an increasing number of migrants.

39 UNDP (2009), *Human Development Report Overcoming barriers: Human mobility and development*, UNDP, p. 87.

40 FLORIDA, R. (2003) "Cities and the Creative Class" *City & Community* 2 (1): 3-19.

41 FLORIDA, R. (2002) *The Rise of the Creative Class and How it's Transforming Work, Leisure, Community and Everyday Life*. Basic Books: New York.

42 ANISEF, P., LANPHIER, M. (2003) *The World in a City*, University of Toronto Press, p. 349.

43 ANISEF, P., LANPHIER, M. (2003) *The World in a City*, University of Toronto Press, pp 196-197.

Scholars also point to how the immigrant landscape or neighbourhoods in cities can enhance the attractiveness of a city as tourist destination.⁴⁴ By celebrating and even marketing the ethnic spaces created by immigrant communities, new and interesting spaces of interaction result and small businesses associated with them thrive. This has occurred for a long time in North American and Australian cities where Chinatowns or Little Italys were sought after sites for dining and shopping. More recently several cities have re-evaluated these immigrant enclaves to see them as significant destinations in the fabric of the city for tourism. European cities have 'discovered' some of their distinctive neighbourhoods such as Birmingham's Balti Quarter, London's Brick Lane ('Banglatown'), Belleville in Paris, Kreuzberg ('Klein-Turkei') in Berlin, Mouraria and Cova da Moura in Lisbon, or Dansaertstraat and surroundings in Brussels. According to Jan Rath of the Institute for Migration and Ethnic Studies (IMES) at the University of Amsterdam, "immigrants are now carving out their own niches in the tourism industry... by entering self-employment or by commodifying some of their cultural features" in distinct ethnic neighbourhoods that are sought out by visitors and residents of the city.⁴⁵

■ **Living Practice: Culturally Distinct Immigrant Neighbourhoods Attract Commerce and Tourism: The Case of the Netherlands.** SOURCE: Jan Rath (2007)

There have been concentrations of Chinese in Rotterdam and Amsterdam since the early 1900s when Chinese sailors were recruited from London as strike-breakers and settled in their 'colonies' close to the docks. In Rotterdam, Chinese businesses have gradually moved out of the infamous Katendrecht district and gravitated to the West Kruiskade area in the inner city, which city planners are now thinking of converting into a 'real' Chinatown with a gate, lions and all that jazz, or at least into an 'exotic' shopping zone. In Amsterdam, Chinese businesses abound in the area around Zeedijk, Nieuwmarkt and Geldersekade, inner-city streets next to the famed red-light district, another major tourist attraction. In the 1970s, these run-down streets were the turf of street people and heroin addicts, but since the 1980s the Amsterdam local authority has been revitalizing the area. It has tidied up skid row, renewed the streetscape, enabled the founding of the eye-catching Fo Guang Shan Buddhist temple and collaborated with local business and community organizations. Zeedijk has gradually become

a magnet for people from all backgrounds. With almost a million Google hits, Amsterdam's Chinatown seems to be furthering the city government's goal of branding Amsterdam as a centre of cosmopolitanism.

*"There is evidence to suggest that diverse societies and communities can be socially dynamic, culturally innovative and economically successful. This is particularly apparent in the emergence of 'global cities', highly cosmopolitan urban areas that accommodate large numbers of migrants, allowing them to be well placed to capitalize on the new trading, investment and business opportunities opened up by the process of globalization."*⁴⁶

Not only can cities in receiving countries benefit, but there is mounting evidence that international migration can assist the countries of origin through the transfer of remittances and knowledge as well as the creation of new transnational networks that facilitate trade and investment.⁴⁷ When properly managed, migration has the potential for greater benefits than free trade, particularly for developing countries.⁴⁸ It is for these reasons that successful inclusion is not just a local matter but can have far-reaching international implications.

44 RATH, J. (2007) "The Proliferation of Immigrant Entrepreneurship and Its Impact Upon Urban Competitiveness" Paper prepared for the 2nd OECD World Forum on 'Statistics Knowledge and Policy' Istanbul, Turkey.

45 RATH, J. (2007) "The Proliferation of Immigrant Entrepreneurship and Its Impact Upon Urban Competitiveness" Paper prepared for the 2nd OECD World Forum on 'Statistics Knowledge and Policy' Istanbul, Turkey, p 6.

46 GCIM (2005), Migration in an interconnected world: New directions for action. Report of the Global Commission on International Migration, p. 42.

47 SAXENIAN, A. L. (2006) The New Argonauts: Regional Advantage in a Global Economy. Harvard University Press.

48 United Nations General Assembly (2006) International migration and development, A Report of the Secretary-General. May 18, 2006, p 13.

3.2 CREATING AN INCLUSIVE URBAN POLICY: WHAT DO MIGRANTS SEEK?

As the world becomes more urbanized, much of that change is due to migration, especially from rural areas to urban ones in the developing world. Although people migrate for various reasons, generally people tend to go towards places of perceived greater opportunity. And it is demonstrated that most migrants, be they internal or international, reap gains with regards to higher incomes, better access to education or health care, or greater opportunities for their children.⁴⁹ This does not happen overnight but over time. And it can only happen with diverse practices of inclusion, both formal and informal, as well as increased interaction and integration with the native born population.

*“Inclusion and integration are critical from a human development perspective, since they have positive effects not only for individual movers and their families but also for receiving communities. The ways in which the status and rights of immigrants are recognized and enforced will determine the extent of such integration.”*⁵⁰

One way to address the inclusion question is to consider what migrants seek. Chilean economist Andrés Solimano argues that income differentials are not the only driver explaining where migrants go and how well they settle in those places. According to Solimano, migrants seek many of the same things that everyone else does. He developed the following list of attributes that cities or countries should consider when trying to attract people to live and work in new destinations.⁵¹

What migrants seek: 13 qualities that make a city desirable to migrants

1. Salary Levels and Career Possibilities
2. Job Security
3. The Availability of Social Services, such as Health, Education, and Public Transportation
4. Access to Housing
5. Quality of the Environment in Urban Areas
6. Incidence of Crime in Urban Areas and Public Safety in Neighbourhoods
7. Availability of Cultural Activities and Entertainment
8. Quality of Family and Workplace Relationships
9. The Capacity and Willingness to Adjust to a Foreign Culture
10. Overall Sense of Identity and Belonging
11. Tolerance for Diversity
12. Respect for the Civil and Labour Rights of Nationals and Foreigners
13. Overall Quality of Democracy

⁴⁹ UNDP (2009), *Human Development Report Overcoming barriers: Human mobility and development*, UNDP, p. 2.

⁵⁰ UNDP (2009), *Human Development Report Overcoming barriers: Human mobility and development*, UNDP, p. 104.

⁵¹ SOLIMANO, A. (2010). *International Migration in the Age of Crisis and Globalization: Historical and Recent Experiences*. Cambridge University Press, Cambridge. p. 28-29

To build inclusive cities, local decision-makers will have to plan ahead and adopt inclusive policies. A comprehensive, integrated and long-term inclusive strategy needs to reflect the multidimensional character of social, economic and spatial inclusion of migrants. Urban policies should consider inclusion as a dynamic two-way process actively involving both migrants and locals who share responsibilities. The sharing of common values, while respecting cultural diversity and differences, contributes to a shared sense of belonging and thus builds social cohesion.

It should also be recognized that this transition from more homogeneous societies to more cosmopolitan and diverse ones takes time and there will be difficulties along the way. Much depends on the numbers that arrive, the conditions they enter under, the skill levels migrants possess, and the composition of a particular migrant group (mostly men, mostly women, entire families). What often happens is that countries develop migration policies based on a single issue—say labour recruitment for a particular need, or humanitarian concerns for a displaced population at its borders—yet the cities that receive migrants do not have the luxury of addressing only one issue. They must address a full host of issues for newcomers ranging from advice about basic needs (shelter, employment and health care) to more complex issues of social and cultural integration or political and civic participation. There are bound to be difficulties, and recurring issues of inclusion must be continually addressed, yet it is important to remember that “the scale of migration’s potential for good is enormous.”⁵²

Obviously many of these needs are not the direct responsibility of the state or the city. Migrants are very adept at relying upon social networks to find or create housing, employment, cultural events and places of worship. Areas where city leaders need to be more interventionist are the creation of settings where ethnic and cultural differences are not only tolerated but also seen as a source of strength. This often results in creating spaces of interaction (public spaces, schools or advisory councils) as well as responding to the fears of both native born and immigrant alike with timely information.

3.3 POLICIES TO ENHANCE IMMIGRANT INCLUSION IN CITIES

The Migrants’ Inclusion in Cities project attempts to outline “practical” solutions on the urban level to encourage the engagement of migrants as well as to outline ways in which municipalities facilitate a dialogue between the mainstream and the minority. Howard Duncan of Metropolis states: “Highly diverse cities will need to ask fundamental questions on how they want to engage immigrant or minority communities, about the roles that they want these communities to play in civic life and in shaping the future of the city, and they will need to do this from a practical point of view, seeking genuinely attainable ways to achieve prosperous, peaceful and appealing cities”.⁵³

What follows are practical examples from diverse cities that work towards migrant inclusion, especially of ethnically and racially distinct groups. Inclusion happens on many levels, through welcoming public spaces, granting voting rights, and creating educational exchange. As the preamble of the UCLG’s Global Charter states, “(...) local governments (...) must play a fundamental role in guaranteeing the effective exercise of the human rights of all their inhabitants”.⁵⁴ A human rights approach towards migrant inclusion at the local level puts forward a new way of viewing the relationship between governance systems and social problems in the urban context. The development of citizen/denizen rights to the city is a two-way process; it can only work through collaboration among city officials, long-term residents and newcomers.

The examples below in the Living Practice boxes are for illustrative purposes. It is by no means an exhaustive list. In Chapter 4 various institutions engaged in inclusion will be discussed and additional websites are provided for more examples of good urban practices. This section develops 10 aspects of inclusion: economic, housing, education, public health, public space, gender awareness, and cultural, social, political, and civic engagement. Examples of each are given under specific headings but upon a closer reading it is clear that individual policies often impact several aspects of inclusion. For instance, the promotion of an ethnic street fair creates more inclusive public space, generates economic inclusion, and encourages cultural inclusion along with civic participation.

52 United Nations General Assembly (2006) *International migration and development, A Report of the Secretary-General*. May 18, 2006, p 6.

53 Duncan, Howard “Some modern challenges to social inclusion in highly diverse cities” in *How to enhance inclusiveness for international migrants in our Cities* UNESCO/UN-HABITAT Publication, N° 61 in the *Human Settlements and Socio-Cultural environments series*.”

54 UCLG (2008) *Global Charter-Agenda for Human Rights in the City*, Preamble.

Worksheets 3.1 and 3.2 at the end of this chapter provides an opportunity to reflect upon ways that your particular city reaches out to and includes migrant populations. Use that worksheet to make notes regarding what areas of strength already exist in your city.

3.3.1 ECONOMIC INCLUSION

Definition

Everyone—regardless of citizenship—has the right to work and governments are obliged to take progressive measures to safeguard this right. Non-citizens who are lawfully present in a State are entitled to treatment equal to that enjoyed by citizens in the realm of employment and work.⁵⁵

Challenges

Unemployment, low educational levels, lack of recognition of qualifications, low-pay and insecure work in the informal sector all contribute to economic exclusion. Also in terms of obtaining access to capital, migrants may have difficulty locating and receiving financial services. Racial, religious and gender discrimination limit the employment opportunities for some migrants.

What can be done

Local authorities have to guarantee equal access to employment and ensure the right to decent work, decent income and social protection, especially for City's jobs. Special attention has to be paid to the rights of workers in the informal economy, such as domestic workers and street vendors. Equality at work should be promoted through anti-discrimination and diversity strategies. Municipal decision-makers need to ensure recognition of skills and qualifications and access to support services (e.g. language classes) and vocational training. Ethnic entrepreneurship should be supported and international migrants should have access to financial services.

As stated at the beginning of this chapter, there are clear economic benefits to cities that host large migrant populations. The economic benefits for host cities are multiple: low skilled migrants fill positions that local populations are no longer able to fill; high skilled migrants offer a wealth of knowledge and a variety of skill sets for the diversification of entrepreneurship; the image of the city is improved through cosmopolitanism; diasporas of various migrant groups encourage new linkages with other cities and industries.

Yet for economic inclusion to occur, city governments need to take responsibility to ensure that migrants are not exploited or discriminated against. The European Charter for the Safeguarding of Human Rights in the City states in Article 14 that “*The municipal authorities develop mechanisms, in collaboration with other public institutions and companies to ensure equality for everyone at work, and to prevent any discrimination on the grounds of nationality, gender, sexual orientation, age or disability in matters of salary, working conditions, right of participation, professional promotion or wrongful dismissal.*”⁵⁶

At the most basic level, economic inclusion focuses on access to work and combating discrimination (both in hiring and in the work place). Migrants are also viewed as entrepreneurial agents, who can bring about economic development through building up ethnic economies or contributing to mainstream economic sectors through their skills and investment. Local and regional associations often form to support immigrant entrepreneurship. Such as AUMA – The Alberta Urban Municipalities Association – in Canada. According to AUMA staff, “*Working towards the elimination of racism is a worthy goal in itself, but it is also tied to attracting and retaining labour by creating a more welcome environment in the community and in the workplace.*”⁵⁷ Cities which manage to find the balance between local harmony and internationalization can potentially reap considerable economic and social benefits for all of the people living within these inclusive and diverse metropolitan areas. The first two examples from Vancouver, Canada and Skokie, Illinois, US, exemplify the importance of government and non-governmental actors in helping immigrants obtain employment. The last two examples from the Los Angeles, California, US and the Netherlands address fostering immigrant entrepreneurship.

■ **Living Practice: The Equal Employment Opportunity Programme, Vancouver.** (SOURCE UNESCO/UN-HABITAT 1st Experts meeting in Barcelona, February 2010)

The Zarem-Golde Technical Institute's primary mission is to educate and find employment for its graduates, 30 per cent of whom are immigrants or refugees. The Institute works closely with local employers to assess their work force needs, designs its curricula and course offerings to match those needs and industry trends, and works with employers to hire its graduates. It gauges market needs by consulting with an active advisory board comprised of area business leaders. Finding jobs for its graduates is the Institute's top priority. In addition to being a vocational

⁵⁵ OHCHR, *The Rights of Non-Citizens* New York and Geneva 2006.

⁵⁶ European Charter for the Safeguarding of Human Rights in the City, article 14.

⁵⁷ AUMA “Welcoming and Inclusive Communities Toolkit” p 4.

school, the Institute is an integral part of the local community. It partners with the community by addressing issues, such as immigrant high school dropouts and immigrants with a weak command of English. The Institute believes that the students should be proficient in English in order to benefit from their vocational classes. For non-native English speakers, the study program consists of 8 months of intensive English-only immersion classes and 6-9 months of technical-vocational training. The program also includes volunteering activities to help students learn more about the culture and about civic participation.

► **Living Practice: Los Angeles Minority Business Enterprise Centre.** Los Angeles, US. SOURCE: *Managing Diversity in OPENCities (2010) - The British Council, Madrid*

The Los Angeles Minority Business Enterprise Centre (L.A. MBEC), opened in 1996 through the University of Southern California's (USC) Business Expansion Network and as an outreach to the community surrounding the university which is generally poor and minority. The mission of USC's Business Expansion Network is to foster and cultivate the entrepreneurial spirit that exists within the local minority communities in Los Angeles, including individual people, businesses and organizations. Through the L.A. MBEC, minority-owned businesses receive advice and services in four major areas: procurement, business training, financing and consulting.

To qualify for MBEC's assistance a minority-owned business must be at least 51 percent owned by ethnic minorities and must be located in Los Angeles or Ventura Counties in Southern California. The general rule is that MBEC works with businesses that already have \$500,000 in revenues and/or significant start-up capital and management experience. The Los Angeles MBEC team consists of an accomplished group of professionals with industry experience across a range of sectors. This core team is made up of the director, full-time staff consultants, part-time consultants, a project coordinator, and project assistant. Since 1996 MBEC has assisted over 1,200 local minority business enterprises in securing over \$140 million in finance and procurement transactions.

► **Living Practice: The AENEAS Project "Ethical and Complete Management of temporary migration between Huelva and Morocco" Municipality of Cartaya, Spain.** (SOURCE: *Spanish Federation of Municipalities and Provinces (FEMP)*)

The project AENEAS Cartaya "Ethical and Complete Management of temporary migration between Huelva and Morocco" is a good example of municipal experience in the

economic inclusion of immigrants. During the development of this project (30 months) about 30,000 agricultural workers from Morocco came to work in the municipalities of Huelva. The project was funded by the European Union and run by the municipality of Cartaya and has received support from governments, trade unions, NGOs and municipalities. Following results were achieved:

- Applications and innovative systems have been developed, allowing the collection of information, from which a comprehensive management of immigration was conducted during the selection procedures in the country of origin and during the agricultural season.
- Legal migration to the agricultural municipalities in the province was promoted as the number of workers has adjusted to demand. Similarly, foreign workers arrived with a contract and a work permit and residence provided by his employer.
- Regular migration was promoted and irregular flows of workers who came to the province and the city diminished.
- The percentage of workers who returned to their country at the end of the agricultural season has increased from 50% to 90%.
- The social inclusion and work-related seasonal workers has been improved through: 1) training activities (Prevention of the risks related to work, language, road safety, prevention of health, etc.). In total, about 600 training activities were offered each year; 2) Mediation activities: Upon their arrival in Spain (and not the municipality), workers were accompanied by mediators who were the persons to contact in case of social (illness or convalescence) or work-related (layoffs) problems.

► **Network Practice: "Business, Migration and Mobility Roundtable Discussion with Dutch Business Leaders" April 2009.** (SOURCE: *The Hague Process (THP) Business and Migrants Round Table Report*)

This series of meetings with business leaders exemplifies how networks can mobilize the private sector to discuss and outline the advantages of migrant workforces for the overall health and profitability of their businesses. Some of THP's primary study foci are migration and business. This roundtable found that there is a need for particular structures to provide insight into the positive opportunities of labour migration. They suggested that the corporate sector could develop an organization or coalition of companies which would formalize adopted approaches to migrant workers. The round table recommended that migrant entrepreneurship be helped by big business, that training and social integration of migrants be facilitated by the private sector and that the increase in skilled and

unskilled labour be taken into account by specific structures from the private sector.

Full report online: <http://www.thehagueprocess.org/documents/Report-Business-Migration-and-Mobility-meeting-NL-28-April-2009.pdf>

3.3.2 INCLUSION THROUGH HOUSING

Definition

Cities should work to ensure that all their residents have access to adequate, safe, suitable and affordable housing. Also housing practices should be fair and renters or buyers should not face discrimination based on race, gender, religious orientation or ethnicity.

Challenges

Housing prices are extremely high in many global cities, making it difficult for even native born residents to find affordable housing, let alone newcomers. Lending practices to secure mortgages are complicated and immigrants can often fall victim to predatory lenders. Some city officials see that immigrant/ethnic clusters as a negative indicator and work to discourage housing segregation or ethnic concentrations. As for gender related concerns, women's access to loans is an important aspect to consider. It is also true that renting for single women or single mothers is always more complicated than for couples or single men.

What can be done

There are no easy solutions to the difficulty of finding quality and affordable housing in many of the world's cities. As stated earlier, many developing cities rely upon immigrants to create their own shelter, which helps to explain the expansion of slums and shanty towns where millions live. Cities in the developed world often have public or subsidized housing programs to reduce costs, although in some cases immigrants do not qualify for these housing programs. In many countries, home ownership is often seen as a marker for immigrant inclusion and better civic integration. Thus there are numerous programs to assist migrants in establishing a path to home ownership.

The mission of the Canada Mortgage and Housing Corporation (CMHC) is to promote adequate, suitable and affordable housing. Adequacy refers to the physical quality of the dwelling; suitability to the appropriateness of the dwelling for accommodating a particular size and

type of household; and affordability to the maximum proportion of before-tax household income that a household "should" spend on shelter.⁵⁸ Creative coalitions of owners, community organizers, and local leaders can often work together to help resolve affordable housing shortages as in the case of Leeds, in the United Kingdom.

■ **Living Practice: Leeds Housing Partnership, Leeds, UK.** (SOURCE: *Selected Best Practices from the UNESCO UN-HABITAT Barcelona Meeting February 2010*)

The Leeds Housing Partnership is a public and private partnership of landlords, voluntary housing organizations, and local authorities. This group came together around the recognition that housing and housing providers could directly contribute to community cohesion and economic regeneration by actively engaging and considering the needs of ethnic and minority groups during the consultative and strategic planning processes. As a result and as part of the overall Leeds Housing Strategy of 2005 - 2010, the Leeds Housing Partnership released the "Black and Minority Ethnic Housing Strategy and Action Plan" which was embedded in the Vision for Leeds II 2004 - 2010. The impact of this plan is that it focuses exclusively on the needs and concerns of local residents specifically from the most disadvantaged (BME) communities. An extra element to this innovative policy is the profiling of the cultural and faith needs of each community and incorporating these in to the service planning and the design of new homes.

Website: <http://www.leedshousingpartnership.co.uk/index.asp>

It is through the analysis of residential patterns that housing segregation and integration are assessed. In general there is a tendency to see highly segregated immigrant neighbourhoods as an example of integration failure. The formation of such ethnic enclaves is often viewed out of necessity rather than choice. They often contain migrant groups who are poorly paid, linguistically isolated, and subject to overcrowded and poor quality residences. In many cases, prejudices against racial or ethnic minorities reinforce the need to remain in the enclave. Most government officials believe that such communities are less than desirable but may be unavoidable.

There are also ethnic communities that form more out of choice than necessity. As Howard Duncan of the Metropolis Project notes, "we need to recognize that with modern middle class and institutionally complete enclaves the incentive structures around integration are changing and that the assumption of integration with

⁵⁸ City of Montreal (Canada), *The Montreal Charter of Rights and Responsibilities*, 2006.

the mainstream as the natural desired outcome will lose its grip.”⁵⁹ These more prosperous ethnic communities of choice may decide that the benefits of self-segregation out-weigh the drawbacks. Most officials will agree that when analyzing patterns of racial and spatial segregation it is vital to consider the drivers that make these patterns happen. And at the very least, city officials should condemn practices that blatantly exclude people from living where they choose and can afford to live based upon their race, country of origin, ethnicity, religion, gender or sexual orientation.

