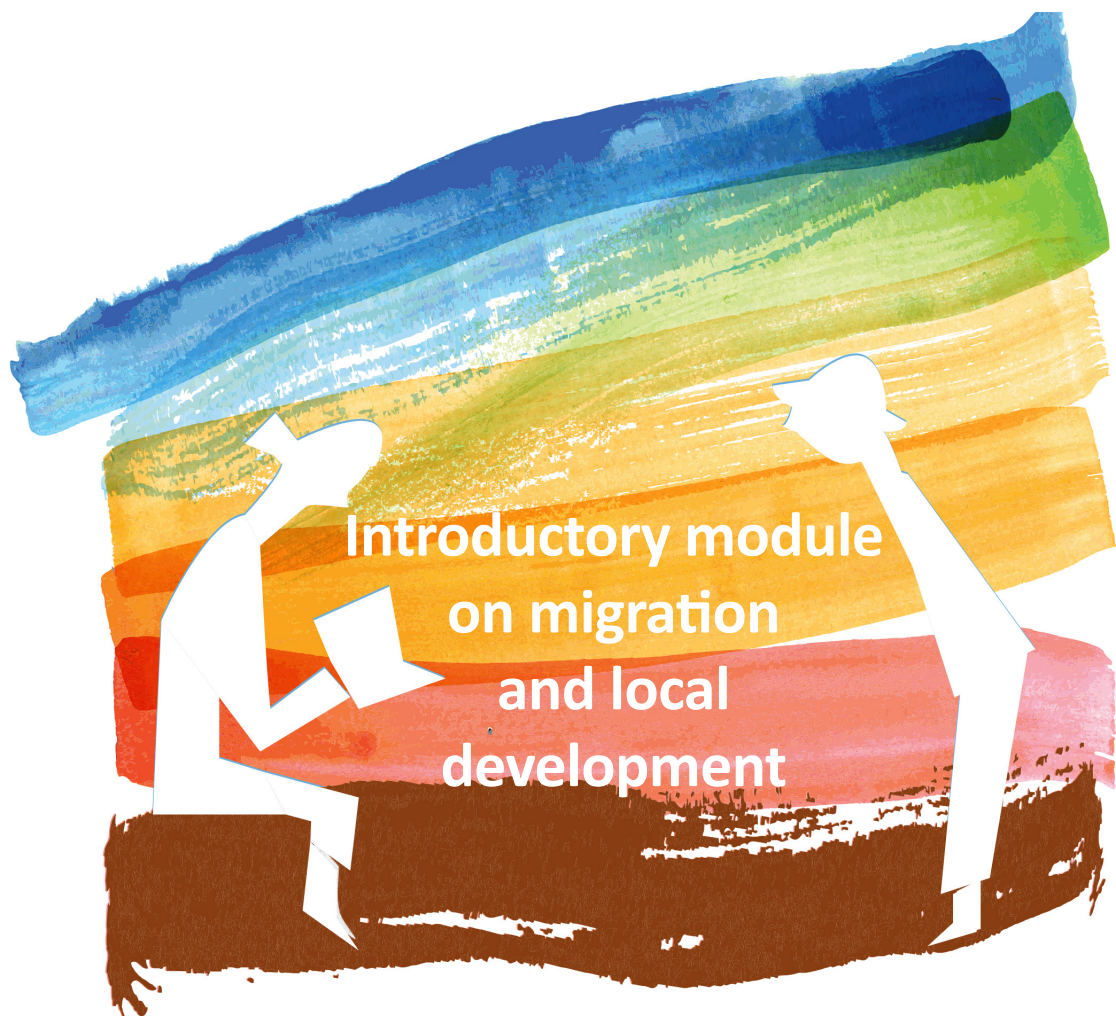