■ **Network Practice: Housing and Ethnic Minority Groups in European Cities.** (SOURCE: *CLIP Urban Housing Recommendations 2007*)

The first module within the CLIP series of study programs studied the residential segregation or concentration of migrant or ethnic minority groups in European cities and on the access by migrants to affordable and decent housing. The recommendations from the study were as follows: to encourage the collection of reliable and up-to-date information (i.e. ethnic monitoring); to aim for anti-segregation policies with a mix of different types of housing and different ethnic groups with the native population. The project is based on small study samples which provide snap shots of local approaches to dealing with segregation in medium and large scale cities throughout Europe. This report demonstrates the importance of housing as a fixed good which determines ethnic mixing or segregation in many European Cities.

🔗 Website: <http://www.eurofound.europa.eu/areas/populationandsociety/cliphousing.htm>

Housing is a basic need but it is also a major industry that employs vast numbers of people and involves complex financial interactions. The contraction of the booming real estate markets in the US and parts of Europe were at the core of the global economic recession that began in the last quarter of 2008. For some financial lenders, immigrants are seen as an important community to profit from and to assist. One group that is particularly problematic in terms of mortgage instruments are devout Muslims, who are forbidden to engage in negotiations that receive interest according to their faith. Since home ownership is often a goal of immigrants, Muslims who want to purchase homes either have to save hundreds of thousands of dollars, get loans from family or friends, or break with their faith and take out a conventional mortgage. Creative financial instruments, however, are being developed that comply with the teachings of the Quran and are approved by Muslim scholars.

■ **Living Practice: Muslims and Mortgages: American Home Ownership Through Flexible Financing, Chicago, Illinois, USA.** (SOURCE: *Cities of Migration*)

Over the last few years, several Islam-friendly lending programs have been created by the Chicago Federal Reserve to allow Muslims access to the funds they need to purchase a home. Mainstream financial institutions, such as HSBC Bank, are creating specialized financial instruments that comply with the Muslim law against *riba* (receiving interest) by creating joint-owner partnerships or charging lease fees in place of interest.

The Chicago Federal Reserve has identified three types of Islamic loans:

1. In a Murabaha loan the bank buys the house then gradually sells it to the home buyer with an additional profit rate tacked on.
2. In an Ijara loan (which is one of the most common) the bank buys the house and leases it to the buyer, who pays off the home, plus market-based rent for living there.
3. The third form is called Musharaka and it creates a shared equity partnership between bank and buyer to purchase the house and gradually transfer shares of its ownership.

By catering to Muslim financial needs, banks see an ability to tap into a growing market of well-paid and educated Muslims who would like to take advantage of such culturally sensitive products.

🔗 Website: http://citiesofmigration.ca/good_idea/muslims-and-mortgages-american-home-ownership-through-islamic-financing/

⁵⁹ DUNCAN, H. "Some Modern Challenges to Social Inclusion in Highly Diverse Cities" in *How to Enhance Inclusiveness for International Migrants in Our Cities: Various Stakeholders' Views*. UNESCO/UN-HABITAT, p 137.

3.3.3 INCLUSION THROUGH EDUCATION

Definition

All children, no matter of their citizenship status, should be entitled to a public education in the city where they reside. Schools that work towards inclusion find ways to assist migrants with language deficits but to encourage integration in the dominant language of instruction as soon as possible.

Challenges

Education is expensive and not all school systems have the resources to accommodate student populations with extremely diverse needs. Other cities or countries reject that idea that all children (especially those with a questionable legal status) are entitled to an education at public expense.

What can be Done

Schools and the education they provide are the preferred vehicle to assist migrant children in the processes of social and cultural integration. Some migrant children are particularly difficult to reach, especially children of migrant agricultural workers who tend to be highly mobile. Most countries have laws that make primary education mandatory. But sometimes immigrant children need special attention to insure their attendance and educational advancement.

With the emergence of a post-industrial economy that is dependent upon information and services, quality education is a priority for many communities. In cities where a high percentage of the children are immigrants, it is vital that this population also benefits from the advantages that a quality education have to offer. Education initiatives often work to reduce the achievement gap between different racial and ethnic groups in order to deliver a more inclusive and equal education.

■ **Living Practice: Stuttgart Partnership for Education, Stuttgart, Germany.** (SOURCE: *Leadership and Governance in OpenCities*, British Council (2010, p. 41)

"Stuttgart's leadership have invested considerable time into developing Stuttgart as a knowledge economy, starting with its commitment to children and young people's education. They have helped to formulate the 'Stuttgart –City for Children' working agenda, established the EU Cities for Children network, and are currently pursuing a number of child-centred policies.

In 2007, the City of Stuttgart launched a joint municipal/state educational initiative, the 'Stuttgart Partnership for Education'. This aims to create a coordinated system to keep track of new migrant children's language and learning development, and ensure adequate progress. The Competence Centre Stuttgart Partnership, which reports to the Mayor, is the main engine of this effort, harnessing local innovation, developing quality criteria for further education, and building strong networks with businesses."

Another important area of educational inclusion is the significance of sports in the life of children. For girls in particular, sustained involvement in organized sport often improves leadership skills, self-confidence and corresponds with higher rates of educational completion. For immigrant children, organized sport can be a vehicle for integration with a mix of children. Yet, sport also means stepping into socially and culturally complex terrain, a terrain that coaches might need additional training in to navigate. The following living practice example discusses the value of social inclusion of children through sport.

■ **Living Practice: Social Inclusion of Children through Sport.** (SOURCE: *David Westendorff, Urbanchina Partners, llc Shanghai, PRC*)

Even if the league's management officially frowns upon scenes denigrating the visiting team's Non-European players, we have all seen ugly scenes in football stadiums in which sportsmanship has left both the pitch and the stadium as a whole. What are young sports enthusiasts to draw as conclusions when they see this behaviour from their favourite sports teams or individual heroes? More often than not, youngsters will consider their opponents on the pitch as the enemy, not a friendly adversary who makes the game fun and exciting for all the players and fans.

Athletic competitions are a test of the maturity of the coaches/trainers. Coaches who fail to accept the responsibility to teach and enforce rules of sportsmanship to their young charges have no place in coaching. There need to be clear and enforceable guidelines so that youth sports promote an ethos of fair play, sportsmanship, and personal respect for all those who participate in a competition. Because migrant children living in a city whose language and culture are unfamiliar are at an immediate disadvantage in making friends with local children, the role of sports coaches and trainers is especially important. For many young sports enthusiasts (male or female) the coach is a surrogate parent figure. The young sports person will take important signals from him/her.

It is for this reason that coaches need to be trained to give the right kinds of signals to the athletes in her/his charge. This will entail, among other orientations, setting the stage/expectations about the purpose of sports activities. These include: physical and mental health, an understanding of teamwork, the importance of sportsmanship, the ability to learn from mistakes, and to accept victory and defeat with equal grace.

To reach this kind of outcome in youth sports where migrant children are involved, it is extremely important for the coaches to make every effort to show young migrant athletes the same high degree of respect that they owe children of long-term residents. This will require specialized training in language and culture for coaches, particularly if they are unfamiliar with the culture of the migrant children.

More important, however, traditional coaching practices are likely to require changes. These may include the following. In the beginning of training, there are no set teams, only players and coaches. Athletes, under the coaches' direction, work on skills, comportment, physical stamina, rules, strategies, and some basics of the language and culture of the disparate backgrounds of the athletes. Every effort should be made to ensure that the players constantly rotate in drills so that the focus is on skills and proper sports behaviour. When conflicts arise between youth athletes, the coaches must be prepared to intervene to explain why sport does not allow breaches in the ethic of sportsmanship. Where offenses become endemic, coaches must seek external assistance (other coaches or teachers) to help mediate and solve the situation. Everyone must share the same commitment to equality of treatment.

3.3.4 INCLUSION THROUGH PUBLIC HEALTH

Definition

Article 25 of the Universal Declaration of Human Rights holds that "everyone has the right for a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing, and medical care."

Challenges

Provision of health care services is both necessary and expensive. Some countries, such as Canada, Cuba or Sweden, have highly regarded nationalized programs where access is readily available based on one's residence or citizenship. Other countries rely upon privatized health care delivery, supplemented by insurance (the US). In these cases, health care can be denied to the uninsured. In many cities of the world, immigrants do not necessarily receive coverage under nationalized or privatized health care provision and struggle to find affordable health care through public clinics or other forms of state-subsidized care. Migrants arriving in good health conditions may find their health deteriorated substantially as a result of stress, poverty, lack of medical care, lack of access to tradition foods, etc.

What Can be Done

Access to health care is a need shared by all, but many immigrants struggle to secure affordable health care or health insurance. This is especially true for low-skilled migrants who are often found in low-wage and dangerous jobs where employers provide no health care. The Pew Hispanic Centre in the U.S. released a study comparing the rates of health insurance among Hispanic groups based on declared ancestry and nativity. Two-thirds of Hispanics in the U.S. self-identified as Mexican origin, the largest immigrant group in the U.S. But one-third of that population is without health insurance. For other Latin American origin groups the rate of uninsured status is even higher.⁶⁰ The difficulties exist for women to find specialized health care such as reproductive health. Migrants also face complexities to find health care for children; elder or disabled parents.

Cities with large immigrant populations often bare the expense of providing medical services to the uninsured or undocumented migrants. Often coalitions of non-profit organizations, religious institutions, and public agencies construct systems of care. One of the more creative approaches to securing health care access is found through

60 Pew Hispanic Center (2011) "Country of Origin Profiles" <http://pewhispanic.org/data/origins/>

the collaboration of the Mexican government through its Institute for Mexicans Abroad (IME) with various state and local agencies in the United States to reach out to the Mexican immigrant community. Using the various Mexican consular offices located throughout the US, the Mexican government launched Bi-national Health Week. The program's goal is to improve the access to and quality of care for underserved migrant populations living in the United States through workshops, insurance referrals, and medical screenings. The Bi-national Health Week has grown to include the governments of Colombia, Ecuador, El Salvador, Guatemala, Honduras, and Nicaragua. "Staged in multiple venues and states, the 2007 Bi-national Health Week drew over 6,500 participating agencies in 33 states with discussions and workshops on promoting healthful behaviour and lifestyles among Latino families, understanding risk factors affecting immigrants, local health resources, and the challenges and opportunities of bilateral health work."⁶¹

► **Living Practice: Institute for Mexicans Abroad (IME) - Ventanillas de Salud.** (SOURCE: LAGLAGARON, L. (2010), *Protection through Integration: The Mexican Government's Efforts to Aid Migrants in the United States*. Migration Policy Institute.)

A signature program for the Institute for Mexicans abroad is Ventanillas de Salud, or the health stations program. This program was created to serve the large and medically needy Mexican immigrant population in the US (some 12 million). It began in 2003 in southern California but has since expanded so that all the Mexican consulates provide health information and screening to its citizens abroad. The health stations have three goals: (1) to provide local health care referrals and appointments; (2) to enroll eligible adults and children in federal, state, and local public health programs; and (3) to provide information on health issues relevant to the Mexican migrant community. The consular staff does not provide health service but they work with local non-profits or public agencies to create the Ventanillas in the consular offices or near-by. The partnering agencies manage the daily operations such as immunization, screenings, health education and referrals to health services in the U.S. and Mexico. This is a creative international partnership with governmental and non-governmental agencies to find a way to secure better health outcomes, and thus better inclusion, of a large immigrant group in the U.S.

🌐 Website: <http://www.ime.gob.mx/>

3.3.5 INCLUSION THROUGH ACCESS TO PUBLIC SPACE

Definition

A public space refers to an area or place that is open and accessible to all peoples, regardless of gender, race, ethnicity, age or socio-economic level. These are public gathering spaces such as plazas, squares, libraries and parks. Green spaces, large and small, can be improved to make inviting places of interaction. Connecting spaces, such as sidewalks and streets are also public spaces. In the 21st century, some even consider the virtual spaces available through the internet as a new type of public space that increases interaction and social mixing.

Challenges

Through spatial integration measures, the social inclusion of migrants in urban settings can be improved. Public spaces can play a key role in improving migrants' inclusion by acting as places for intercultural dialogue and exchange. Segregated areas can be opened up by careful physical planning interventions. Generally speaking, adequate housing, well-connected public transport and accessible public buildings for cultural and religious practices need to be integrated in inclusive urban planning. Municipal decision-makers need to look carefully at the informal economy in public places and give space to entrepreneurship. And green spaces of various sizes should be established, maintained, and linked. Safety is always a major concern regarding access to public spaces, and has to be enforced.

What can be done

Well designed and maintained public space is critical to the health of any city. These spaces of gathering allow for social mixing, civic participation, recreation, and a sense of belonging. It is necessary to fight spatial segregation through actions such as: rebuilding districts in an integrated way; providing the most disadvantaged urban areas with quality public spaces and green spaces; promoting diverse uses of the land; encouraging social mixing in housing choices with the aim of having people from different backgrounds and socio-economic situations live in the same districts; removing architectural barriers that can isolate certain areas; and, finally, being sensitive to gender concerns when assessing urban design and use.⁶²

⁶¹ LAGLAGARON, L. (2010), *Protection through Integration: The Mexican Government's Efforts to Aid Migrants in the United States*. Migration Policy Institute, p. 28.

⁶² UCLG's "For a World of Inclusive Cities", point 7.

There are the grand public spaces of capital cities with monuments and boulevards. There are also the vernacular public spaces of neighbourhood parks, public markets, and neighbourhood gathering places. These vernacular spaces can be building blocks for greater social and civic inclusion. In cities around the world the maintenance of open spaces for sport is a simple but effective way to integrate children and adults from different backgrounds, races and countries. Recreational athletic leagues for adults and children, men and women, boys and girls, provide a wholesome and healthy space for interaction and fun. Whether playing football or cricket, volleyball or basketball, the sight of young children or adults playing together on an open field or court can be a powerful yet subtle statement about inclusion. On the sidelines, parents, friends and siblings can interact, breaking down barriers and building new friendships. Libraries are a preferred public space where women, for instance, can go alone or with their children for recreational purposes, as well as for learning languages, accessing computers, or simply get a break from extreme weather. Public space can be used for daily events or seasonal or annual fairs that bring together diverse populations of the city. Two Living Practices from Latin America show how public space can be transformed, either permanently or temporarily, to create a setting that welcomes diversity and encourages inclusion.

■ **Living Practice: National Celebration of Communities, Rosario, Argentina**

Argentina is a country of immigrants, much in the same way as Canada and New Zealand. While the largest immigrant destination is Buenos Aires, the smaller city of Rosario to the north also has a rich immigrant history. Since 1985 the city of Rosario hosts a large annual festival for ten nights to celebrate the city's rich ethnic diversity from five continents with music, dance, costumes, crafts and foods. On average, 50 distinct ethnic communities participate each year. This event is used to promote Rosario's image as not just a small town that grew but as a place that has influence beyond its borders. Over the course of the celebration, some 500,000 people participate by coming to enjoy the flavours, music and dances of some of the immigrant-derived ethnic communities. The event is held in the Parque Nacional a la Bandera, a major public space in the city. In addition to fireworks at the opening and closing night, there is also a beauty pageant where the Queen of the Communities is selected.

🌐 Website: http://www.rosario.gov.ar/sitio/lugares_disfrutar/fiestas/colectividades.jsp

■ **Living Practice: Turning Downtown Streets into Pedestrian Walkways: The Transformation of Francisco Madero Avenue, Mexico City, Mexico**

As officials in the Federal District of Mexico City anticipated the bicentennial of Mexico's independence from Spain in 2010, several projects were implemented around the city's historic centre, the Zócalo. One of the most dramatic changes that opened up pedestrian access to this political and cultural centre of the city was the decision to close Francisco Madero Avenue to all automobile traffic for six blocks. In making this street a pedestrian artery with attractive lighting, new paving, and various plantings, a new and vibrant public space was created. During the day, and especially in the evenings, thousands of residents and tourists stroll the avenue that leads them to the Zócalo.

Shops and restaurants along this walkway remain open later and have experienced a boom in business. Street vendors stroll among the pedestrians hawking food items or trinkets, and even musicians perform. The lighting, relaxed crowds and a police presence make this a welcoming and safe part of the city for families and friends to take in the city's historic ambience. Many cities have done this to reduce automobile traffic in the central zones and encourage walking. What used to be a street with narrow sidewalks, choked with automobiles, is now a vibrant public space where all peoples of the city can enjoy the city's rich past.

Urban green space is not only important for migrants, but it is essential in the quality of life for all urban populations. Landscape architecture is an important field for urban reconstruction and rehabilitation in an effort to link urban residents with the natural environment. Green networks in cities are a system of green corridors, along creeks, rivers, streets, avenues and other linear structures in the city which not only accomplish ecological functions, but also provide traffic free alternatives for transportation including walking and biking, which is a more affordable option for migrant communities. Cities should work on developing green networks, parks and other natural areas within the urban fabric. The design of these green spaces should integrate the following elements:

1. Playgrounds for babies and small children that also provide shade and comfortable areas for parents to gather.
2. Playgrounds and sport fields for teens and young adults.
3. Large open spaces for cultural and traditional festivities.
4. Large vegetated zones with walking paths and bike lanes that are interconnected with different zones of the city as part of a green network.
5. Natural and designed water bodies at different scales, that allow the population to interact with water (fountains, rivers, lakes, pond etc).

■ **Living Practice: The Importance of Green and Open Spaces for Migrants.** Contributed by Desiree Martínez and Mónica Pallares, International Federation of Landscape Architects (IFLA)

Contemporary landscape architecture is committed to the practice of better integrating nature and people into cities. Landscape architects act as “City repairers”, whose work is to propose landscape design as the primary tool in recovering open space for urban populations. Pocket parks, a concept developed during the 1960’s and 1970’s, were also the result of a movement to recycle small spaces found in deteriorating urban communities that could be converted into green space and used for people’s enjoyment. Today “Green City” practices are ideal for redevelopment that can raise the social, economic and environmental quality of life for urban residents.

Seeing landscape design as a tool for city improvement allows us to visualize, through big and small interventions in public areas, how to transform local environments into more pleasant spaces. Inclusivity is an integral part of community improvement. Green open spaces are the most inclusive, there people of all economic and social backgrounds and of all races can interact. Parks are the places where life’s daily stresses can be relieved and where the tension and the divisions between urban residents may dissolve. The importance of public space for migrants is clear, since it is well known that public areas foster communication.

Migrants take advantage of public open space by virtue of its public character. In public spaces they can meet other people in their community and communicate and exchange experiences. They can also participate in the traditions and celebrations of their new home, while also having the opportunity to grow closer to their local community. Therefore public open space is fundamental for the integration of migrants into their new destinations.

The healing properties of gardens are well known and accepted even by modern medicine. Throughout history gardens have been used to aid the healing process – from the Japanese Zen garden to the Monastic Cloister garden. Currently, research has been done that illustrates the therapeutic benefits of gardens. For example Roger Ulrich at the Centre of Health Systems and Design at Texas A&M University found that viewing nature or elements of the natural environment fosters stress recovery by evoking positive feelings, reducing negative emotions, effectively holding attention, and blocking or reducing stressful thoughts. When viewing vegetation as opposed to the

urban environment, test subjects exhibited lower alpha rates which are associated with being wakefully relaxed. Although more research is necessary, results based on research thus far indicate the healing effects of natural elements such as gardens and parks.

3.3.6 INCLUSION THROUGH GENDER AWARENESS

Definition

Attention to gender is particularly significant in view of the feminization of migration. Gender equality as well as the active participation of women in political, economic, social and cultural life should be promoted. For women to be able to fully exercise their human rights, gender perspectives have to be mainstreamed in all inclusive urban policies.

Challenges

It is widely recognized that the causes and consequences of international migration differ for men and women depending on gender relations and gender stratification in the societies of origin and destination (United Nations, 2005b). Norms and values in most societies are still far from being equal for gender groups and the status of women in general is not yet equal to that of men. International migration often brings to the fore the different ways in which gender differentially determines outcomes for men and women.⁶³

What Can be Done

A way forward is to scrutinize programs and policies through a gender lens, to challenge gender discrimination and to implement and promote gender equal measures through gender mainstreaming. Gender mainstreaming is the deliberate consideration of gender in all stages of program and policy planning, implementation and evaluation, with a view to incorporate the impacts of gender at all levels of decision making.

■ **Living Practice: “Women at Work: the KVINFO Mentor Network”.** (SOURCE Cities of Migration Network)

Estimates suggest that around 50 percent of professional positions in Denmark are filled via professional networks. The KVINFO network of women professionals has developed a mentoring program of over 4,000 women which pairs women refugees and migrants with “firmly established members of Danish society”. The KVINFO approach is firmly anchored in the feminist values of mu-

⁶³ United Nations General Assembly (2006) *International Migration and Development, A Report of the Secretary-General*. May 19, 2006, p72.

tual recognition, flat interpersonal power structures and a rigorous commitment to openness and inclusion that reflect the organization's tradition and mission. Mentors and mentees meet approximately once a month and together the two parties draw up a contract and set specific goals to be accomplished within a fixed period of time, between 6 to 12 months. KVINFO staff actively track the progress of the relationship against the contract's stated goals, stepping in to offer assistance or supplementary resources when needed.

Website: http://citiesofmigration.ca/good_idea/mentoring-that-takes-the-other-out-of-the-picture/

3.3.7 INCLUSION THROUGH CULTURAL EXPRESSION

Definition

Promote laws and policies that assure cultural participation, access, and the right to express and interpret culture. From an urban policy perspective, cultural inclusion invites a mixing of the best problem-solving, creative, innovative and entrepreneurial practices.

Challenges

Limited freedom of cultural expression, cultural and religious intolerance, and xenophobia all inhibit inclusion. Language, which is a vital cultural expression, can also be a challenge for migrants who speak less commonly understood languages.

What can be done

Municipal decision-makers can foster the cultural rights of international migrants by ensuring access to local culture and leisure, supporting cultural practices of migrant communities and enabling cultural expression as a means to intercultural dialogue and exchange. Migrants have the right to manifest their religion and express their culture in conformity with international human rights standards. Local authorities should promote urban cultural life and acknowledge cultural diversity as a source of innovation, creativity and economic vitality.

Inclusion through cultural expressions has to incorporate at the same time deliberated policies and programs promoting inter-cultural debates, City galleries and venues open to immigrant artists, innovation, education, culturally appropriate services, disaggregated data collection and analysis.

“As a source of exchange, innovation and creativity, cultural diversity is as necessary for humankind as biodiversity is for nature. In our increasingly diverse societies, it is essential to ensure harmonious interaction among people and groups with plural, varied and dynamic cultural identities as well as their willingness to live together.”

UNESCO Universal Declaration on Cultural Diversity, 2001

In order for cultural appreciation to happen, spaces need to be created to facilitate intercultural exchanges. Sometimes communities of faith take the lead on intercultural exchange, building alliances with different religious organizations and encouraging interfaith gatherings and community projects. The work of the Municipal Assembly of Religions in Lleida, Spain is a fine example of this approach. Yet, other organizations form as outreach centres that allow for cultural exchange between the dominant culture group of the city and newcomers. The work of Caisa International Cultural Centre in Helsinki, Finland illustrates a secular approach to building cultural understanding and creating safe places of cultural exchange.

■ **Living Practice: Lleida, Spain “Municipal Assembly of Religions”.** (SOURCE UNESCO/UN-HABITAT 1st Experts meeting in Barcelona, February 2010)

The City of Lleida created a Municipal Assembly of Religions as a participatory body fostering the right to cultural and religious freedom and expression and encouraging citizens to participate in an inter-religious exchange and intercultural dialogue. Cities, and especially segregated religious and cultural communities where religious extremism can develop, would benefit from forming such interfaith assemblies.

Website: http://www.unescocat.org/fitxer/1074/memo_08_ang_cit.pdf

■ **Living Practice: Caisa International Cultural Centre, Helsinki.** (SOURCE: *CLIP and the European Urban Knowledge Network*.)

The goal of the city's immigration policy is to create a multicultural city. The foundation of Caisa is an important part of this policy. The goal was that Caisa would become a forum for attitude education and remove obstacles for positive contacts between the immigrants and the cultural majority. At the same time, its purpose was to back up the internal integration of immigrants and become a place where immigrants and immigrants' associations could congregate.

The work of Caisa has created a more favourable public image of immigrants in Helsinki, and thereby possibly contributed to reducing prejudices and discrimination. The centre has been a meeting place and a channel for making foreign cultures better known to the majority. The centre has managed to bring together various actors, immigrants and Finns, associations and civil servants, and allowed these groups to exchange information and co-operate with one another. To many immigrants, Caisa has provided an opportunity to get an inside view of a Finnish workplace.

Website: <http://www.caisa.fi/>

Cultural inclusion is often performed through festivals, celebrations of diversity or public displays of tolerance. In countries with long histories of immigration it is not unusual for certain days to be associated with a particular diaspora group. In the United States, St. Patrick's Day celebrations on March 17th are an expression of identity for the Irish; even today cities such as Boston, New York and Chicago host large St. Patrick's Day parades with celebrants from diverse backgrounds wearing green attire. Similarly, Cinco de Mayo, (May 5th) has taken on meaning for the Mexican diaspora in the US as an affirmation of Mexican identity through parades, music and dance. Ironically, Cinco de Mayo began as modest annual celebration in Puebla, Mexico to commemorate the defeat of the French Army by Mexican forces in 1862. Yet over time it has grown to a major holiday for Mexicans in the U.S.

For newer immigrant groups, festivals create a space and time to showcase who they are and how they contribute to the larger society. While many events may be attended by other co-ethnics, most festivals aim to reach out to the broader community such as the events planned by "Istanbul: Capital of Cultures" discussed below. Cultural inclusion can also mean creating space for recognizing people's sexual orientations, like the Diversalicante Project based in the coastal city of Alicante, Spain.

■ **Living Practice: Istanbul Capital of Cultures.**
(SOURCE UNAOC: *"Integration: Building Inclusive Societies Best Practices"*)

This general study approach to the role of immigrants in Turkey has multiple aims including: understanding the potential of the migrant communities in the city, gauging international links that these diasporas have, and data gathering on their living conditions and lifestyles. The project plans on developing through partnerships with the Istanbul Metropolitan Municipality and the Union of Marmara Municipalities through colloquia and the creation of a migration festival.

Website: <http://www.unaoc.org/ibis/2010/05/07/istanbul-capital-of-cultures/>

A core aspect to cultural inclusion is both accommodating the different languages spoken by migrant groups and building capacity for language training in the dominant language(s) of the city. An important key to both cultural and social inclusion is to provide translations of basic government services and documents for the major language groups of the city. For Berlin that might mean translations in Turkic, for Paris translations in Arabic. Yet one result of the globalization of migration is that cities can often have scores of languages spoken in their streets by diverse immigrants. The importance of language and other outreach services have not gone unnoticed by the migrants themselves. The example below from Houston, Texas, US illustrates a model alliance of immigrants working in partnership to resolve some of their cultural, social and economic needs.

■ **Living Practice: Alliance for Multicultural Community Services, Houston, United States**

An example of a NGO started by immigrants with a comprehensive approach toward economic integration is the Alliance for Multicultural Community Services in Houston, Texas. Members of the Vietnamese, Cambodian, Laotian and Ethiopian communities created the Alliance, but the organization's staff members collectively speak over 45 unique languages. The Alliance formed, in part, to find ways to accommodate the diverse language needs of refugees that impeded their cultural inclusion. The Alliance's programs include employment services, refugee resettlement, health services, literacy classes, asset building initiatives (including Individual Development Accounts), refugee transportation services, and refugee social services. The asset building initiatives are particularly important for developing entrepreneurship. Using Individual Development Accounts, the program matches savings that can be used for starting a small business. (Alliance for Multicultural Community Services, 2009).

Website: <http://www.allianceontheweb.org/>

There are many cultural expressions from music to dance, traditional foods and crafts, and all can be used in effective and creative ways to promote cultural inclusion. The use of visual arts in public spaces can be an important tool in building cultural understanding and asserting claims for space and belonging in a host city. For example, in the politically charged environment of the US-Mexican border, artists at Esquina de Las Playas used art to suggest a transborder identity.

■ **Living Practice: Public Art on the Mexican-US Border, La Esquina de Las Playas, Tijuana, Mexico.** Prepared by Jose Parral, (Mexican Artist)

Las Playas de Tijuana (south of the border) and Border Field State Park (north of the Border) are places of transition and culture for migrant workers from Mexico to the United States. As the formalization of the border intensified, so too has the significance of this area. For example, the diversity of people from all over Central and South America has increased tremendously. Between the years of 2003-2005 a moment crystallized through a permanent art installation that I was involved in with the collaboration of artist Thomas Glassford. The project was an attempt to harness and celebrate this cultural intensity on the border.

The art piece, La Esquina de Las Playas was constructed for a bi-national art exhibit that explored the relationship between San Diego and Tijuana. La Esquina was an attempt to blur notions of urban design, landscape, and art by creating an urban public space. The project was an area located at the fence of Las Playas; from the bullring and lighthouse to the beach. It consisted of reconstruction of public restrooms, a lookout, a fruit stand and a series of gardens. What tied all of the spaces together was the treatment of the ground. For example, plants were introduced through a series of themed gardens; paved surfaces were painted with the same material used for painting lines on the road.

During and after the process of design and construction of the project, La Esquina synthesized a place for collaboration with different groups. Environmental and human rights groups became involved, as did the community of Las Playas, who provided input in the design and development. When it was time for construction, I led the crew. Immediately, I began to sense the direct impact of changing the place, giving it some kind of dignity and value. So at different scales, from the collective to the individual, everyone saw the benefits of the transformation. This transformation continues today.

The area of the project has always been an access point for new migrants to interact with the existing community. Because of the symbolic reference of its location, the place already had natural tendencies for families and others from both sides of the border to exchange information and memories. What La Esquina did was to formalize the area, to work with the existing conditions and strengthen what was already there. The result was the art piece became a catalyst for the cultural, political, and ultimately physical development of the area. It is now a new public

space, a platform for subsequent politicians to leave a mark, underscoring the significance of the place through an engagement with art, culture and politics.

Because of the powerful meaning of this area, the Border Fields Park on the U.S. side is currently looking for funding for the construction of an expanded zone where families and friends of both sides can meet without barriers. The project I was involved in was in some way assisting in recognizing this place for its cultural significance. Public art actually has the potential to be a catalyst for change.

3.3.8 INCLUSION THROUGH SOCIAL RIGHTS

Definition

Social rights bring together numerous rights which the local level must deal with: rights to housing, education, clean water and health care emphasize the role of local authorities as a welfare provider and social provision as a duty which is situated within city halls and councils.

Challenges

Inadequate housing and housing exploitation, limited access to social services such as health or education, and when accessible, services mostly reflect the needs of host populations. Other social rights to be considered are right to live free of fear, violence, hate and racial profiling.

What can be done

To ensure the social rights of migrants, local authorities are responsible for providing basic social services for all inhabitants guaranteeing equity of access and treatment. Urban inclusive governance has to ensure social rights for migrants taking into consideration the differential impacts and challenges for men and women to adequate housing, education, health and social care, welfare and adequate standard of living according to basic needs such as food, energy and water. The United Cities and Local Governments' (UCLG) Global Charter underscores this point that "all city inhabitants have the right to a socially and economically inclusive city and, to this end, access to nearby basic social services of optimal and affordable quality."⁶⁴ City governments must promote quality and non-discriminatory public services that seek to meet the basic needs of its residents. The city of Sidney, for example, embraces the goal of social inclusion through its cultural diversity strategy.

⁶⁴ UCLG's Global Charter Agenda on Human Rights in the City, Article 6.

"Across all community services, the City of Sidney will provide culturally appropriate programming, support and activities that reflect the needs of community members. It will also ensure its own facilities, services and programs are appropriate to a multicultural society and accessible to residents, workers and visitors regardless of their cultural, linguistic or religious backgrounds. This includes recruitment of bilingual and bi-cultural staff and regular collection of client ethnicity data to assist with service planning and evaluation."

City of Sidney (Australia), Paraphrase from the Cultural Diversity Strategy 2008-2011, "Promoting vitality and opportunity", 2008/2009

For many cities one of the most important strategies is to develop and promote a central information source where immigrants can access information and services. This can take the form of a physical space such as a resource centre or a virtual space such as a web site or call-in help centre. Two examples from Johannesburg and Lisbon illustrate this practice.

■ **Living Practice: Migrant Helpdesk, Johannesburg, South Africa.** (SOURCE: UNESCO/UN HABITAT Experts Meeting Barcelona)

Since 1994 and the end of apartheid, Johannesburg has emerged as a major immigrant destination for immigrants from all over Africa, especially the southern African countries. These waves of newcomers, some arriving in refugee-like conditions and others being highly skilled professionals, have produced resentment from the native population because many South Africans are poor and fear that newcomers will compete for jobs and limited resources. Xenophobic violence and protests in the last few years prompted city officials to more directly reach out to the immigrant community.

Developed as a part of the Strategy for Social Cohesion and Human Development, the Migrant Helpdesk in Johannesburg is an information service that helps migrants to access government services such as health care, accommodation and education, and to obtain information about immigrants' rights.

🌐 Website: <http://www.joburg.org.za>

■ **Living Practice: The "One Stop Shop" for Migrants, Alto Comissariado para a Imigração e Dialogo Inter-cultural (ACIDI) Lisbon, Portugal.** (SOURCE: *Cities of Migration Best Practices*)

Bringing services together under one roof, applying reliable service standards and ensuring open access to everyone (regardless of status) is the operating principle and key to Lisbon's "One Stop Shop". Furthermore, One Stop Shop services are available to all city residents, and not just migrants putting both Lisbon's inhabitants and migrants on an equal playing field. Over 30 different services are available in one location, including the Social Security and Inland Revenue offices, judicial services, banking services and all necessary information to connect with local government offices.

This living practice is demonstrative of a very simple municipal action which gives migrants direct access to all municipal services on the same basis as the inhabitants, facilitating integration with Lisbon's established inhabitants and demonstrating to migrants a will to include them in the social life and benefits of the city.

🌐 Website: http://citiesofmigration.ca/good_idea/one-stop-shop-mainstreaming-integration/

Social inclusion programs can also be targeted efforts to reach out to particularly vulnerable populations (such as youth or refugees) or to respond to increased cases of violence or intolerance. Metropolitan Vancouver has long been viewed as a welcoming place for the foreign born; with over 830,000 immigrants counted in the 2006 census, nearly 40 percent of the population was born in a country other than Canada. Yet an uptick in hate crimes concerned the metropolitan government enough to take action and create the citizenU program that reaches out to at-risk youth. The need for timely responses to immigrant social needs is also emphasized in The Hague Process report published in 2008 and discussed in the Network Practice box.

■ **Living Practice: The CitizenU Program, Vancouver, Canada**

The citizenU program exemplifies an innovative strategy that is based on empowering minorities and immigrants and fostering citizenship and social integration with the help of partnerships between local public institutions, civil society, city government and businesses. It also promotes the city of Vancouver as a welcoming place. Metro Vancouver has about 2.13 million residents, while the city proper boasts a population of 583,296. The metropolitan area has a large Asian population, which includes more than 400,000 Chinese and about 200,000 people from South Asia, mainly India. There are also sizeable

numbers of immigrants from Mexico, Central American countries and Iran (Canadian Census, 2006).

In January 2011, the City of Vancouver launched its citizenU program, which focuses on at-risk youth (15- 20 years) from diverse ethnic backgrounds. Through intensive workshops citizenU plans to train as many as 4,000 youth in leadership skills, project development and interfaith activities with assistance from City Hall, the school and park boards, private businesses, community groups, families and individuals. Youth completing the program will also be able to join internship programs run by the city, government agencies, businesses and community organizations. Statistics Canada reported in 2010 that Metro Vancouver, once considered a tolerant city, was the only major urban area in Canada to see a rise in all three categories of hate crimes -based on ethnicity, religion and sexual orientation. With the proactive citizenU program, the city sends out a clear message about anti-racism and its abhorrence of hate crimes. Vancouver City mayor Gregor Robertson said, "This program exemplifies our efforts to build a strong multicultural city, free of racism and discrimination". CitizenU is funded by the Canadian government (\$905,000 over three years) through Citizenship and Immigration Canada.

Website: <http://www.vancouveryouth.ca/node/327> , <http://www.mayorofvancouver.ca/blog/?p=1306>

■ **Network Practice: "Towards an Inclusive Approach to Citizenship, Investing in Education for the Empowerment of All City Residents" Porto Alegre, Brazil, 2008 (The Hague Process Report)**

The Hague Process report outlines potential future directions in migration strategies including: early integration, prohibition of discrimination, irrespective of the long-term options for refugees and migrants and their right to return to their country of origin. Work, training, family reunion, education for children and access to health and other public services are key factors for successful integration. Critical to social inclusion is a two-way process of involvement by the local population and respect for their needs as part of an inclusive national strategy based on unity and diversity. Changes to traditional patterns of migration caused by new communication technologies and increased mobility require states to develop more flexible legal and social regimes for integration and reintegration.

This recommendation was based on comparative case studies of civil and social initiatives in Turin, Johannesburg and Lyon. These proactive recommendations highlight the way in which interventions need to be temporally situated; acting quickly can help to reduce tensions as soon as migrant populations arrive in a host community.

Website: http://www.thehagueprocess.org/documents/FINAL_REPORT_PORTO_ALEGRE.pdf

3.3.9 INCLUSION THROUGH POLITICAL PARTICIPATION

Definition

The right to political participation and to political representation of migrants on the same legal basis as host populations should be the goal of political inclusion. Extending these rights develops a notion of membership and enhances participation. This can be done by extending voting rights for local elections or creating advisory councils of diverse migrant communities.

Challenges

Unclear conditions of residence, lack of legal status or the unwillingness of the state to confer citizenship to migrants all interfere with a migrant's ability to participate fully in the political life of a city or country of destination. Also, migrants that do not come from democratic societies may be unfamiliar with the power and meaning behind voting. Women's political and civic participation is another important issue to consider.

What can be done

Voting is recognized as one of the most basic ways that an individual is allowed to participate in the political life of a city. Other indicators of political participation are working for governments, running for local office, or being engaged in advisory bodies. Some cities, such as Dublin, Ireland have extended voting rights to all migrants, regardless of status, in local elections. While federal constitutions may limit voting to full citizens at the national level, cities and smaller localities have considerably more flexibility in who they let participate in their electoral processes. Democracy has to be stimulated through participatory processes that engage all citizens, transforming migrant voices into migrant votes.

► **Living practice: Dublin Migrant Voters Campaign.**

(SOURCE: *Discussed the UNESCO/UN-HABITAT 1st Experts meeting in Barcelona, February 2010*)

In Dublin (Ireland) all migrants are entitled to vote, regardless of their status. To empower migrants to participate, the city established the Migrant Voters Campaign in which they work together with community leaders to reach the migrant population through voter education sessions and awareness campaigns.

By involving all communities in the formulation, implementation and evaluation of policies and practices, urban management becomes more inclusive, adequate, transparent and efficient. As such city governance contributes to the creation of a democratic environment in which all citizens may actively participate in building their own urban environment and the city as a whole.

🌐 Website: <http://www.dublin.ie/arts-culture/migrant-voters-campaign.htm>

The “Agenda on Human Rights in the City” provides some examples on the types of action local governments can undertake. In article 2 the following action plan is suggested.

In the Short-term:

1. Promote measures for participation in electoral processes.
2. Promote the political and social participation of people that do not enjoy the right to vote in local elections.
3. Establish mechanisms to provide all city inhabitants with access to transparent and accessible public information. In particular, essential information should be published in the city's most common languages.
4. Adoption of measures granting the freedom of movement and the ability to voice opposition when large public events are organized in the city.
5. Annual publication of a clearly drafted summary of the city's budget and balance sheet.
6. Promote associations and social capital in the city via, among other means, the establishment of a system of public premises for meetings of local entities, movements and associations.

In the Mid-term:

1. Establish a consultation process for the preparation of the budget.
2. Establish a system of citizen participation for the drafting of local projects, programs and policies, including the city's master plan and the local ordinances on participation. Extension of the participatory methodology to the follow-up and evaluation of local policies.
3. Organize consultations open to all city inhabitants, when justified by the general interest issues presented.
4. Adoption of a system to petition the local authorities.
5. Promote before the competent national and international authorities the legal recognition of the right of suffrage in local elections of all residents of the city, irrespective of their country of citizenship.⁶⁵

Political participation by immigrants may have a transnational quality. The image below is a billboard posted near a popular park when many Ecuadorian immigrants gather in Barcelona, Spain. Through the help of city officials, the Ecuadorian Consulate used billboards to reach out to the large Ecuadorian population in the city, urging them to participate in the May 7, 2011 national referendum held in Ecuador. Thus for many immigrants, political participation is both a local and a transnational issue.

In the United States where there are an estimated 11 million undocumented migrants in 2011, issues of legality and security permeate most discussions about immigrant inclusion. In a bold step of urban solidarity with immigrants, many cities in the U.S. have declared themselves sanctuary cities, meaning that they will prohibit police officers from questioning people about their legal status with regards to immigration. Sanctuary implies an informal recognition that immigrants who work and reside in cities will not be challenged directly by urban authorities on their legal status. Major immigrant destinations such as New York City and San Francisco have declared themselves as sanctuary cities. Other jurisdictions have taken the approach of public celebrations for new citizens, such as Citizenship Day in Alexandria, Virginia.

⁶⁵ UCLG's Global Charter Agenda on Human Rights in the City, Article 2.

► **Living Practice: The Alexandria Citizenship Day, Alexandria, Virginia.** (SOURCE: *National League of Cities, U.S.A. Immigrant and Integration Briefs*)

Each year the City of Alexandria, through the Alexandria Multicultural Services Initiative, joins with the U.S. Citizenship and Immigration Services in recognizing newly naturalized United States Citizens with the Annual Citizenship Day ceremony. The City's event is scheduled during the month of September (in honour of National Citizenship Day) and is held in Market Square in Old Town, Alexandria. Citizenship Day provides an opportunity for diverse communities to celebrate newly naturalized foreign born citizens who live and work there, and for local officials and residents to welcome them to the city. A reception following the ceremony provides an atmosphere of warmth and inclusiveness for all who attend. New citizens are offered the opportunity to register to vote and to interact with other residents, and to speak with and ask questions of the City's Multicultural Services Coordinator and with City officials, staff and other local elected officials.

🔗 Website: <http://www.nlc.org/find-city-solutions/research-innovation/immigrant-integration/mai-city-practices>

Concerning women's participation in political life, it is important to overcome the systemic barriers (cultural, social, and political) to their inclusion when participating in the political and civic life of the city. Women's civic and political inclusion requires deliberate actions from the municipal administration in partnership with community based organizations, to promote that women express their concerns, offer capacity building strategies and trainings so that women understand how the City works, how to present deputations to City Council, write letters to provincial and federal authorities etc., empowering women regardless of their citizenship status to participate in the political life of the city. The city of Ottawa offers such examples, through CAWI, City for all Women Initiative (🔗 www.cawi-ivtf.org).

3.3.10 INCLUSION THROUGH CIVIC PARTICIPATION

Definition

Civic inclusion stresses the connection migrants feel with the larger urban community that is created by local engagement with the city. Efforts at civic inclusion can happen at the neighbourhood level, the metropolitan scale or even at the transnational scale in border region cities.

Challenges

Like political inclusion, many of the problems of civic inclusion result from uncertain or temporary legal status. Yet there are other barriers such as language, access to information, and long hours working and commuting that inhibit local engagement with the community.

Institutions such as public schools, places of worship, places of employment, and various immigrant outreach centres can work collectively to instil a greater sense of civic pride and engagement with the city of residence. International migrants do participate in civic life and could do more if supported by residency-based citizenship/denizenship that promotes civic engagement. Local authorities should ensure the engagement of migrant communities in urban decision-making processes by establishing channels for representation and participation. Fostering a culture of volunteerism is also an extremely effective way to have different groups come into contact with each other and work together.

“Citizen involvement in municipal affairs serves to build trust in democratic institutions, develop a sense of belonging to the city and promote active citizenship.”⁶⁶

“To achieve the kind of integration that is envisaged, governments should promote active participation by various social groups – especially those historically excluded – in policy and planning processes. This requires measures to ensure that every group has an opportunity to express its views and become engaged in decision-making that affect their lives.”⁶⁷

⁶⁶ City of Montreal (Canada), *The Montreal Charter of Rights and Responsibilities*, 2006.

⁶⁷ UNDESA, *Final Report of Expert Group Meeting, 'Creating an inclusive society: practical strategies to promote social integration', 10-13 September 2007, Paris.*

■ **Network Practice: Building Civic Engagement through Volunteerism—Volunteer Match, San Francisco, USA.**

Volunteer Match began in San Francisco less than a decade ago and the organization has rapidly grown to become the most active site in the United States to match community needs with volunteer opportunities. Tens of thousands of vetted volunteer opportunities are posted on its search engine. Volunteers can search the site for opportunities nearest them by their postal code or city. They can also search by area of interest, say language training or refugee outreach. If a non-profit immigrant organization needed volunteers to help with English training of academic tutoring, they could post a volunteer opportunity free of charge. Interestingly, Volunteer Match partners with corporations that encourage their employees to participate in civic volunteerism as part of their cooperative responsibility initiatives.

Corporations pay some fees for the services that Volunteer Match provides (such as providing a summary account of total employee volunteer hours by sector). The partnership creates a business model that funds the day to day operations of Volunteer Match and allows for individuals to access the site and its many volunteer opportunities free of charge.

🔗 Website: www.volunteermatch.org

In many of these cases the role of local leadership is essential. Dr. Wolfgang Schuster has been the Lord Mayor of Stuttgart, Germany since 1997. He has made creating a multicultural and harmonious community in Stuttgart a top priority in building a modern and world class metropolis. Many of the policies developed rely upon immigrant civic engagement with the political process. Many Japanese cities with substantial numbers of foreign workers have instituted local incorporation programs that promote social and even political inclusion, a departure from the national view of citizenship that is more limited.⁶⁸

■ **Living Practice: Civic Participation and Immigrant Integration in Stuttgart, Germany.** SOURCE: *Leadership and Governance of OpenCities* (2010) p 13-14, p 43-44

Stuttgart has a long history of immigration, from which it has profited in terms of skilled migrants, diversity of ideas and international connections. Stuttgart has attracted a large number of immigrants, especially from Turkey, Italy, Greece, Croatia, Serbia and Montenegro. Yet, there are people from over 170 countries living in Stuttgart. According to the City Council, 38 percent of the population have an immigrant background (either immigrants or the children of immigrants). The city government has recognized that successful integration is an essential requirement to attract and retain migrants, along with the investment of international corporations. The successful integration of migrants is perceived as the 'glue' for social cohesion. Stuttgart's town hall administers an increasingly diverse community partnership between the public sector, the private sector and civil society.

Since 2000, central coordination for all integration and diversity related measures lies with the Department for Integration Policy (Stabsabteilung für Integrationspolitik), which is directly answerable to the Lord Mayor. Administered by the Integration Commissioner, this department develops official policy strategies and concepts. In 2009, the Department began playing a leading role in the "Municipal Quality Circle for Integration Policy" project, funded by the European Integration Fund, which is administered by the Federal Office for Migration and Refugees (BAMF). The aim of the project is to further develop successful integration strategies with concrete measures at the municipal level. Its work is also supported by an International Committee (Internationaler Ausschuss), tasked with advising the municipal council and administration on all matters of integration and diversity.

🔗 Website: http://opencities.britishcouncil.org/web/download/leadership_and_governance.pdf

The municipality of Getafe (Spain) provides examples of various projects to ameliorate civic participation and existence of migrants in the city through its Local Plan on Immigration.

⁶⁸ Yamanaka, K. (2006) *Immigrant incorporation and women's community activities in Japan: local NGOs and public education for immigrant children. In Local Citizenship in Recent Countries of Immigration: Japan in Comparative Perspective.* Edited by Takeyuki Tsuda. Lexington Books, Oxford, U.K. pp. 97-119.

■ **Living Practice: Local Plan on Immigration, Getafe, Spain.** (SOURCE: *Spanish Federation of Municipalities and Provinces*)

The municipality of Getafe approved the Local Immigration Plan I in 2004 and the Local Immigration Plan II in 2009, with the consensus of all political parties. The Local Immigration Plan II introduced new actions in line with social reality, emphasizing “local” and the “city” as an example of diversity, and interculturalism as a goal to establish new relationships with neighbours.

The “Office for Intercultural Coexistence”, which was created in 2000 and currently consisting of 33 entities, offers one of the richest and most diverse areas of analysis, reflection and shared action proposals of the municipality. It is considered an example of Good Practice and was awarded in 2010 at the “Bridging Cultures” organized by the UNESCO Centre in Getafe. There are three working groups: the group “South Perspectives,” the group of social intervention with immigrants, and the “Awareness Committee”. “South Perspectives” is formed by the Latin American Network of six associations of immigrants from Latin America, involving technicians in the municipalities of Leganes, Parla, Fuenlabrada, Getafe and Alcorcon.

The Local Plan includes supporting and empowering immigrant associative movement, and currently 12 associations linked to the migrant population, representing Eastern Europe, Latin America, Africa, etc. are operating in the city. Each association has an annual action program. The Municipality awards annual grants for the development of intercultural projects, which are usually presented by those associations. Through non-profit grants services for development projects for intercultural harmony between the native and immigrant populations, it aims to share responsibility between the migrant associations and citizen associations in the management of migration as a shared task between the administration and citizens associations.

The municipality of Getafe offers several programmes for migrants and citizens for a better participation in civic life in the city:

- For newcomers, the municipality had put in place the “Infomigra” Project which facilitates access to information of all citizens in the city. It provides existing information in “Citizen Attention Service” to all without prior appointment. The municipality also provides linguistic intermediation services in Arabic, Bulgarian and Romanian.
- The municipality invests in projects for a better coexistence of migrants and residents. “Revitalization program and Education in Open Spaces” incorporates an intercultural perspective and the intervention in education that promotes equal opportunities, development of human values, involving the whole educational community.
- The city offers celebrations for different occasions: Cultural Diversity Day, Celebrations against discrimination and xenophobia (The city is a member of European Network of Cities against Racism since 2008 and it is also expected to sign an agreement to promote the project in Spain Intercultural Cities Network), Women’s Day, Family Day, International Day of volunteers etc.
- The municipality has put in place “World Houses” (House of Poland, House of Colombia etc.) and encourage agreements and support to embassies having a considerable foreign population in the city, through signing of agreements and / or the celebration of cultural activities.

The plan paid attention to situations of vulnerability and empowerment strategies for inclusion: through attention from various municipal departments, the street as a priority area of intervention, the care of children and youth at risk, promoting action training and employment in coordination with relevant resources, etc.

According to the Local Immigration Plan Report of 2010, the activities of the plan had mobilized 21,779 people. The outcome of the plan is highly satisfactory from both quantitative and qualitative point of view.

Inclusive practices can also be transnational in nature. Yesica Guerra, a contributing expert from Mexico, provides an intriguing analysis of how reimagining political and civic engagement concepts could transform the twin border cities of Ciudad Juarez, Mexico and El Paso, Texas. Border zones with paired urban areas can benefit from formal civic engagement that crosses international boundaries. Such transnational regions have formed with greater ease in the context of the European Union. Ms. Guerra proposes a more integrative strategy within the context of NAFTA and between two cities whose very existence depends upon each other and a border location.

► **Living Practice: Envisioning Transboundary Cooperation Zones en la Frontera de Ciudad Juárez-El Paso**
par Yesica Guerra

The largest bi-national urban area in the world with a combined population of 2.1 million is formed by the pair cities of El Paso, United States and Ciudad Juárez, Mexico. This borderland lays on the 2,000 mile long international boundary that divides the United States and Mexico, a borderland filled with ironies: individually demarcated yet synthesized, secured yet transgressed, fetishized yet denigrated. As a result of these paradoxes this borderland suffers from problems of economic disparities, political tensions, social and cultural alienation, and ecological threats.

The main objective of this proposal is to treat these paired cities as one territory, challenging the notion that these places are separate entities. Subsequently, the diverse historical and existing layers in Ciudad Juárez and El Paso are analyzed as one interconnected system that feeds and responds to different complexities. By looking through this unilateral lens, it is possible to identify policies and physical reconfigurations which would act as solutions for the border conflict manifested by the opposing relations between needs, values, interests, and concerns of the two different entities. Consequently, the concept of a 'Transboundary Cooperation Zone' may allow for more inclusive and integrative policies that would benefit residents in both cities.

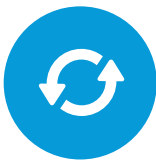
A Transboundary Cooperation Zone that merges manufacturing and its employment force, as well as transportation links of Ciudad Juárez and El Paso, could create a more unified and higher functioning territory. Currently, these major economic elements are uneven and dislocated; however by treating them as a part of one territory, opportunities and benefits can be created. This model presented is a positive generator along the border that interacts with other systems promoting a unity that sustains the region and its inhabitants. In order for this scheme to function it requires the integrated participation of local, federal, and state agencies as well as national and international governing bodies.

This scheme proposes a binational area where ecology and economy unite to create a new active landscape for the Cd. Juárez-El Paso region.

Currently, there is a disconnection between major green areas and commercial zones within these cities – at present blocked by major roads, entry ports, and a multi-layered physical boundary. However, there is an inherent physical opportunity where social, cultural, commercial and ecological interactions between inhabitants of these two cities can exist, a new Transboundary Cooperation Zone would offer sustainable urban activities that promote unity while preserving diversity.

The creation of an urban bi-national space where new policies for peace, freedom, justice and equality take place for common interest is vital in this region. This new cooperative site will help to redefine the negative image and reality of the border, where the physicality of the wall in recent years has impeded inclusion and integration.

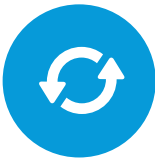
Website: <http://hdl.handle.net/1721.1/59110>



IF YOU WOULD LIKE TO EVALUATE MIGRANTS INCLUSION IN YOUR CITY, YOU CAN USE THE FOLLOWING THREE EXERCISES.

WORKSHEET 3.1
WHAT ARE THE PRINCIPLE ACTIVITIES OR INSTITUTIONS IN YOUR CITY THAT SUPPORT MIGRANT INCLUSION?

Consider the Following Domains of Migrant Inclusion in Your City	Brainstorm how some of the following types of inclusion may operate in your city.
Public Health Inclusion	1. 2. 3.
Civic/Political Inclusion	1. 2. 3.
Social/Spatial Inclusion	1. 2. 3.
Cultural/Linguistic Inclusion	1. 2. 3.
Economic/Employment Inclusion	1. 2. 3.
Housing Inclusion	1. 2. 3.
Educational Inclusion	1. 2. 3.



WORKSHEET 3.2
STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS
SWOT ANALYSIS: FOCUSING ON YOUR CITY'S STRENGTHS IN MIGRANT INCLUSION

External Opportunities	Write some examples of external opportunities for your city which might enhance migrant inclusiveness.
What good opportunities are open to your city regarding migrant inclusion?	<div>1.</div> <div>2.</div> <div>3.</div> <div>4.</div>
What migration trends could your city take advantage of?	<div>1.</div> <div>2.</div> <div>3.</div> <div>4.</div>
Are there migration policies in other cities which could impact your city positively?	<div>1.</div> <div>2.</div> <div>3.</div> <div>4.</div>
How could your city turn its strengths into opportunities regarding migrant inclusion?	<div>1.</div> <div>2.</div> <div>3.</div> <div>4.</div>

3.3



EXERCISE 3.3: IMMIGRANT INCLUSION MAPS FROM FOCUS GROUPS

Perceptual mapping is a powerful tool to understand the attitudes and perceptions that immigrants have about particular locations within the city. In terms of mapping immigrant inclusion, perceptual questions can help planners to understand various issues such as: which public spaces that are working, where people feel secure, where they go to recreate, or where they would like to invest. Data for this type of exercise has to be disaggregated by gender, age, ethnicity etc.

The following figures are an example of the kind of information that can be obtained by conducting perceptual mapping with immigrant focus groups. In this case two focus groups of immigrant entrepreneurs, one from Ethiopia and one from Bolivia, were shown a large map of Metropolitan Washington and asked to mark which areas of the city they perceived to be good for business investment. They were given stickers to mark the areas and considerable discussion resulted about the rationale for selecting particular places.

FIGURE 3.3.1

Prospective Business Sites and Immigrant Settlement of Ethiopians
Washington Metropolitan Area

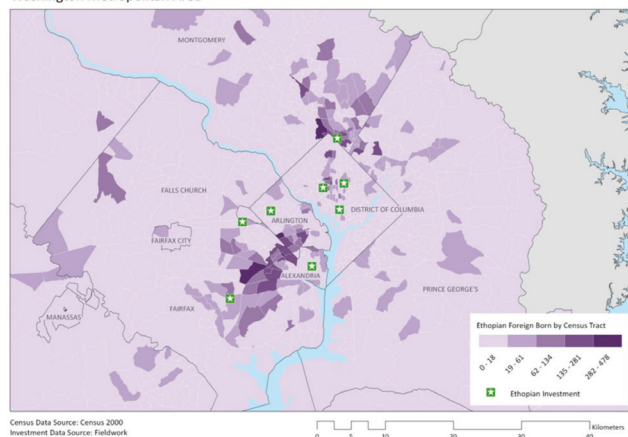
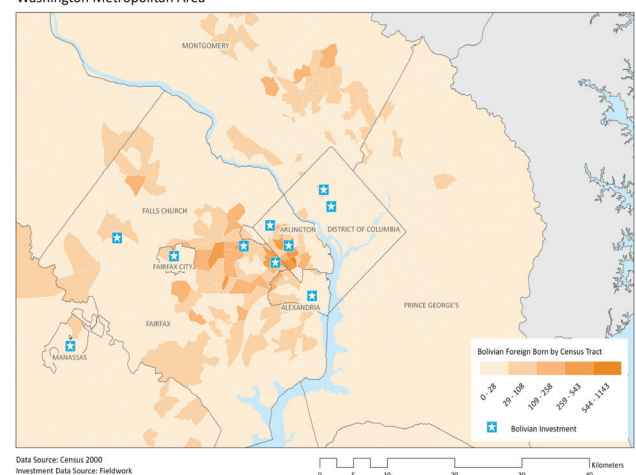


Figure 3.3.1 compares the areas that Ethiopians perceived as good for business investment along with the areas where Ethiopians reside based upon U.S. Census data. In this map, Ethiopians perceived that many downtown sites were good for investment, but these were not the places where Ethiopians resided, suggesting that their business strategy was aimed less at the ethnic Ethiopian economy and more at the general market.

FIGURE 3.3.2

Prospective Business Sites and Immigrant Settlement of Bolivians
Washington Metropolitan Area



In contrast, Figure 3.3.2 compares the areas Bolivians selected as good business sites. When compared to their patterns of residential distribution there is much more overlap between places where Bolivians live in the metropolitan area and where they think the best business opportunities are found. In the Bolivian case it seems that investors are catering more to the ethnic economy rather than the general market.

SOME IDENTIFIED INTERNATIONAL AND REGIONAL MIGRATION INITIATIVES AND NETWORKS: A GLOBAL FORCE FOR THE IMPROVEMENT OF THE SOCIAL AND SPATIAL INCLUSION OF MIGRANTS



There are a multitude of organizations currently working on the issue of migrant inclusion and integration in the city. They act as crucial advocates, sources and vectors of migrants' rights in cities and their work resonates at regional, national and international levels. This chapter provides descriptions of the work of some of the key institutions, initiatives and networks involved in this endeavour, along with their web addresses. The agencies and networks detailed here operate at different scales, but they all focus on assisting immigrants adjust and thrive in their new urban settings. Here is a chart of organizations which will be discussed in further detail below. It should be noted that the list provided is not an exhaustive list.

4.1 EXISTING CITY NETWORKS⁶⁹

A. EUROPE-BASED NETWORKS

Many European based migrant organizations and movements originate from the "Hague Process", adopted by the European Council in 2004, when the notion that migrants make a positive contribution to the dynamism of European Economies was codified in European Law. Various initiatives exist on the continent bringing together E.U. consultative bodies such as URBACT and EUROCities but also bodies such as the Council of Europe and cultural bodies such as the British Council. European de-centralization policies vary between very decentralized states such as Germany and Spain and centralized countries such as the UK and Sweden. The extent, effectiveness and methods used therefore vary. Below we provide a summary of the principal actors and their approaches.

4.1.1 BRITISH COUNCIL: OPENCITIES (EUROPE AND WORLDWIDE)

In existence since 2003, this project involves over 26 cities throughout Europe. The underlying principle of the OPEN-Cities project is "Openness" as a way of gauging the economic attractiveness and vibrancy of a city. The British Council defines "Openness" as follows: "The quality and sum of the local conditions that attract and retain international populations over time".⁷⁰ The project attempts to go beyond the idea of cities as being reliant on either indigenous or foreign-born cultures present in a city but argues that "Openness" on the city-level is a measure of how a combination of these cultures has created an atmosphere of respect, diversity and dynamism. The project outlines eight criteria for Openness which includes economic, juridical and cultural criteria and outlines benchmarks by which cities can gauge the extent to which they

are open to external cultures and populations; a premise which makes cities open and therefore economically and culturally successful cities. To date, a diagnostic tool to measure city openness, local Action Plans, a resource bank for cities on internationalization and leadership, including policy guidelines, good practice case studies and learning points have developed. OPENCities has worked locally with cities and internationally with institutions and non-partner cities to push forward the importance of openness for long-term success, even more now that the economy is in recession. The project offers cities a Kite-Mark or marketing tool that will help them project their ambition to international populations which is further detailed below. In the long term the network is hoping to lead a global agenda for openness.

 http://opencities.britishcouncil.org/web/index.php?home_en

⁶⁹ Descriptions based on survey data provided by "Cities of Migration" Maytree Foundation in preparation of their international conference held in the Hague in September 2010.

⁷⁰ British Council, London, "Towards Open Cities" 2008.

4.1.2 COUNCIL OF EUROPE: INTERCULTURAL CITIES (EUROPE)

In a similar vein, but with an emphasis on intercultural dialogue, this programme is a joint Council of Europe and European Commission project which came into being in January 2009. Intercultural cities is about the cultural dimension of integration of diverse communities - not about cultural integration, which they contend may have "assimilationist" overtones. Intercultural cities is based on a philosophy which builds on the advantages of multiculturalism but goes one step further in putting cultural aspects – discourse, perceptions, relationships between cultures present in the city – at the heart of the integration effort. The intercultural integration model helps cities to create a culture of diversity where diversity is celebrated as a resource which helps governance mechanisms and public policies adequately manage cultural conflict and public authorities and services to garner sufficient cultural know-how to cater to the needs of diverse populations.

The project supports the notion that the development of an urban culture of diversity reflects the integration imperatives of a global age. The project puts forward the idea that culturally diverse cities can reap the "diversity advantage" if they put in place intercultural integration strategies cutting across policy fields and governance levels, in partnership with all stakeholders. Intercultural cities proposes a set of tools to help review and adapt city policies to the requirements of intercultural integration, measure progress and get support and ideas from other cities across the world which share the same objectives.

The OPENCities and Intercultural cities projects share a number of strengths in their approaches which are centred on working directly with policy makers on the local level to develop services and policies which help cities to become more inclusive for migrant and visible minority groups. Both networks set out support for their respective city networks through Diagnostic tools (Policy assessment grids in the case of Intercultural Cities) and Resource banks or packs. Approaches to incite cities to become more international and diverse in their overall outlooks such as kite-marks (OPENCities) or Policy Assessment tools demonstrate a palette of approaches which qualitatively contribute to existing approaches but also incites cities to become more pro-active in the development of inclusiveness on the local level.

<http://www.coe.int/>

4.1.3 CLIP, CITIES FOR LOCAL INTEGRATION POLICIES (EUROPE)

Another initiative which has received the support of the Council of Europe (as well as from the City of Stuttgart, Eurofound, the Committee of Regions and the Council for European Municipalities and Regions) is Cities for Local Integration Policies, or CLIP. This initiative includes not only a network of 35 medium-sized and large cities in 22 European Countries but is also composed of a steering committee and a group of Expert European Research centre. The network aims to facilitate the exchange of scientifically evaluated good practices and innovative policies and strategies and thereby to support the creation of positive conditions leading to a more peaceful coexistence in European cities. Various reports and Best Practice guidelines have been produced on related themes, including: Housing and segregation of migrants in the EU (2006/2007), Diversity policy with regard to employment policy and service provision (2007/2008) -Intercultural policies and intergroup relations with the focus on Muslim communities (2008/2009) -Ethnic entrepreneurship (2009/2010, publication 2010).

<http://www.eurofound.europa.eu/areas/populationandsociety/clipabout.htm>

4.1.4 THE HAGUE PROCESS ON REFUGEES AND MIGRATION (WORLDWIDE)

With a similar emphasis on qualitative studies - focusing on particular migration related topics relating to Migration and business, human rights and the global financial crisis, THP is a catalyst and facilitator for the development of refugee and migration policies which explicitly places migration in the context of development with respect for human rights. It has a network of over 3000 individuals, organizations and institutions and identifies barriers to effective migration policies and develops ideas and tools seeking to overcome these. Although THP is not a city network it brings together cities from the Global North and South together with international researchers and experts to develop concrete methods of dealing with the challenges of migration on national but also at the municipal level.

<http://www.thehagueprocess.org/>

4.1.5 SPANISH FEDERATION OF MUNICIPALITIES AND PROVINCES (FEMP)

The Spanish Federation of Municipalities and Provinces (Federación Española de Municipios y Provincias, FEMP) is the nationwide Association of Local Entities with the largest established base, grouping together Municipalities, Delegations, Councils and Insular Councils: a total of 7,287, who represent more than 89% of Spanish Local Governments. The objectives of the FEMP are “the promotion and defense of the autonomic principle of Local Entities; representation and defense of the general interests of Local Entities with respect to other Public Administration Entities; development and consolidation of the European spirit in the local setting based on autonomy and solidarity between Local Entities; promotion and fostering of relations of friendship and cooperation with Local Entities and their organizations.” (Some working documents and model declarations of the FEMP are provided in the annex.)

http://www.femp.es/_MEJ-us02sWgN8aPlKX0jTQ

4.1.6 UNESCO COALITION OF CITIES AGAINST RACISM

The International Coalition of Cities against Racism is an initiative launched by UNESCO in March 2004 to establish a network of cities interested in sharing experiences in order to improve their policies to fight racism, discrimination, xenophobia and exclusion. The ultimate objective is to involve the interested cities in a common struggle against racism through an international coalition. Under the coordination of a “Lead City” which is to be identified, each regional coalition will have its own « Ten-Point Plan of Action ».

The « Ten-Point Plan of Action » is composed of ten commitments covering the various areas of competence of city authorities such as education, housing, employment and cultural activities. The signatory cities will undertake to integrate this Plan of Action in their municipal strategies and policies, and to involve the various actors within civil society in its implementation.

4.1.7 UNITED CITIES AND LOCAL GOVERNMENTS (UCLG) WORKING GROUP ON MIGRATION AND DEVELOPMENT

United Cities and Local Governments (UCLG) represents and defends the interests of local governments, (regardless of the size of their communities) in the global arena and see itself as a world advocate for local self-government and cooperation between local governments. The UCLG has a Working Group on migration and development, whose goal is the development of a framework agreement on the role of municipalities and local governments in the area of city intervention, migration and cooperation.

<http://www.cities-localgovernments.org/committees/fccd>

4.1.8 EUROCITIES WORKING GROUP (WG) ON MIGRATION AND INTEGRATION (EUROPE)

This is another key city network which brings together practitioners working on migrant integration in around 30 city administrations on a permanent basis. The WG, although not a network in itself, is able to draw on the significant EUROCITIES network of city professionals to disseminate the policies and practices developed in the working group. The group, chaired by the City of Barcelona holds regular meetings in different cities and receives staff support from EUROCITIES Brussels-based secretariat. The WG's main tasks are mutual learning between, and policy work in the name of large European cities. The main political framework for the WG's work is the “Integrating Cities Partnership” managed between EUROCITIES and the European Commission's DG Home Affairs. This partnership consists of a policy dialogue which consists of a regular exchange between politicians from member cities, the European Commission and the “Integrating Cities” Conference Series. At the Integrating Cities IV conference in February 2010 in London, mayors of 17 cities signed the EUROCITIES Integrating Cities Charter which consists of 11 commitments on further developing cities' policies on equal opportunities and diversity. With regard to mutual learning, the WG draws on an intense form of peer review in which local policy makers receive guidance to evaluate elements of each others' integration policy thus leading to reports and recommendations both for individual cities and cities in general. Peer Review is coordinated by EUROCITIES Brussels Office and has received scientific and methodological support from external expert partners (e.g. Migration Policy Group).

<http://www.eurocities.eu/main.php>

4.1.9 INTERNATIONAL NETWORK ON RELIGIONS AND MEDIATION IN URBAN AREAS

The International Network on Religions and Mediation in Urban Areas is a platform to exchange – in person or online – good practices and joint reflections on “Interreligious Mediation”. This concept refers to the scope of the prevention, mediation and transformation of conflicts where religion and its inherent and essential diversity is somehow (not just negatively) involved. The International Network, coordinated by the UNESCO Centre of Catalonia, is essentially open to the participation of people who are specialists or interested in and connected to civil organizations which may be religious, interreligious, interconfessional or non-religious, and from public organizations such as administrations, institutions and local, regional, national or international services and authorities. The decision to establish the Network was the result of an international congress celebrated in Barcelona in December 2006 under the auspices of the UNESCO Sector for Social and Human Sciences and Culture. The Network has been part, since its beginning, of UNESCO’s and UN-Habitat’s joint research work on the “Right to the City: Urban Policies, Rights, Responsibilities and Citizenship”.

 www.rel-med.net

Generally speaking, existing city networks in Europe have developed a broad variety of working and study methods. Key interests for these networks appear to be: Best practice exchange, peer review and qualitative research. The reinforcement of the migration policy role of European level institutions through the Lisbon treaty leads us to believe that the role of intra and supra European networks will grow.

B. NORTH AMERICA-BASED NETWORKS

Turning to networks based in North America, the diversity of approaches in both the U.S.A and Canada bears witness to a wealth of knowledge and municipal level innovation in terms of the integration of Migrants. Both the USA and Canada are countries which have significant foreign-born and migrant populations, sometimes making up a large majority of residents in cities such as New York (33%), Vancouver (48%) or Los Angeles (37%). The decentralized political system in both the US and Canada mean that provincial, State and city-level policies have significant impacts. The networks summarized below are based in both national and international networks of cities and professionals.

4.1.10 CITIES OF MIGRATION, MAYTREE FOUNDATION (CANADA AND WORLDWIDE)

This initiative seeks to improve local integration practice in major immigrant receiving cities worldwide through information sharing and learning exchange. The 50 + network of cities which is supported by partners in 5 different countries (Canada, UK, Germany, France, Spain and New Zealand) is an international coalition of cities which seeks to identify and disseminate good ideas in immigrant integration to enable city-level actors in integration to develop stronger ties, increase the effectiveness of local practices and strengthen the policy frameworks that support them. For the dissemination of these ideas, the Cities of Migration website is anchored by a growing collection of “Good Ideas in Integration” and a virtual learning exchange that helps city leaders and integration practitioners to access information about promising local practices that are “innovative, practical and exportable”. These are profiles of successful integration strategies and models of practice that will eventually grow to be a rolling roster of “100 Good Ideas.”

 <http://citiesofmigration.ca/>

■ Network Practice 1: Toronto Region Immigrant Employment Council

TRIEC (Toronto Region Immigrant Employment Council) is an organization that connects skilled immigrants with employed mentors with similar skill sets with the idea of enhancing the immigrants’ occupational and social capital. The success of the organization prompted leaders in the city of Auckland, New Zealand to meet with TRIEC, learn about their mentoring partnership and launch a similar program called OMEGA (Opportunities for Migrant Employment in Great Auckland), with equal success.

4.1.11 THE NATIONAL LEAGUE OF CITIES (UNITED STATES OF AMERICA)

The National League of Cities is a network of over 5,000 cities and city officials in the U.S. Their Municipal Action for Immigrant Integration programme (MAII) is a comprehensive nationwide initiative in the National League of Cities (NLC) Centre for Research and Innovation. The primary goal of the project is to promote civic engagement, naturalization and citizenship among immigrant communities in cities and towns across the United States. MAII is designed to be a resource for NLC members, fostering a knowledge-sharing network to help cities learn from the successes and mistakes of their counterparts across the country. The website of the organization provides succinct thematic studies relating to economic, cultural, civic, and social issues that cities face in the development of specific policies relating to migrant inclusion.

 <http://www.nlc.org/>

4.1.12 INSTITUTE FOR MEXICANS ABROAD (IME)

Institute for Mexicans Abroad is a decentralized agency of the Foreign Ministry of Mexico. IME serves as a liaison between Mexican communities living abroad and Mexican agencies. In addition to promoting the dignified treatment of Mexicans immigrants, since 2003 IME has provided financial education to Mexican migrants and entered into agreements with select banks and credit unions that allow these financial institutions to accept the Mexican Consular ID as an official document to open bank accounts. In the United States, home to 98% of Mexicans living abroad, IME functions through the Mexican consular network in over 50 cities.

 <http://www.ime.gob.mx/>

C. AFRICA-BASED NETWORKS

4.1.13 COUNCIL OF CITIES AND REGIONS OF AFRICA (CCRA)

The CCRA is a network of African cities that operates under the auspices of UN-Habitat. The CCRA is an alliance of 30 local city governments, with each sub-region represented by a president and vice president. The CCRA is supported by member dues, and provides institutional and technical support to cities and broader regions of Africa. The council also holds conferences to discuss issues facing their cities, such as the Africities Summit of 2006. Africities Summits take place every three years in a city in different regions of Africa, and focuses on the role of local governments in addressing issues related to African development.

4.1.14 AFRICAN CENTRE FOR CITIES (ACC) SOUTH AFRICA

The ACC seeks to facilitate critical urban research and policy discourses for the promotion of vibrant, democratic and sustainable urban development in the global South from an African perspective. The ACC initiative is housed in the University of Cape Town and aims to partner closely with policy-making centres at local, provincial and national levels in the public sector in South Africa and provide critiques as well as alternative perspective on dealing with critical urban issues.

 <http://africancentreforcities.net/>

D. NETWORKS TO ASSIST IMMIGRANTS AND REFUGEES

These networks and organizations help refugees and immigrants adjust to life in the receiving city and community. Some attempt to meet immigrants' needs related to a range of factors including housing, employment, education and civic participation, while others have a more narrow focus. The reach of these networks and institutions also varies widely, from global, regional and national to those that cater to immigrants in particular states or cities.

4.1.15 IRC-INTERNATIONAL RESCUE COMMITTEE (INTERNATIONAL)

In addition to providing humanitarian relief, the IRC maintains 22 regional offices which have helped to resettle over 9,000 refugees and assisted approximately 28,000 displaced people. Resettlement services include English instruction, access to housing and employment, and community orientation.

<http://www.rescue.org/our-work/resettling-refugees>

4.1.16 ICIRR-ILLINOIS COALITION FOR IMMIGRANT AND REFUGEE RIGHTS (ILLINOIS STATE, USA)

Using a public-private partnership, Illinois state government targets English acquisition, citizenship issues, and economic development for immigrants. The program places priority on immigrant and refugee issues "at all levels of state government", regardless of government turnover.

<http://icirr.org/>

4.1.17 MOSAIC, BRITISH COLUMBIA (CANADA)

Established in 1976, MOSAIC is a multi-lingual non-profit organization that aids the transition of immigrants and refugees in British Columbia, Canada. English language acquisition, career services, and mentoring are some of the areas in which MOSAIC volunteers aid new migrants.

<http://www.mosaicbc.com/>

4.1.18 LUTHERAN IMMIGRATION AND REFUGEE SERVICE (NORTH AMERICA)

This religious organization partners with resettlement agencies in cities across North America to support a whole host of immigrant needs, ranging from employment to social services. The Lutheran Immigrant and Refugee Service works with churches and organizations to create welcoming communities, foster cultural integration and financial self-sufficiency. The organization also advocates for policies and legislation that defend the rights of immigrants.

<http://www.lirs.org/site/c.nhLPJ0PMKuG/b.5537769/k.BFCA/Home.htm>

4.1.19 REFUGEE WORKS (UNITED STATES)

This national employment program is supported by the Lutheran Immigration and Refugee Services. By acting as a national network of refugee employers, this program helps refugees achieve economic self-sufficiency. Refugees are provided with job training, counselling services, and access to a national network of employers and other refugee service organizations.

<http://www.refugeeworks.org/about/lirs.html>

4.1.20 WELCOMING AMERICA (UNITED STATES)

Through local leadership development, strategic communications campaigns, and community engagement, Welcoming America helps local communities around the United States integrate their immigrant populations.

<http://www.welcomingamerica.org/>

4.1.21 CITY OF OTTAWA'S IMMIGRATION PORTAL (CANADA)

The City of Ottawa's Immigration Web portal provides information that is useful to newcomers, such how to find a place to live and employment, how to apply for a drivers license, a Social Insurance Number and Ontario Health Insurance Plan and learn about health care and education in the city. It has a link for "Frequently asked questions" that covers a wide range of pertinent topics from finding childcare to cultural associations of different ethnic and nationality groups.

http://ottawa.ca/residents/immigration/index_en.html

4.1.22 IMMIGRANT EMPLOYMENT COUNCIL OF BRITISH COLUMBIA (CANADA)

Specifically devoted to employment issues, the IEC-BC connects industry leaders with migrants looking for employment. Their website operates largely as a job board wherein migrants can look for opportunities and employers can post job openings. After the 2008 Metro Vancouver Leaders Summit on Immigrant Employment, some attendees decided to establish the council to continue their work on developing resources and information to help employers hire and retain immigrants.

<http://iecbc.ca/>

4.1.23 HIRE IMMIGRANTS OTTAWA (OTTAWA, CANADA)

Hire Immigrants Ottawa is a project of the Internationally Trained Workers Partnership, an initiative that brings together stakeholders such as employers and immigrant agencies, to create job opportunities for skilled immigrants in the city of Ottawa.

http://www.itwp.ca/site/Projects_01.html

4.1.24 CATHOLIC IMMIGRATION CENTRE (OTTAWA, CANADA)

The Catholic Immigration Centre (CIC) provides orientation, settlement and integration services to newcomers in the Ottawa-Carleton area. These services range from providing temporary shelter and housing assistance to help with employment. Some of the services provided by the CIC of Ottawa are listed on their website.

<http://www.cic.ca/about-e.php>

4.1.25 A. OLIP - OTTAWA LOCAL IMMIGRANT PARTNERSHIP (OTTAWA, CANADA)

The overall goal of OLIP is to improve the integration of newcomers, immigrants and refugees to the City of Ottawa through the establishment of an integrated and comprehensive system of services and organizations.

<http://www.cic.ca/services-community-olip-e.php>

4.1.25 B. INTERNATIONAL MEDICAL DOCTORS (OTTAWA, CANADA)

Through its International medical Doctors, the Catholic Immigration Centre in Ottawa provides foreign-trained medical doctors with information on medical licensing and how to enter the medical profession in Canada. It also provides these foreign-trained physicians with networking opportunities.

<http://www.cic.ca/services-med-doctors-e.php>

4.1.25 C. ALTERNATIVE CAREER TRANSITIONS FOR INTERNATIONAL LEGAL PROFESSIONALS (OTTAWA, CANADA)

CIC's Alternative Career Transitions for International Legal Professionals (ACTILP) is a bridging program that provides participants with comprehensive training in Canada's legal systems, career guidance and work opportunities.

<http://www.cic.ca/services-ilp-e.php>

4.1.26 SAN FRANCISCO IMMIGRANT LEGAL AND EDUCATION NETWORK (SAN FRANCISCO, UNITED STATES)

The mission of the San Francisco Immigrant Legal and Education Network (SFILEN) is to promote full access to social services, direct legal services, civic engagement, legalization, freedom of movement, and reunification with family and community, for all immigrants and their families regardless of their immigration status. SFILEN works with legal and outreach organizations in the city of San Francisco, but also incorporates lessons learned from other national organizations.

<http://www.sfmigrantnetwork.org/>

4.1.27 SKILLED MIGRANT MENTORING PROGRAM (NEW SOUTH WALES, AUSTRALIA)

The Skilled Migrant Mentoring Program is designed to assist skilled migrants living in New South Wales (NSW) search for a job in their area of expertise, through mentoring, work experience and training. The program is funded by the NSW Department of Education and Training, through the NSW Adult Migrant English Service (AMES) and is delivered in partnership with Adult and Community Education.

<http://www.ace.nsw.gov.au/page.asp?PID=260&MID=267&SID=260>

4.2 RESEARCH AND DATA-COLLECTION INITIATIVES RELATING TO THE INCLUSION OF MIGRANTS IN URBAN CONTEXTS

Parallel to these city initiatives there are various research and online data pooling initiatives which develop and/or collect research, project orientations, guidelines and best practices.

4.2.1 UNESCO CHAIRS (WORLDWIDE)

UNESCO has a large network of research chairs where new research on urban, intercultural and migration research issues is carried out every year. UNESCO chairs carry out a variety of research into specific urban related topics and into specific regional challenges and urban specificities. The principle research chairs looking into issues linked to migrants, inclusion and sustainable urban design are situated at Universities in: Venice, Italy; Lleida, Spain; Lyon, France and in Newcastle, Australia. The Chair of Social and Spatial Inclusion of International Migrants (SSIIM) at the IUAV University in Venice, chaired by the expert in Migrant and Urban issues, Professor Marcello Balbo, is a primary actor for research in this area. Through research projects diffused through the SSIM paper series the chair has developed sophisticated analyses of migratory problems as they are experienced on the local level, including a particular focus on Gateway Cities and South-South migratory dynamics and challenges. A key achievement of the chair has been its support to the UN's rapporteur on Housing Rights Raquel Rolnik as well as the development of a toolkit "Managing International Migration in our Cities" which offers a methodology for the carrying out of a "Good Practices Exchange Module" between city professionals or decision-makers.

The UNESCO chair based at *École Nationale des Travaux Publics de l'Etat (ENTPE)*, Lyon, France on "Urban Policies and Citizenship" carries out research which looks at ways in which citizenship can be enhanced at the local level through exchanges between researchers worldwide on the topic as well as teaching and initiatives which aim to look at civil society and governance systems on the local level.

The UNESCO chair based at the University of Lleida is based on research into "Intermediate Cities: Urbanization and Development" examining the specific challenges that medium sized cities face in their demographic, economic, political and social development. The University of Newcastle in Australia, carries out research relating to "Sustainable urban development for Asia and the Pacific" which aims to develop a nexus of research linking together social urbanization issues with environmental sustainability research and technology.

The variety of concepts and sophisticated research programmes that UNESCO's urban related chairs cover is key for the development of the Migrants' Inclusion toolkit. Apprehending and managing the complexities of subjects such as intercultural dialogue and the specificities of migrant integration challenges in intermediate cities implies contributions from organizations that explore potential answers to the challenges that migrants and their host communities face in these varied contexts.

4.2.2 METROPOLIS (CANADA)

Another key international association of Cities is *Metropolis*, associated with UCLG, the organization brings together large cities around the world to improve and develop improved urban policies for its members. *Metropolis's* "International Institute for the Management of Major Metropolises", created in 2005 (IIMMM) is a research and training centre which brings together the knowledge base of the city members of this worldwide association of big cities. The institute aims to provide continuing education for members of Large Cities to enable them to become more efficient in their management of large metropolises in the face of the challenges of the global financial crisis and globalization. Moreover, the IIMMM has also created a Knowledge data- base for the collection and exchange of urban management best practices.

4.2.3 THE UNITED NATIONS ALLIANCE OF CIVILIZATIONS (UN)

The United Nations Alliance of Civilizations (UNAOC) is an initiative of the UN Secretary General which aims to improve understanding and cooperative relations among nations and peoples across cultures and religions, and to help counter the forces that fuel polarization and extremism. The "Integration: Building Inclusive Societies" (IBIS) online community aims to consolidate and develop a database of best practices for the integration of migrants on the community level. IBIS has been jointly developed by the UNAOC and the International Organization for Migration (IOM), as the leading international organization committed to the principle that humane and orderly migration benefits both migrants and society. IBIS is an online community which showcases inspiring projects from around the world that successfully help integrate migrants. It connects grassroots initiatives with policy-makers and provides a platform to link civil society groups with potential funders. Finally, IBIS also participates in and organizes seminars and workshops convening stakeholders and engaging governments, civil society and newcomers in jointly building societies of inclusion and participation. Within the international urban research sphere there also exists certain key players who, although not focused sole-

ly on migration issues, enable the development of broader perspectives which could facilitate our understanding of cross-cutting issues and more process based issues.

4.2.4 THE UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME, UN-HABITAT

UN-HABITAT is the United Nations agency for human settlements. Its goal is to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. The agency recognizes that the sustainability of inclusive and vibrant urban centres requires diversity across social, cultural, economic and political dimensions. Among its missions is to organize meetings, sessions and roundtables at which representatives from various cities and communities can share their successful strategies for local inclusion. Knowledge that is gathered through dialogue and exchanges as well actionable ideas are shared with interested parties and the global community through its online and print publications.

 <http://www.unhabitat.org>

4.2.5 INTERNATIONAL NETWORK ON RELIGIONS AND URBAN AREAS

The International Network on Religions and Mediation in Urban Areas is a platform to exchange- in person or online- good practices and joint reflections on “Inter-religious Mediation”. This concept refers to the scope of the prevention, mediation and transformation of conflicts where religion and its inherent and essential diversity is somehow (not just negatively) involved. The International Network, coordinated by the UNESCO Centre of Catalonia, is essentially open to the participation of people who are specialists or interested in and connected to civil organizations (which can be religious, inter-faith or non-religious) and from public organizations (like administrations, institutions and local, regional, national or international services and authorities). The decision to establish the Network was the result of an international congress celebrated in Barcelona in December 2006 under the auspices of the UNESCO Sector for Social and Human Sciences and Culture. The Network has been part, since its beginning, of UNESCO’s and UN-Habitat’s joint research work on the “Right to the City: Urban Policies, Rights, Responsibilities and Citizenship”.

 www.rel-med.net

4.2.5 OECD (WORLDWIDE)

In a similar vein, the International Think tank of 33 wealthy nations, the Organisation for Economic Cooperation and Development (OECD) although mainly works on and with economic and political development issues on the national level also has a section which deals with the analysis of local management and development policies. The Local Economic and Employment Development (LEED) Action Programme is dedicated to the identification, analysis and dissemination of innovation in local economic and employment development. Their approach includes a focus on the importance of migrants in local economic development.

4.2.6 THE URBAN AGE (WORLDWIDE)

Based within academic networks of expertise, the “Urban Age” is a research and city decision-maker network which has been started by the LSE (London School of Economics) Cities Programme and the Arthur Herrhausen Society (Deutsche Bank). It has an interdisciplinary approach to looking at the future development of cities around the world in social, economic, demographic and physical terms. The network of cities produces in-depth research on a new “World City” every year. Initially conceived of as a 6-year experiment focusing on 9 global metropolises (London, New York, Shanghai, Mexico City, Johannesburg, Berlin, Istanbul and Chicago, Sao Paulo and Mumbai), it has become a comparative research programme based at the LSE and which focuses on global urban issues including Migration. As “Global Cities”⁷¹ in which the focus is on economic and social segregation including the presence and activities of migrants in these cities, the future-based approach adopted by the project could potentially provide a useful snapshot of policies to put into place in intermediate or emerging “Global cities”.

4.2.7 INTERNATIONAL METROPOLIS PROJECT (INTL)

The International Metropolis Project is a forum which brings together research and policy regarding migration and diversity issues. The Project aims to increase knowledge sharing between key stakeholders, including governmental and non-governmental organizations. The INTL network is truly global in that its partners extend across Europe, North America, Latin America, Asia and Africa. This network of thinkers and practitioners collaborates on research and publications and organizes international conferences and policy discussions.

 http://international.metropolis.net/index_e.html/

⁷¹ Initially Developed by Saskia Sassen in “The Global City: New York, London, Tokyo” (1991; revised 2002).

4.2.8 INTERNATIONAL MIGRATION INSTITUTE (EU)

The International Migration Institute (IMI), located at Oxford University is committed to furthering migration research with the goal of contributing to public policy. Researchers and policymakers collaborate on issues such as migration and development, migration policy and governance, transnationalism and migration theory. IMI works to further understanding of the drivers of current and future migration.

<http://www.imi.ox.ac.uk/>

4.2.9 CENTRE ON MIGRATION, POLICY AND SOCIETY-COMPAS (EU)

COMPAS conducts high quality research and contributes new knowledge and theory to the field of migration. COMPAS uses research to influence public debate as well as policy. By sharing its cutting-edge research with policy-makers it hopes to inform decision-makers and engage a variety of stakeholders in issues of migration.

<http://www.compas.ox.ac.uk/>

4.2.10 MIGRATION POLICY INSTITUTE (MPI) UNITED STATES

MPI provides analysis, development, and evaluation of migration and refugee policies at the local, national, and international levels. It is a partner and founding member of the Metropolis Project, an international forum for research and policy on migration, diversity, and changing cities.

<http://www.migrationpolicy.org/about/index.php>

4.2.11 AFRICAN CENTRE FOR CITIES (ACC) SOUTH AFRICA

The ACC seeks to facilitate critical urban research and policy discourses for the promotion of vibrant, democratic and sustainable urban development in the global South from an African perspective. The ACC initiative is housed in the University of Cape Town and aims to partner closely with policy-making centres at local, provincial and national levels in the public sector in South Africa and provide critiques as well as alternative perspective on dealing with critical urban issues.

<http://africancentreforcities.net/>

4.2.12 WOMEN IN CITIES INTERNATIONAL (WORLDWIDE)

Women in Cities International acts as an exchange network for various partners concerned with gender equality issues and the place and participation of women in the development of cities and communities on the five continents. Within Women in Cities International, the Gender Inclusive Cities programme in particular seeks to find ways to enhance women's inclusion and their "right to the city". The network also works to promote a gender-based approach in municipal planning and management.

http://womenincities.org/english/sets_en/set_intro_en.htm

4.2.13 THE REFUGEE AND MIGRATORY MOVEMENTS RESEARCH UNIT (RMMRU) IN BANGLADESH

The Refugee and Migratory Movements Research Unit, an affiliate of the University of Dhaka, has been functioning as a research, training, and policy advocacy institution since 1996. Its primary focus has been on migration, refugee, displacement, and governance issues.

<http://www.rmmru.net>

4.2.14 PHILIPPINE MIGRANTS RIGHTS WATCH (PMRW) PHILIPPINES

The Philippine Migrants Rights Watch is a registered civil society network that was established in 1995 to encourage the recognition, protection and fulfillment of Filipino migrants' rights - both in the Philippines and abroad during the entire migration process.

<http://www.pmrw.org/>

4.2.15 ASIAN MIGRANT CENTRE (AMC) ASIA

Based in Hong Kong, the Asian Migrant Centre (AMC) operates as a monitoring, research, information, publishing, training, support and action centre dedicated to the promotion of the human rights and empowerment of migrant workers and their families in Asia.

<http://www.asian-migrants.org/>

4.2.16 ASIAN PACIFIC MIGRATION RESEARCH NETWORK (APMRN) ASIA

The APMRN is a collaborative organization of researchers and scholars interested in all aspects of migration. Each regional network of the APMRN is autonomous and there are regional coordinators in Australia, Bangladesh, Cambodia, China, India, Indonesia, Japan, Malaysia, Mongolia, New Zealand, Republic of Korea, Singapore, Sri Lanka, the Pacific Islands (based in Fiji), The Republic of China (Taiwan -unofficial member), Thailand and Vietnam.

🔗 <http://apmrn.usp.ac.fj/>

■ Network Practice 2: China Competence Centre

The City of Düsseldorf founded its China Competence Centre to help attract Chinese companies, provide support for German firms that wished to do business in China and assist in the integration of Chinese investors into the local society and business community. Similarly, six Messe Düsseldorf offices located in key Chinese cities promote Düsseldorf as a business location and work locally with city authorities. Although primarily business-oriented, the China Competence Centre also helps Chinese migrants and their families adjust to living in Düsseldorf, paying attention to education, learning German, and the over all well being of the newcomers.

🔗 Website: <http://www.china-goes-dus.de/>

4.3 THE DEVELOPMENT AND USE OF INDICATORS, BENCHMARKS AND QUALITATIVE AND QUANTITATIVE DATA SOURCES

It would appear that these notions are effective at building a consensus among cities, each organization cited above has broad national, regional and international networks of cities which have come together to try and develop solutions to the challenges of migration and host community relations and wellbeing. A further challenge however is the tangibility of universal notions such as intercultural dialogue, Openness, or Diversity as they all leave space for broad interpretations and can potentially fall into the “tangibility trap” which leaves many notions discussed and vaunted but unexplored or measured in more concrete terms.

As a potential support for the diversity of notions and paradigms and as a vector for the delivery of these notions on the local level by administrators and decision makers it is important to apprehend and examine the concerted efforts by particular organizations and agencies to develop indicators and/or benchmarking regarding migrants in cities, diversity in cities, and reliable life quality indicators on a local level. Some of these are now examined.

4.3.1 INDICATORS, BENCHMARKS AND INDEXES PUT FORWARD BY CITY NETWORKS AND MIGRANT RESEARCH INITIATIVES

4.3.1.1 OPENCities Benchmarks

The OPENCities Network has developed a benchmarking system through collaboration with the consultancy company BAK Basel. ‘Openness’ is therefore measured in relation to economic competitiveness and attractiveness for international business. The 2007 report produced by the British Council and BAK Basel cited particular elements such as “population, human capital and business structure, cost of living, regulations, innovation capacity, level of social integration and depth of culture”⁷² as factors which influence the economic attractiveness of a city, each city being naturally stronger or weaker according to each specific factor. The Consultancy’s conclusions were that a city’s output includes: “labour” as well as “physical capital” and “other relevant factors” and that Western city demographics and the capacity of a city’s infrastructure were relatively stable variables. Therefore, the key variable which had to be taken into account was a city’s “human

⁷² “Understanding Openness” British Council Report, 2007, p12.

creativity". City "Openness" according to the report is thus defined as "framework conditions" for business and quality of life indicators. The report concluded that "openness and accessibility to people and business represents the most likely means of urban differentiation in the forthcoming period".⁷³

A city's openness to international populations and business are thus put on an equal playing field as factors which define OPENness. In terms of benchmarks, the British Council decided on a 'Hybrid' system of indicators made up of an "index family"⁷⁴ which is composed of sub-indices which allow a comparison between cities of a similar type whereas "Benchmarking" enables an analysis in terms of the "strengths and weaknesses through peer review and careful monitoring" (For further details visit www.opencities.eu). The final step in this process is to award a "Kite-mark" to cities that score well both in terms of their rankings in comparison to cities of similar types and in terms of their strengths and weaknesses. The Kitemark can be used as a measure for businesses and individuals looking to set up in a particular city. These kite marks are developed from a city profile which gives cities marks out of 100 based on the Hybrid system of indicators.

This "Hybrid" system appears to be a very useful example for future benchmarking in the context of our project as it has demonstrated the possibility of mixing various sorts of data to develop a seemingly accurate classification tool. Moreover, inciting cities to act through a Kite-mark system is an original way of working with cities in a climate of increased competition between cities worldwide.

4.3.1.2 COUNCIL OF EUROPE'S "INTERCULTURAL CITIES" INDEX

The Council of Europe has also developed an index on which interculturality can be based. The project focus is not based on developing criteria which match up to economic attractiveness so the index developed by ICC as they state is "not intended to be a pure scientific tool".⁷⁵ The project rather highlights points of comparison by which interculturality can be measured in a city, thereby facilitating comparison. The index is based on three sets of data: economic and demographic, Institutional features, and social characteristics. A detailed questionnaire was devised to measure how the 11 member cities of the Intercultural Cities network rate their level of interculturality against these three data sets.

Both British Council and Council of Europe's projects use sophisticated methods to develop ways of making inclusion, diversity or internationalization tangible and measurable. However, a significant challenge remains in developing standardized data sets, indexes and approaches to be able to effectively gauge urban inclusiveness. The organizations and initiatives outlined below attempt to develop standardized methods for data indexing and inclusiveness benchmarking.

4.3.2 QUALITATIVE AND QUANTITATIVE RESEARCH AND CITY INDICATOR ORGANIZATIONS

The Global City Indicators Facility (GCIF) is a programme which was initially funded by the World Bank and the Japanese Funds in Trust in 2007 and which counts more than 100 city members worldwide. It is managed by a group of experts from around the World including UN-HABITAT, ICLEI, OECD and academic experts as well as City Mayors and City technicians. The facility is based at the University of Toronto. With an aim to developing self-reporting, worldwide data sets the facility aims to provide a basis for supplying urban managers and decision makers worldwide with reliable and comparable quantitative data. The Facility has a standardized system of global city indicators which is supported by the World Bank, the University of Toronto, the Government of Canada, and a worldwide network of participating cities. Currently 115 indicators across more than 125 cities are collected annually. GCIF member cities are representative of all regions of the world, and the GCIF aims to increase membership to 250 cities by 2011 and 1000 cities by 2015.

⁷³ *Ibid*, p18.

⁷⁴ *Ibid*, p15

⁷⁵ ICC, British Council "Intercultural Cities: Towards a model for intercultural integration" Eds Phil Wood, 2009.

4.3.3 UNHCR INTEGRATION EVALUATION TOOL (MIGRATION POLICY GROUP, BRUSSELS)

“The Integration Evaluation Tool, developed for UNHCR by the Brussels-based Migration Policy Group, was recently presented in Budapest to representatives of Central European governments and non-governmental organizations interested in the new software. It is expected to be introduced throughout the region over the coming months. It covers every aspect of refugee life, from asking whether refugees’ jobs meet their skills and qualifications to enquiries about school enrolment of refugee children to more administrative issues, such as government budgets for social orientation programmes,” explained Gottfried Köefner, UNHCR’s regional representative for Central Europe.”

 <http://www.unhcr.org/4b797b3e9.html>

4.3.4 UCLG – GLOBAL OBSERVATORY ON LOCAL DEMOCRACY AND DECENTRALIZATION (GOLD)

Finally, in relation to the use of quantitative and qualitative data sources it is interesting to note that the UCLG-Global Observatory on Local Democracy and Decentralization (GOLD), was launched by UCLG in 2006 as part of its objective to become a main source of information on local self-government, local authorities, governance, local democracy and the exchange of know-how.

 <http://www.cities-localgovernments.org/gold/index.asp?L=ES>

CONCLUSIONS

The multiplicity of approaches offered by networks and institutions, and range of scales at which they operate as outlined in this chapter underscores the possibilities for cities and organizations to work together to enhance immigrant inclusion in their jurisdictions. The networks and cases described here provide numerous scenarios, approaches that are based in research and actual practice. These “best practices” would be of use to local decision makers who wish to promote diversity, interculturality and immigrant inclusion in their cities. As more cities work together and share their strategies, practices and successes with each other through these networks, it is hoped that they will form a coherent international platform for working groups from inclusion in urban contexts.

If you would like to identify networks and initiatives relating to migrants’ inclusion for your city, you can use the following worksheet.



WORKSHEET 4.1 ORGANIZATIONAL INVENTORY

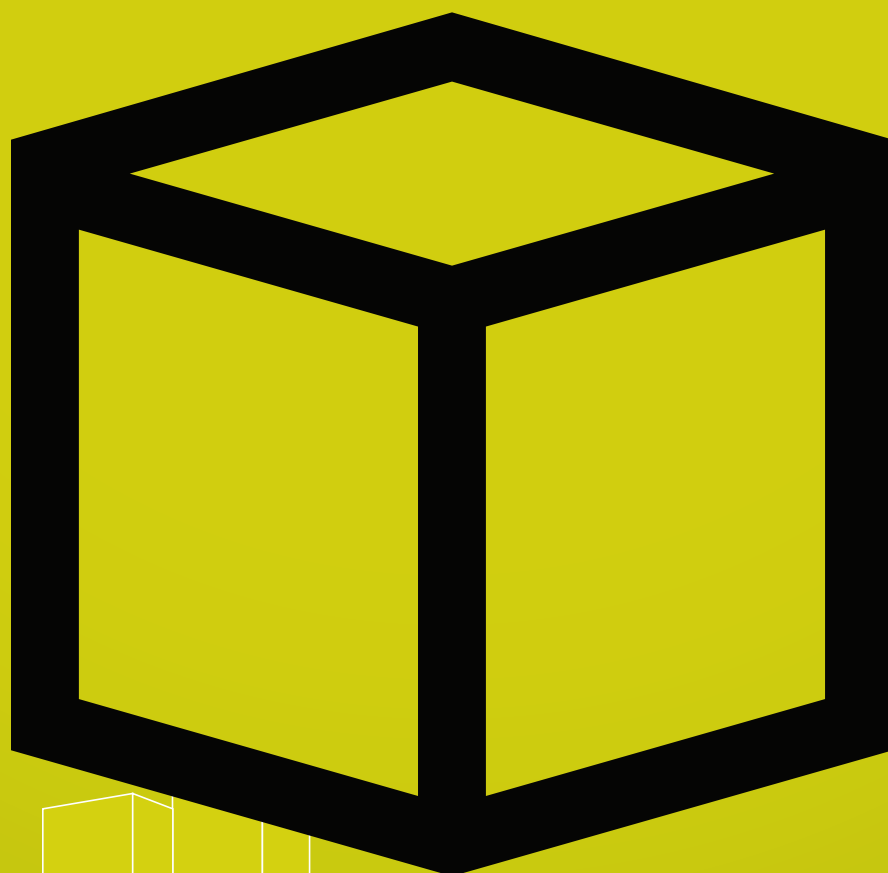
Based on the discussion above, consider what organizations your city can utilize on the local, national, and international levels..

	Local Organizations	National Organizations	International Organizations
Research and Policy Organizations	1.	1.	1.
	2.	2.	2.
	3.	3.	3.
Networks devoted to Knowledge Sharing, Coordination	1.	1.	1.
	2.	2.	2.
	3.	3.	3.
Implementation of Migrant Social Services	1.	1.	1.
	2.	2.	2.
	3.	3.	3.



TOOLS FOR LOCAL AUTHORITIES TO ENHANCE MIGRANT INCLUSION IN CITIES

"A way of trying to get the best of both worlds is to adopt special plans for the immigrant population, and to build bridges towards the universalistic inclusion of migrants in the general system of local life and services."⁷⁶



Introduction

This guide examines issues of migrant inclusion by charting the rise in domestic and international migrant populations all over the world and the consequences of such migration for urban areas. It documents the challenges that cities face in trying to enhance the inclusion of newcomers, as well as some of the strategies used by city agencies to improve the social, cultural, economic, civic and political rights of people who have crossed international boundaries or moved within their country to settle in urban centres. Chapters in this guide also offer detailed information on the UNESCO/UN-HABITAT project on migrant inclusion and a range of institutions, networks and initiatives at different scales that seek to make cities more inclusive places. Additionally, indicators, indices and benchmarks that have been used by various networks and cities to gauge migrant inclusion are also provided. In this chapter, we offer guidelines to several methodological approaches for understanding the situation of migrants in your city, working with partners locally, regionally and globally to effect strategic change.

In this final chapter are the tools developed for this guide to assist local officials in developing sound and integrated policies for migrant inclusion. Ten different tools are provided that assist in information gathering, assessing areas of strength and weakness and building institutional and organizational networks to consult. The final two exercises feature existing tools that allow comparison between different cities. These featured tools are the Global City Indicators Facility and the Open Cities Monitor Tool. At the end, you will find a list of gender related questions which are developed by the International Organization for Migration.

Steps to Take for More Inclusive Cities

Gathering Information	
Migrant Inclusion Checklist	5.1
Residential Mapping	5.2
SWOT Analysis	5.3
Perceptual Mapping	5.4
Building Institutional Partners	
Matrix of Key Partners and Stakeholders	5.5
Mapping Institutions and Service Providers	5.6
Structural Factors Influencing Migrant Inclusion	5.7
Multilevel Coordination with other Organizations	5.8
Developing Strategies for Inclusion	
Consult Chapter 3	Sections 3.3.1 to 3.3.10
Evaluating Your City Compared to Others	
Global City Indicators	5.9
Open Cities Indicators	5.10

⁷⁶ ERLAIM (2008), *Final Report: Immigration: Challenges and Opportunities in the ERLAIM Areas: Integration Policy at Local Level, European Regional and Local Authorities for the Integration of Migrants*, p. 2.

5.1



5.1 MIGRANT INCLUSION CHECKLIST

Implementing an agenda for action is a process driven by individuals and agencies who wish to be agents of change. We recommend a thorough assessment of your city and building a comprehensive information base as a starting point. Essential to your success for improving migrant inclusion is a clear understanding of the situation of migrant communities in your city. The diversity of different migrant communities and the characteristics of each immigrant group need to be known and comprehended. As it is critical that local policy makers have current data, municipalities and city agencies should make it a point to upgrade existing information and make it accessible. The information that will help you analyze the specific conditions and needs of various migrant communities in relation to those of the local population should be both qualitative and quantitative. As change agents you also need to understand that all new initiatives attract both allies and skeptics, and that you need to prepare to deal with and work with both groups.

To help in the initial assessment of migrant inclusion the toolkit contains a checklist of information and services that are recommended to foster inclusive cities.

Does your city/collect, receive from other sources or track the following information?

Demographic Baseline Information	NO	Under consideration	YES	If YES, provide example
Number or types of Migrants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Countries of origin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Gender and age breakdown	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Neighbourhood settlement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Estimates of undocumented migrants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Skill and/or education levels of migrants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



Does your City/Locality assist or work with other governmental or NGO service providers to help migrants obtain the following basic services?

Migrant Access to Basic Services	NO	Not Applicable	YES	If YES, provide example
Education of Children	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Healthcare	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Water and Sanitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Does your City/Locality assist or work with other government or NGO Service Providers to Help Migrants with Additional Services or Policies?

Additional Services and Policies to enhance migrant inclusion	NO	Under consideration	YES	If YES, provide example
Migrant outreach centres	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Language Training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employment Training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Citizenship Services/Legal services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Participation in local government	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Access to public facilities (libraries, sports facilities, etc)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Access to public spaces/green spaces	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Anti-discrimination laws	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Representation within Police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Representation within Local Government	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sensitivity training for Public officials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Local Voting Rights	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Association with International Migrant Coalitions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Collaboration with Other Migrant Destination Cities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

5.2



5.2 RESIDENTIAL MAPPING

This exercise illustrates the value of developing a database with information about immigrant settlement. Most cities have access to administrative data (such as census data, immigrant registration systems or school records) that provide information on where immigrants reside. In addition to estimates on the size of the immigrant population, knowing where immigrants reside is extremely useful for planning and outreach purposes. This guide cannot provide you with that data but can suggest the value of mapping residential patterns for different groups using some kind of dynamic Geographic Information System (GIS). Figure 5.2.1 shows the distributions of the immigrant population in Metropolitan Washington, a metropolitan area of nearly 5 million people. There are areas of heavy concentration, especially in the near suburbs, as well as areas where relatively few immigrants settle.

Once data is entered into a GIS database, maps can be produced showing different patterns of settlement. In the following figures (Figure 5.2.2 a and b) differences in the overall size and settlement patterns of two groups (Indians and Ethiopians) can be seen. The Indians are a more numerous group and overwhelmingly settle in the inner and outer suburbs to the north and west of the downtown. The Ethiopians, by comparison, are a smaller group and they are more concentrated in the inner suburbs and the downtown area. Thus, in terms of service provision, mapping the residential pattern of distinct immigrant groups can be quite helpful.

FIGURE 5.2.1
Residential Settlement Patterns of Immigrants in Metropolitan Washington.

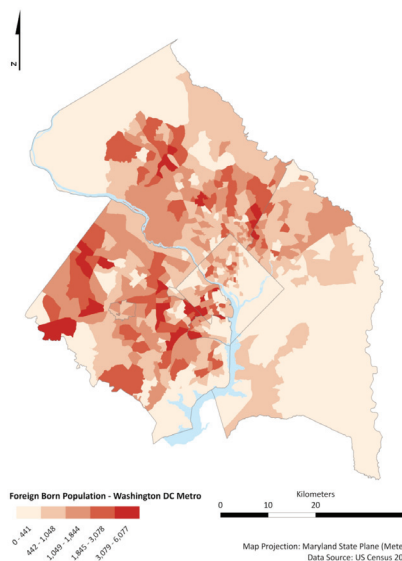
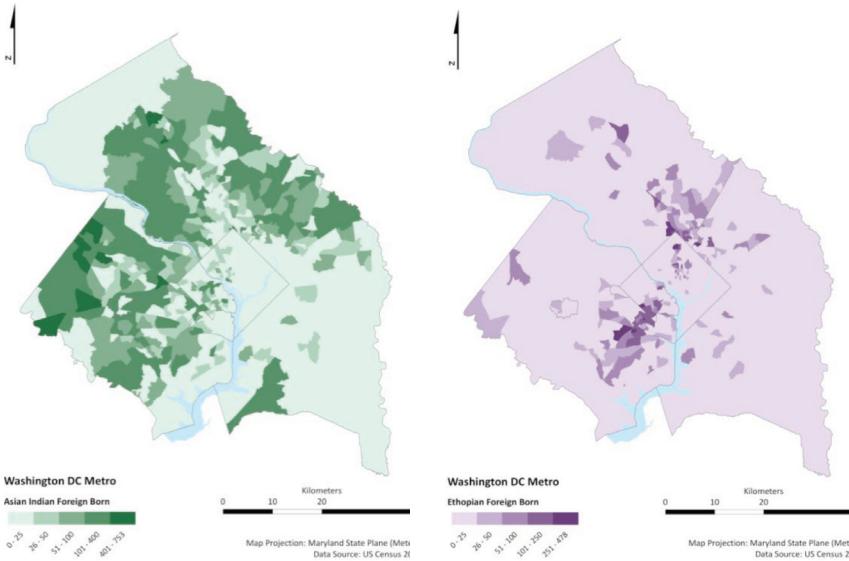


FIGURE 5.2.2
a and b (Residential Settlement Patterns of Immigrants from India and Ethiopia)



5.3.1



5.3 SWOT ANALYSIS: STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

“The process of integration occurs primarily at a local level, and the policies that are employed to promote that process must therefore be situation-specific, and take into account the precise circumstances and characteristics of both migrants and other social groups.”⁷⁷

You are now ready to conduct a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis by pulling together and analyzing the key internal and external factors that affect your objective of promoting greater inclusivity of migrants in your city. It is probably best to have different individuals involved with immigrant inclusion (from city officials, policing staff or school officials) complete the SWOT form and then compare responses. This exercise should also include as well as women and men migrants

who have the lived experience and filed knowledge. From this exercise there are usually clear and consistent areas of strength and weakness that appear which then become opportunities that need to be tapped or potential threats that need to be addressed.

Begin your analysis by matching the strengths of your city to external opportunities that present themselves. You may also want to consider whether you can convert your city’s weaknesses or threats in the external environment to opportunities. If you cannot convert threats or weaknesses, strategize how you can minimize them or avoid them altogether.

5.3.1 SWOT ANALYSIS: INTERNAL STRENGTHS AND WEAKNESSES

Internal Strengths What internal strengths does your city have in the area of migrant inclusion?	Internal Weaknesses Does your city have internal weaknesses which limit its migrant inclusiveness?
What advantages does your city have regarding migrant inclusion?	What could your city do to improve inclusion of migrants?
1. 2. 3.	1. 2. 3.
What does your city do well in regards to migrant inclusion?	What should your city avoid in order to improve migrant integration?
1. 2. 3.	1. 2. 3.
What unique resources can your city draw on to better include migrants?	How does your city compare to other cities in terms of migrant integration?
1. 2. 3.	1. 2. 3.
What do others see as your city’s strengths in regards to how it includes migrants?	In what areas does your city lack resources for integrating migrants?
1. 2. 3.	1. 2. 3.

⁷⁷ GCIM (2005), *Migration in an interconnected world: New directions for action. Report of the Global Commission on International Migration*, p. 45.

5.3.2



5.3.2 SWOT ANALYSIS: EXTERNAL OPPORTUNITIES AND THREATS

External Opportunities: Are there any external opportunities for increasing migrant inclusiveness in your city?	External Threats: Are there any external threats to increasing migrant inclusion in your city?
What good opportunities are open to your city regarding migrant inclusion? <ol style="list-style-type: none"> 1. 2. 3. 	What obstacles does your city face in including migrants? <ol style="list-style-type: none"> 1. 2. 3.
What migration trends could your city take advantage of? <ol style="list-style-type: none"> 1. 2. 3. 	What migration trends and institutional trends could harm your city? <ol style="list-style-type: none"> 1. 2. 3.
Are there migration policies in other cities which could impact your city positively? <ol style="list-style-type: none"> 1. 2. 3. 	Are there migration policies in other cities which could impact your city negatively? <ol style="list-style-type: none"> 1. 2. 3.
How could your city turn its strengths into opportunities regarding migrant inclusion? <ol style="list-style-type: none"> 1. 2. 3. 	In what ways do your city's weaknesses expose your city to future threats? <ol style="list-style-type: none"> 1. 2. 3.

5.4



5.4 PERCEPTUAL MAPPING EXERCISE

Perceptual Mapping Exercise: How inclusive is your city?

It may be helpful to meet with members of your city's immigrant community and discuss their experiences of the city. This type of focus-group gathering will help to determine the degree of integration of your immigrant population. Asking immigrants, both men and women, a few questions about their lives in the city will help show where they feel welcomed, or where they feel excluded from the wider population. One may want to meet individually with immigrants, or interview small groups of friends or family. One way to explore issues of integration is to share a map of the city with your interviewees and ask them to identify areas they are familiar with. While it can be somewhat more intimidating, the same information can be found by giving individuals blank sheets of paper and asking them to draw the city. In such an exercise, people depict those areas with which they are familiar, and omit those which they are not. In addition to a mapping exercise, you may want to ask your informants some of the following questions. It is important to keep in mind that perceptions may change depending on gender, age, culture etc.

1. Where do you go shopping for food, clothing or other necessities?
2. If you have children, where do you take them in the city?
3. Do you participate in any activities outside of school or work, such as a sport or art? Where in the city do you participate in this activity?
4. Are there any particular organizations that you enjoy, such as a museum or sports team? If so, where do you go to patronize these groups?
5. In your daily life, are there any areas in which you feel unwelcome? If so, where?
6. Are there places where you are among mostly your own ethnic community? If so, where?
7. Are there spaces where you feel like you are the only member of your ethnic community? If so, where?



5.5 MATRIX OF KEY PARTNERS AND STAKEHOLDERS

Municipal authorities should connect with existing networks and build upon the experience and knowledge of civil society organizations, migrant associations and other stakeholders. In addition to cooperation with civil society, a city benefits from partnerships with the private sector to facilitate local inclusion of international migrants in urban settings. A municipal platform could effectively provide information to partners interested in possible collaborative projects, as well as to migrants to learn about existing opportunities. Through partnerships and cooperation, local authorities can build upon the capacities, expertise and knowledge of civil society organizations, the private sector, and migrant communities to facilitate the inclusion of migrants.

5.5.1 WORKING WITH LOCAL PARTNERS AND STAKEHOLDERS

Stakeholder Mapping Matrix	Immigrant Rights	Safety & Security	Housing Access	Healthcare Access	Language Instruction	Gender Equality	Economic Rights	Social Inclusion
Migrants								
Civil society organizations								
Migrant associations								
Local universities								
Research institutions								
Private firms								
Religious institutions								
Municipal agencies								
City officials								
State-level agencies								

Stakeholder Matrix: Who are your likely partners at local and other levels? What kind of assistance would you need from your partners? What kind of support can they offer you? Are they likely to wish to partner with you? How can you get them interested in your mission? Through a stakeholder matrix you can identify the key members of your stakeholder community and make better use of their strengths and support.

1. Make a list of stakeholders and potential partners in the community such as:

- Migrants
- Civil Society Organizations
 - Migrant associations
 - Local universities
 - Research institutions
 - Private firms
 - Religious institutions
 - Municipal agencies
- City Officials
 - Political and other interest groups
- State- and National-level agencies
- International Organizations

2. Once you have a reasonably complete list, note the interests of these stakeholders using the matrix below. This will help you identify key partners whose interests mirror your priorities.

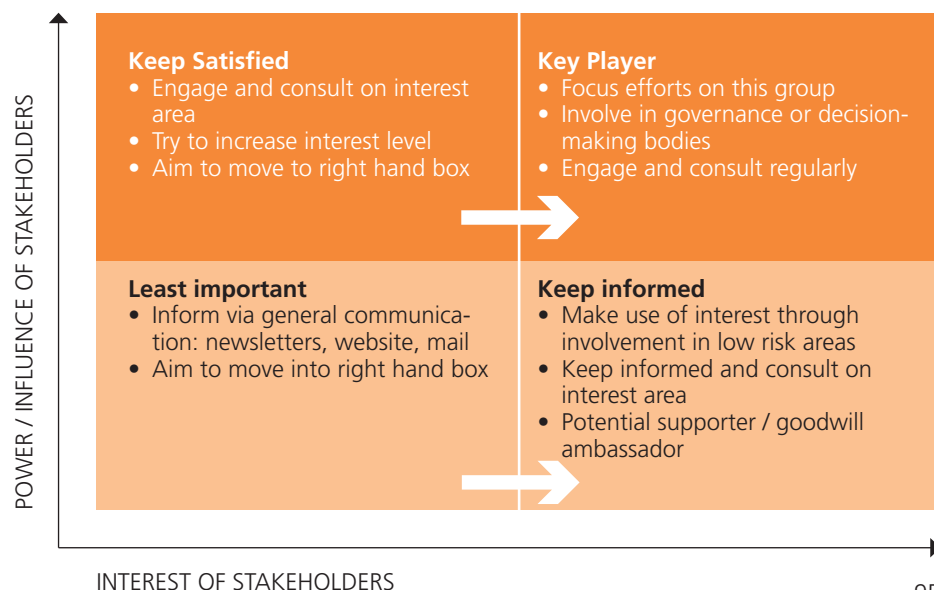
3. Next, prioritize the interests of your stakeholders by order of importance. A common approach is to map the interest and influence of each stakeholder group on a quadrant.

After you map your stakeholders, remember that you want to focus your efforts on the **Key Players** by consulting them regularly, engaging them in your mission and involving them in your decision making and governance bodies.

With the **Keep Satisfied** group, you would wish to engage them and try to increase their level of interest in your goal to enhance migrant inclusion. You want to consult them on their particular areas of interest when these overlap with your interests. Your aim is to move this group into the right hand box of key players.

You should make use of the interests of the **Keep Informed** group by consulting them on their areas of interest and involving them in low risk areas. This group is composed of potential supporters and good will ambassadors and at the very minimum you wish to retain their support.

The **Least Important** group needs minimum efforts on your part, although it might be useful to keep them informed of your mission and work via general communications. Like the “Keep Satisfied” group, you want to move this group to the right hand box.



5.6

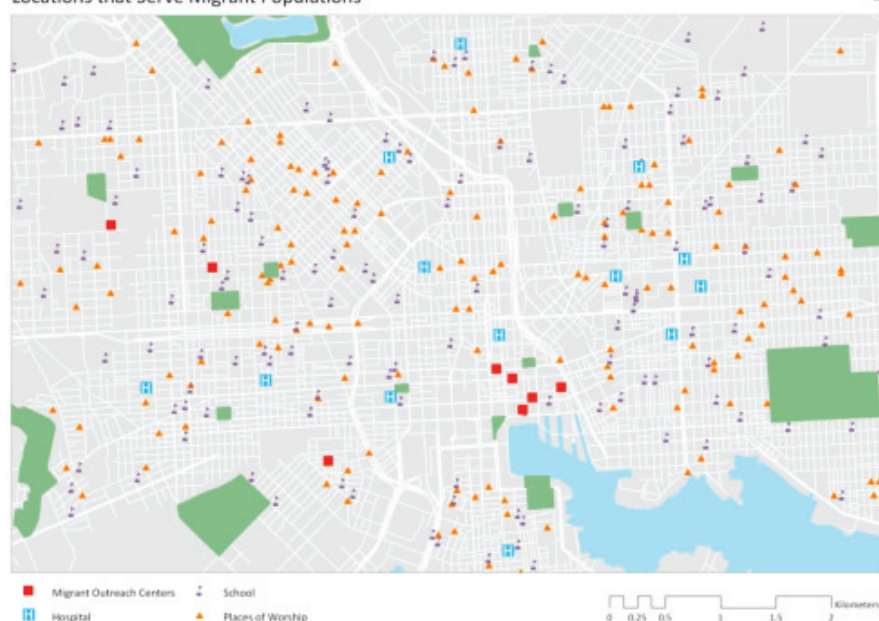


5.6 MAPPING INSTITUTIONS AND SERVICE PROVIDERS

The **City Institutional Map** lays out graphically, as well as in writing, the different players and offices engaged with local government, with migrants or the provision of services to migrants. The map documents the roles and responsibilities of city offices and departments, state- and

national- level offices as well as private sector and civil society groups that work with the city to offer support to migrants and their families. These groups contribute to policy and program development, as well as its financing and implementation.

Urban Institutions & Services
Locations that Serve Migrant Populations



Consider the following institutions when developing your map:

- City offices with responsibilities for immigrant well-being, such as Health Departments, Housing Departments, Transportation Departments, Outreach Centres
- Religious and Community organizations that work with Immigrants
- Public Schools, especially for primary education
- Employment organizations and other institutions that offer social services
- Hospitals and Health Clinics
- State offices responsible for immigrant well-being, such as Education Departments, Health and Human Services departments and Immigration Departments
- National Offices and Ministries responsible for immigrant well-being such as United States Bureau of Immigration, United States Department of Labour, US Department of Education, and other national governmental entities involved in supporting the migrant population
- Civil Society organizations, nongovernmental organizations, and academic institutions who offer assistance to immigrants
- Day care centres, family shelters and shelters for women, community centres

5.7



5.7 SYSTEMIC BARRIERS INFLUENCING MIGRANT INCLUSION

Key factors and barriers in the representation and participation of immigrants in political and governing bodies is the presence or absence of institutional constraints that inhibit inclusion. The presence of representatives of different immigrant/minority groups at all levels of government is believed to strengthen the representation of their interests in policy making. Additional factors that affect immigrant groups' political participation are their economic resources, level of education, language skills, access to information, and social capital.

A check list using the following criteria can help you determine whether there are structural factors or systemic barriers that assist or prevent the inclusion of immigrants in the national and local polity. Important factors at both the national and local levels include existing electoral system features, immigrant integration policies and citizenship regulations.

Prospects for Political Inclusion of Urban Migrants

	Indicators	Present?		Effect on immigrant inclusion
		Yes	No	
National level				
Citizenship at National Level	Access to nationality	<input type="checkbox"/>	<input type="checkbox"/>	
	Access to citizenship	<input type="checkbox"/>	<input type="checkbox"/>	
	Social, economic and political rights	<input type="checkbox"/>	<input type="checkbox"/>	
Cleavages at National Level	Conflicts between national, ethnic, cultural, religious and/or minority groups	<input type="checkbox"/>	<input type="checkbox"/>	
National Discourse	Discourses on nationhood/citizenship	<input type="checkbox"/>	<input type="checkbox"/>	
	Arguments for immigrant inclusion	<input type="checkbox"/>	<input type="checkbox"/>	
Political Opportunities / Constraints	Legal System	<input type="checkbox"/>	<input type="checkbox"/>	
	Electoral System	<input type="checkbox"/>	<input type="checkbox"/>	
	Migration Regimes	<input type="checkbox"/>	<input type="checkbox"/>	
	Citizenship Regime	<input type="checkbox"/>	<input type="checkbox"/>	
Socio-Cultural Imagery and Public Opinion	Public imagery	<input type="checkbox"/>	<input type="checkbox"/>	
	Attitudinal shifts of support	<input type="checkbox"/>	<input type="checkbox"/>	
	Reactions to immigrants settlement	<input type="checkbox"/>	<input type="checkbox"/>	
Local level				
Citizenship at Local Level	Access to citizenship	<input type="checkbox"/>	<input type="checkbox"/>	
	Social, economic, cultural and political rights	<input type="checkbox"/>	<input type="checkbox"/>	
Cleavages at Local Level	Conflicts between national, ethnic, cultural, religious and/or minority groups	<input type="checkbox"/>	<input type="checkbox"/>	
Local Discourse	Discourses on nationhood/citizenship	<input type="checkbox"/>	<input type="checkbox"/>	
	Arguments for immigrant inclusion	<input type="checkbox"/>	<input type="checkbox"/>	
Socio-Cultural Imagery and Public Opinion at Local Level	Public imagery	<input type="checkbox"/>	<input type="checkbox"/>	
	Attitudinal shifts of support	<input type="checkbox"/>	<input type="checkbox"/>	
	Reactions to immigrants settlement	<input type="checkbox"/>	<input type="checkbox"/>	
Political Opportunities/ Constraints at Local Level	Legal System	<input type="checkbox"/>	<input type="checkbox"/>	
	Electoral System	<input type="checkbox"/>	<input type="checkbox"/>	
	Migration Regime	<input type="checkbox"/>	<input type="checkbox"/>	
	Citizenship Regime	<input type="checkbox"/>	<input type="checkbox"/>	



5.8. MULTILEVEL COORDINATION WITH OTHER METROPOLITAN AREAS

Country-level policies can be quite effective in facilitating immigrant integration and promoting solidarity. Official policies of multiculturalism and integration can have important symbolic as well as real value in forming an inclusive national identity. However, in countries that do not have a unified policy of migrant integration, it often falls on metropolitan areas, cities and municipalities to ensure that migrant inclusion is being addressed on several fronts. A multiplicity of agents work at local levels, and these agents engage with each other and the city through horizontal relationships, but also need to engage in vertical relations with metropolitan, national and even international actors.

“Due to the different political powers between various governmental levels (local, metropolitan, regional, national and international), a multi-level coordination that ensures a satisfactory fit between local inclusion policies and central government policies is needed.”⁷⁸

Local decision-makers should ensure multilevel coordination of migrants’ inclusion in the city by interconnecting the various levels of governance on local (within the metropolitan area), regional and national levels. Local authorities should also establish intergovernmental collaboration and city-to-city cooperation. Based on Chapter 4, select the networks of international, regional and metropolitan organizations that your city officials can consult.

Sample Multilevel Coordination Table

Urban networks	Regional networks	International networks
Intercultural Cities	Council of Europe Intercultural Cities	UCLG
Cities of Migration	Council of Cities and Regions in Africa	UN-HABITAT
International Metropolis	CLIP	UN Alliance for Civilizations

⁷⁸ UCLG/ Barcelona City Council (2009), *For a world of inclusive cities, United Cities and Local Governments/ Barcelona City Council*, p. 80-81.

5.9



5.9 GLOBAL CITY INDICATORS

Featured Tool:

Global City Indicators Facility

www.cityindicators.org

The Global City Indicators Facility provides an established set of city indicators with a globally standardized methodology that allows for comparability of city performance and knowledge sharing. This website serves all cities that become members to measure and report on a core set of indicators through this web-based relational database.

Cities can choose if they want to share their information with the general public, or only with registered members of the facility. Non-members can access information from Global City, but only about those cities that agree to make available selected information. The real value of the tool is the detailed reporting it allows over time that enables elected officials, city managers and the public to monitor their city's progress. This tool is extremely valuable for measuring many kinds of urban social and economic indicators such as education, access to health care, transportation, green space, economic productivity and housing. Unfortunately, the tool does not include the theme of immigration but it does allow for urban planners to compare their cities with similar ones around the world.

As the figure below demonstrates a range of urban centres participate in the Global City Indicators program. Some of these cities are major immigrant destinations and others are mid-size cities with relatively few immigrants. And, as this monitoring tool grows in visibility and popularity, more cities are joining the facility every year.



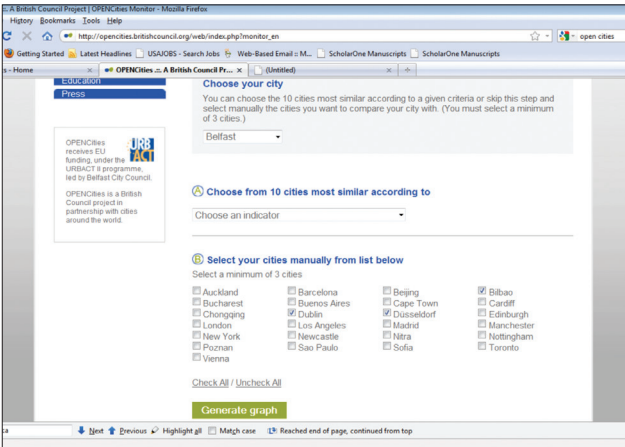
FIGURE 5.9.1
Screenshot of the Participating Cities in the Global City Indicators Facility as of June, 2011.

5.10



5.10 OPEN CITIES MONITOR TOOL

Featured Tool: OPENCities Benchmark Indicators, OPENCities Monitor Tool



Instructions for using the Open Cities Monitor Tool

First select a participating city, and then you have two options. Your first option is to choose an indicator with which to compare your chosen city with those listed in section B; your city will be compared to all 25 cities listed in that one category. Your second option is to select three or more cities with which to compare your city, using multiple metrics. The above screen shot demonstrates the latter option; Belfast has been selected, and it will be compared with Dublin, Düsseldorf and Bilbao across all of OPENCities' metrics. Then click the "generate graph" button below and a graphic like the following one will appear. Belfast is represented by the blue bar graph, and the three other cities are represented by the green bar graphs. By placing these bar graphs across the same axis, one can see how a city is more or less advanced than other cities in different areas of interest.

In this example, Belfast is considered a less open city overall than the three cities compared with it. It is ranked as presenting slightly more barriers of entry to migrants and less freedom once they arrive, compared with the three cities of Dublin, Düsseldorf and Bilbao. Migration levels to Belfast are somewhat lower overall than migration levels to the three cities chosen. Similarly, the number of international events, a general presence on the international stage, and international flows of people are lower in Belfast. However, Belfast shines in the area of infrastructure, as it is ranked much higher in this area.

Some of the themes which the OPENCities project takes into account when ranking cities within these given categories are the following:



Migrant access to the city:

- Ease of entry and exit
- Ease of hiring foreign labour
- Access to property market
- Inflow of international population
- Diversity of international population
- Total metro region foreign labour force

Subjective perceptions of quality of life:

- If ethnic diversity is valued
- If people trust another nationality
- If people trust another religion
- If people feel safe
- How people feel about health services
- How people view immigration policies

Education:

- International students
- Quality of universities
- Availability of high quality schools
- International schools

Economic Opportunities

- GDP per capita
- GDP change
- Cost of living
- Rent levels
- Taxation
- Unemployment rate
- Prevalence of foreign ownership

By comparing hundreds of case studies regarding their participating cities, as well as analyzing data which is made available to the British Council when a city joins the project, the OPENCities project ranks each participating city in the ten categories in the graph above to arrive at a measure of the city's overall "openness".

How OPEN is your city?


How does your city measure up?	What opportunities are available in your city?
1 Freedom	
2 Barriers of entry	
3 Migration	
4 International events	
5 International presence	
6 International flows	
7 Infrastructure	
8 Quality of living	
9 Education	
10 Standards of living	
How Open is your city? Consider openness as an aggregate measure of the previous categories.	

5.11



5.11 SPECIFIC QUESTIONS FROM IOM REGARDING GENDER-RELATED ISSUES

The following questions taken from the IOM website on Gender Issues and Migration Policy can be incorporated and used as a model to develop new questions on inclusion through gender awareness:

 <http://www.iom.int/jahia/Jahia/about-migration/developing-migration-policy/migration-gender/gender-issues-migration-policy/cache/offonce/>

Questions Relating to Gender When Formulating Migration Policy Approaches:

Do immigration policies in countries of destination influence migrants' gender relations? How do gender considerations in these countries have an impact on migrants?

- Legal residence may be linked to a migrant woman's relationship with a citizen or principal migrant; if that relationship changes, she may face deportation or loss of rights.
- Migrant women are particularly vulnerable in terms of reproductive health, especially when access to health care is tied to the legal status of the migrant.
- Migrant men and women are likely to find themselves in a sexually segregated labour market in the receiving country. They will be absorbed in different sectors of the labour market resulting in differentiated experiences, based again on perceived gender differences.
- For example, there may be a tendency for men to be concentrated in the construction sector, while women predominate in the service sectors, including domestic service, nursing, etc. The new and different experiences they enjoy could lead to a redirection and redefinition of the roles and relations between migrant men and women and impact on their family life.
- While there are increasing possibilities for women to migrate autonomously, the sectors of employment open to women are often limited. Data from migrant-receiving countries indicate that migrant women often face more disadvantages than men in their efforts to gain access to the labour market of the receiving country, and that there has been a notable polarization of women's jobs. In general, women migrating for employment purposes tend to be concentrated in "traditionally" female occupations such as domestic services, entertainment, nursing, restaurant and hotel services, as well as in assembly lines in labour-intensive manufacturing etc. that are relatively low status and provide limited prospects for socio-economic mobility in the receiving societies.

- Many occupations place women in informal work situations with little access to information networks and social support, leaving them vulnerable to discrimination and abuse.
- Migrants bring with them a set of roles and relations that guide and determine their behaviour. Migrants' participation in the labour market of a receiving country varies also according to their background, including country of origin, ethnicity, length of stay, and command of the local language. These elements have a significant impact on the adaptation and eventual integration of migrant men and women into the host society.

Questions that Explore the Impact of Gender-related Factors on Migration:

Do circumstances, culture and social structures as well as legal provisions in countries of origin influence men's and women's ability to decide to migrate at a given time? If so, how? Do they facilitate or impede the process?

- The roles attributed to, and the relationships between, men and women in the society of the country of origin not only define the productive and reproductive roles attributed to men and women but also affect their ability to migrate. The latter is also conditioned by a person's capacity to make autonomous decisions and have access to supportive resources, which clearly varies from society to society.
- The roles men and women have tended to assume in the social and economic spheres have been highly differentiated. Men, as heads of a household, would move ahead and/or independently of their family, while the mobility of women was more restricted and less autonomous, as they were expected to assume caregiver roles for the family. In cases where migration is the only survival or economic improvement option for the family, family support of the woman's decision to migrate places her in a certain position of strength, by extending to her a decision-making power traditionally attributed to the man of the house.
- In societies where women's social status or employment prospects are poor, women are often willing or eager to migrate, and can be more vulnerable to the ploys of traffickers and to various forms of exploitation.

Do relationships between men and women change with the migration process?

- There is no general rule on how roles and responsibilities are re-assigned as a consequence of migration. The consequences for families and home communities of men and women migrating can be significant.
- In some cases, little change occurs in the gender roles within the family. In others, women take over male responsibilities at home, for example, by becoming main providers or heads of households when men migrate. However, the reverse does not always happen when women migrate. In such situations, the social support network is activated and women of the extended family often assume the primary caregiving responsibilities, or other women are employed for that purpose.
- Migration can have an empowering impact on women through the independence, physical and financial, that they enjoy abroad, and the self-esteem gained by being perceived as family providers by their community. In some instances, however, the effects of this positive experience are minimized by difficulties that constrain migrant women from accessing the labour market. There are instances where migrant women have, through their earning power, become important agents of change, altering gender relations in the family structure. For example, in addition to becoming the family's main provider, women labour migrants help devise strategies to make the transition between the norms and values of their societies of origin and those of the societies of destination.
- The reverse can also occur. Migrant women who have become the main family providers may not be perceived as such by family members, including women themselves, in these and other households. Instead, the husband is perceived as being the main provider. This occurs in an attempt to keep intact the roles and responsibilities assigned to men and women in a given socio-cultural environment, regardless of whether this is in the country of origin or in the country of destination.
- Gender relations also determine the ultimate use of what migrants send home, particularly their remittances, which are considered a part of the family income and not their personal possession.

Do relationships between men and women change during forced migration situations?

- Conflicts and disasters often lead to situations of forced displacement that affect both men and women differently, and as a consequence, their needs for protection and assistance are different. Such situations affect the social fabric influencing family and social structures. The effects are often felt more acutely by women, who find themselves assuming roles and responsibilities previously held by men, in a very challenging environment, while at the same time remaining more vulnerable to discrimination, exploitation, and abuse in different forms.
- Traditional gender roles have a tendency to change, or even to reverse, during forced migration. This occurs particularly in regard to the power, or authority, to make decisions. Often, women are compelled to assume different and additional roles from those assigned to them by tradition. They become the family's main or sole source of support and protection, which empowers them and increases their self-confidence, potentially leading to an improvement of their social position. At the same time, and in cases of absence of social support, they can be discriminated against and confronted with security threats and violence. The consequences for men are different, with men feeling in some instances more powerless, with less self-esteem, and finding it difficult to accept the fact that they have lost their position as decision makers. This can have an impact on participation in community activities.

CONCLUSION



The aim of this guide is to help city planners, public officials and residents to take positive steps to improving social and migrant cohesion in their city; for the benefit of all. Inclusive policies are not a luxury, but a necessity, as the number of migrants arriving in our cities grows.

Academic and international policy debates relating to international and internal migration show that such population flows will continue. This is an unstoppable trend.⁷⁹

“Migrants’ Inclusion in Cities” focuses on cities, towns, or metropolitan areas, where many of the most innovative and creative practices for accommodating diverse migrant groups are first developed and amplified, as demonstrated by the networks identified in this guide.

The cases and exercises presented in this guide will show the importance of innovative practices that will work towards eradicating discrimination due to race, religion, language, gender or skill-level in our urban centres.

The guide **“Migrants’ Inclusion in Cities: Innovative Urban Policies and Practices”** is the anchor document for the tool-kit. Through the identification of inclusive urban policies fostering migrants’ rights and socio-economic integration, research results are conveyed through policy-oriented guidelines, which will help empower local authorities.

This guide will be used as a starting point to study specific practices for the social and spatial inclusion of migrants in a given city. During training sessions, cities could exchange experiences in partnership with research networks, universities, regional and international organizations and local policy-makers, and could benefit from collaboration opportunities with other cities. This would strengthen the connections between multiple stakeholders and would facilitate the sharing of information and knowledge between research and policy on the inclusion of migrants in urban settings.

⁷⁹ “Migration without Borders”, “Migrating Alone” or “Migration and Climate Change” available on www.unesco.org/socialtransformations or the “S.S.I.I.M. Paper Series” of UNESCO Chair in Venice “Social and Spatial Inclusion of international migrants” and UNESCO Chair in Rome “Population, Migration and Development”.

Regional versions of this first version of the tool-kit for local authorities will hopefully be developed in close cooperation with regional experts and UN-HABITAT training centres and some UNESCO regional offices. Through coordination with global associations of professional planners and city associations, best practices from the tool-kit will be developed and disseminated among the planning community.

The recommendations for policy-makers will be locally adapted according to regional socio-economic, political and cultural contexts as it has been already done with the UNESCO/UN-HABITAT Tool-kit “Historic Districts for All” available in English, French and Chinese and which proposes a specific vision for India. Cooperation for the training workshops and seminars would be pursued with researchers, city-professionals, policy-makers and representatives of regional and international organizations to present, develop, and disseminate this first version of the tool-kit. The seminars will be organized in cooperation with partner cities and with various UNESCO Chairs and UN-HABITAT partner universities including: “Social and Spatial Inclusion on International Migrants: Urban Policies and Practice” at Venice University (Italy), “Urban Policies and Citizenship” at the University of Lyon (France), “Growing Up in Cities” at Cornell University in New York (US), “Landscape and Environmental Design” at the University of Montréal (Canada), “Sustainable Urban Development for Asia and the Pacific” at the University of Newcastle (Australia) and “Social Sustainability of Historical Districts” at the University of Seoul (Korea) and the Chair on “Intermediate Cities: Urbanization and Development” at Lleida University, Catalonia (Spain).

This is why this guide has the two main objectives. Firstly, to raise awareness in local authorities on the key issues surrounding the inclusion of migrants in our cities, and secondly, to provide a tool for urban actors, city professionals in order to plan urban development with and for migrants in harmony with all urban dwellers.

This guide, which completes the brochure for decision makers and the websites, for UNESCO: www.unesco.org/shs/urban and for UN-HABITAT: was not elaborated as a scientific publication on migration trends and urbanization but rather as a pedagogical tool to assist in improving urban governance regarding the issue of inclusion of migrants in cities, to contribute to the UNESCO Declaration on Cultural Diversity and to the UN Alliance of Civilizations at local level, and also as an additional step for UN-HABITAT to provide specific guidelines to achieve better living conditions for all in our cities.

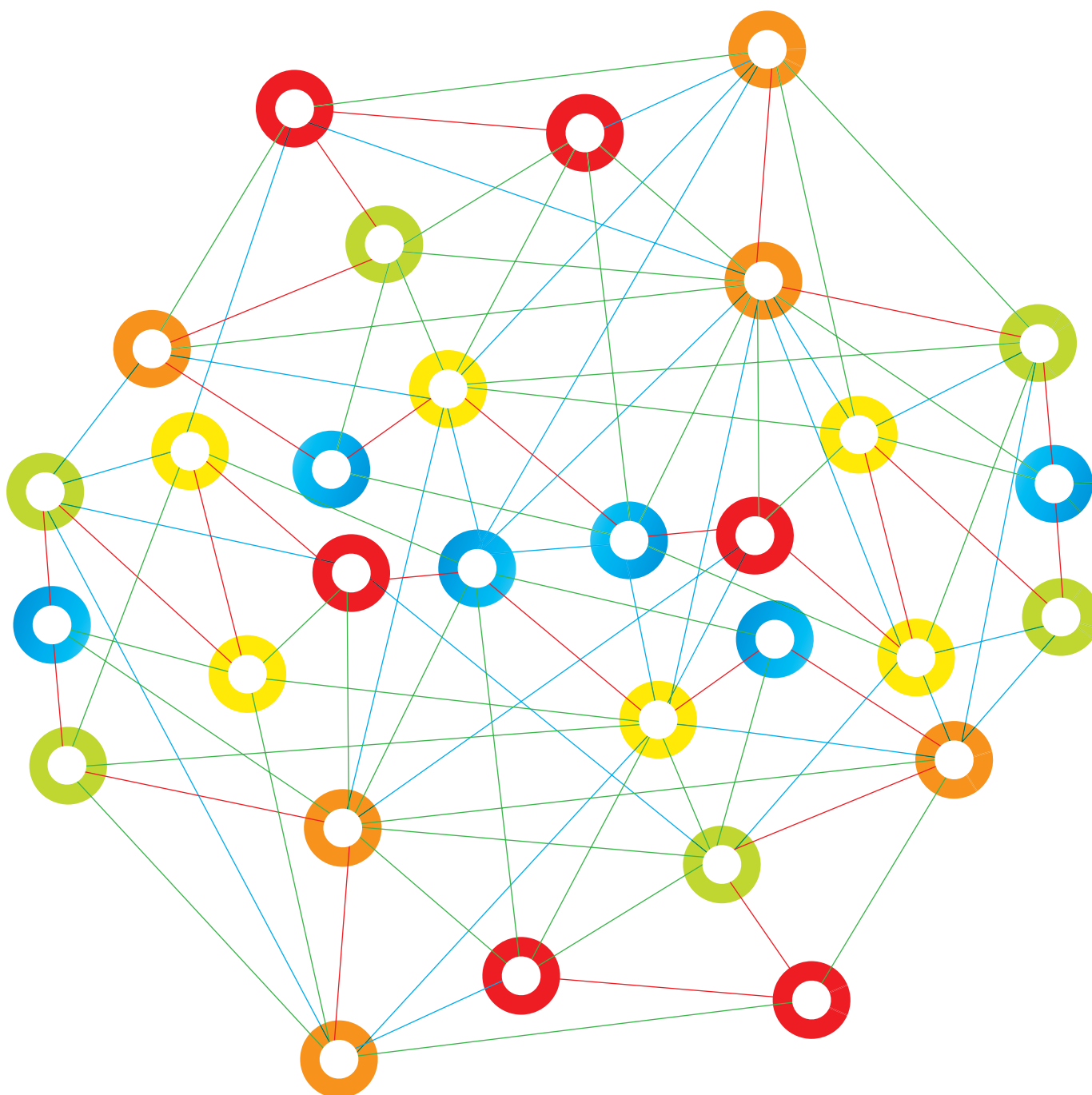
This guide will be the tool that UN-HABITAT will use to organize, with pilot cities, training workshops and seminars on how to engage migrants in our cities, for the benefit of all.

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GLOSSARY

Alliance of Civilizations

The Alliance of Civilizations (UN-AOC) is an initiative of the UN Secretary-General which aims to improve understanding and cooperative relations among nations and peoples across cultures and religions, and to help counter the forces that fuel polarization and extremism. It was established in 2005. Working in partnership with governments, international and regional organizations, civil society groups, foundations, and the private sector, the Alliance is supporting a range of projects and initiatives aimed at building bridges among a diversity of cultures and communities.

Apartheid

The policy of racial separateness that directed separate residential, recreational, and work spaces for whites, blacks, coloreds, and Indians in South Africa for nearly 50 years. It was abolished when the African National Congress came to power with the election of Nelson Mandela in 1994.

Assimilation

Usually refers to immigrants who adapt to, or otherwise adopt cultural ideas and practices of the dominant culture after residing in a country of immigration. Sometimes refers to whether an immigrant achieves the same socioeconomic status or spatial distribution as the dominant society.

Circular migration

The process by which migrants move between a country of emigration and a country of immigration repeatedly. Such migration might involve seasonal stays or temporary work patterns. Usually refers to international migration, but might also involve internal migration between rural and urban areas in the same country.

Civic Inclusion

Ability for migrants to participate in events which concern all residents of the city, regardless of legal status. Events include political rallies, community development, or other programs which are organized by the wider city.

Cultural/Linguistic Inclusion

Usually measured by how well signs and other publicly available information is translated into common migrant languages, for those not proficient in English. However, many city processes and social practices may still be elusive to immigrants; cultural inclusion implies an attempt to bridge gaps not only in linguistic understanding but in cultural understanding as well.

Denizenship

This refers to various levels stratified access to cultural, economic, political and social rights among migrants who are not formal citizens of the places where they reside. Denizenship is determined by different states and localities based on length of residence, migration category or country of origin. It might include, for example, access to social welfare or the right to vote in local or regional elections.

Economic Inclusion

Measured by the level of participation of an immigrant group in the economic activities of the dominant social group.

Educational Inclusion

Ability for migrants to access educational opportunities, based on broader policies which promote migrant education as well as the willingness of particular institutions to accommodate the needs of migrants.

Feminization of migration

Women represent almost half of all international migrants and a much higher share in the flows to the high-income economies. Female workers need to provide their children without male help back home, or want to escape from harsh family 'dependency' conditions.

Highly-skilled migrants

Generally refers to two groups of people, the first of which are people who have been recruited into what are thought of as high-skilled positions in a country of immigration based upon their educational and professional credentials. The second groups of people are those who maintained high-skilled jobs in their home country but who take lower-skilled work in a country of immigration.

"Illegal" migrant/immigrant, (undocumented migrant)

Refers to a range of individuals but usually to those migrants who have entered a country without the required legal documentation, or those who have entered under legal means but have overstayed their visas or otherwise violated the terms of their immigration agreement.

Integration

Often associated with "assimilation" wherein migrants fit into a predominant system of cultural practices, as sometimes measured by their access to material goods like housing, health care, employment and education. May also refer to the mutual sharing and adoption of cultural practices between the majority and minority populations.

Immigration policies

In past years national immigration policies have increasingly focused on security and control measures. With unemployment on the rise many governments are putting up new restrictions to foreign labour to preserve jobs for nationals. Yet, restrictive actions rarely achieve the objective of curbing the flow of migrants. In addition, restrictive policies fuel the migration 'industry' controlled by crime organizations and oblige previously legal migrants to slither into the world of undocumented migrants.

Inclusive city

A place where everyone, regardless of wealth, gender, age, race or religion, is enabled to participate productively and positively in the opportunities cities have to offer. A society for all, in which every individual, each with rights and responsibilities, has an active role to play (World Summit for Social Development, Copenhagen 2005).

Internal Migration

An internal migrant is someone who moves to a different administrative territory to reside but stays within national boundaries. Typically this is a change in residence that crosses the provincial or urban boundaries. In the developing world today one of the most common internal migration flows is from rural areas to cities.

Irregular Migrant (also Undocumented and Illegal)

The term preferred by migrants and most scholars, which refers to migrants who have entered a country clandestinely without the required papers; or those who have entered legally, but overstayed their visas or other residence regulations.

Jus domicile

The type of citizenship which is acquired after a certain length of time a migrant has resided in a country of immigration. Such acquisition of citizenship is often subject to criminal record and residential history requirements.

Jus sanguinis (or "law of blood")

The type of citizenship which is acquired based on descent, or the ethnic ties that a person may have to a country or region regardless of where they were actually born.

Jus soli (or 'law of soil')

The type of citizenship which is acquired based on the birthplace of a migrant, or of the migrant's parents.

Local practices

To fill the gap created by inadequate or outright absent migrants policies, new practices arise to respond to the migrants demand for the city. A practice is an action implemented by formally as well as informally organized public and private actors to respond to content-wise and space-wise specific needs. When a practice reaches out to other contents and/or spaces, it turns into policy.

"Low-skilled" migrants

Usually associated with low wages, low-skilled work is that work which requires the least educational or other professional credentials. Like other migration categories, its definition is relative to the skill demands of the countries of immigration.

Migrants

General term which refers to individuals who travel between countries in a migratory fashion. Some institutions refer to international migrants as individuals who reside in another country for more than 3 months. Migrant and immigrant may be used interchangeably while migrant implies a more temporary sense of residence.

Migrants' policies

Migrants' policies are fundamentally different from immigration policies, since the impact of the demand for the city arising from individuals, families and communities, i.e. their needs with respect housing, schools, health services and public space cannot go unaccounted for. Migrants' policies are inevitably diverse. Though influenced by the immigration policies set at national level, they are primarily the product of the specific economic and social conditions in place, as well as of the system of urban actors that shapes them.

Multi-Culturalism

A set of discourses, philosophies and policies which aim to recognize the unique contributions of multiple cultural traditions. In the same vein as pluralism, the goal of multi-culturalism is to instil a sense of belonging between people from different cultural backgrounds.

Networks (social networks or migrant networks)

Networks are webs of personal relationships across space that involve both individuals and institutions, and may be of a social or professional nature.

Perceptual Mapping

A common practice among geographers and other social scientists wherein people are asked to identify on a map the parts of their city or town that they utilize. Subjects may be asked where they go on a daily basis, where they rarely go, where they feel safe, or where they do not feel welcome. Such subjective mapping helps social scientists and policy makers understand residents' perceptions about parts of a given city, as well as shed light on how and why it may be spatially segregated.

Political Inclusion

Measured by the level of participation of an immigrant group in the political activities of the dominant social group.

Public Health Inclusion

Ability for migrants to access health services, due to broader social policies which promote migrant health care, as well as the willingness of particular institutions to accommodate the health needs of migrants.

Refugees

Often ethnically or nationally defined groups, granted refugee status by a state or international organization, and recognized and inscribed in international law, prior to their arrival in another country. Yet, individuals may also be granted refugee status after a certain period of seeking asylum.

Remittances

Money which a migrant earns in a country of immigration and sends or brings home to a country of emigration.

Right to the City

The “Right to the City” concept was first developed by the French social theorist and philosopher Henri Lefebvre. He used the term to refer to the right to the city as a whole, rather than to specific rights in cities. In the UNESCO/ UN-HABITAT joint research project, the Right to the City has been defined as:

1. Benefits of city life accessible to all inhabitants
2. Transparent, equitable and efficient city government
3. Urban residents have rights & responsibilities
4. Celebrating diversity in social and cultural life
5. Reducing poverty, social exclusion and urban violence

Social Exclusion

The result of a set of processes wherein people are excluded from the social practices of a dominant group, or otherwise marginalized from facets of social life.

Social Remittances

Refers to the practices, values, and financial means which migrants bring or send home for the improvement of institutions and infrastructure in the country of emigration such as schools and roads.

SWOT Analysis

Stands for Strengths, Weaknesses, Opportunities, and Threats. This type of analysis helps institutions to formulate a plan for growth and direction by identifying the institution's strengths and weaknesses, as well as the resources it has available and those it should better utilize. This analysis helps leaders make strategic decisions regarding the future.

Temporary Migrants

Generally speaking, international migrants who stay in a country of immigration for no more than three months.

Spatial inclusion

The perceptions hosts societies have of migrants depend largely on the housing patterns and the use of public space. Spatial inclusion has to do with three major issues:

1. Housing: the settling pattern of migrants varies widely; it depends on many reasons, especially on the housing market.
2. Services: the way urban services are provided influences not only the relationship between local society and migrants but also the perception the local as well as the migrant population have of the city.
3. Public (collective) spaces such as squares, streets and parks. A policy of public space as the primary infrastructure of social relations and interactions across diverse communities is fundamental.

Social inclusion

Inclusion is bidirectional: we include them who include us. In the cosmopolitan city, social inclusion has to be worded differently so as to look at the issue of who are ‘us’ and who are ‘the others’. Urban policies should consider inclusion as a dynamic two-way process actively involving both migrants and locals, having shared responsibilities.

Substantive Citizenship

Policies and practices concerned with day-to-day issues that migrants face such as places to live and work, appropriate education, access to health care, and participation in organizations and civic events that facilitate inclusion and belonging.

Undocumented Migrant

(See Irregular Migrant)

ANNEX

Annex I:

UNESCO UNIVERSAL DECLARATION ON CULTURAL DIVERSITY

http://portal.unesco.org/es/ev.php-URL_ID=13179&URL_DO=DO_TOPIC&URL_SECTION=201.html

Annex II:

THE INTERNATIONAL CONVENTION ON THE PROTECTION OF THE RIGHTS OF ALL MIGRANT WORKERS AND MEMBERS OF THEIR FAMILIES

<http://unesdoc.unesco.org/images/0014/001435/143557s.pdf>

Annex III:

THE GLOBAL CAMPAIGN ON URBAN GOVERNANCE, CONCEPT PAPER 2ND EDITION, MARCH 2002

http://www.onuhabitat.org/index.php?option=com_docman&task=doc_details&gid=49&Itemid=69

Annex IV:

MEMORY MANAGEMENT MODEL 2007-2001, COMMISSION ON INTEGRATION AND SOCIAL COMMISSION, SPANISH FEDERATION OF MUNICIPALITIES AND PROVINCES (FEMP)

http://www.femp.es/files/566-1018-archivo/Memoria%20Gesti%C3%B3n_Com%20DIPUTACIONES_07-11.pdf

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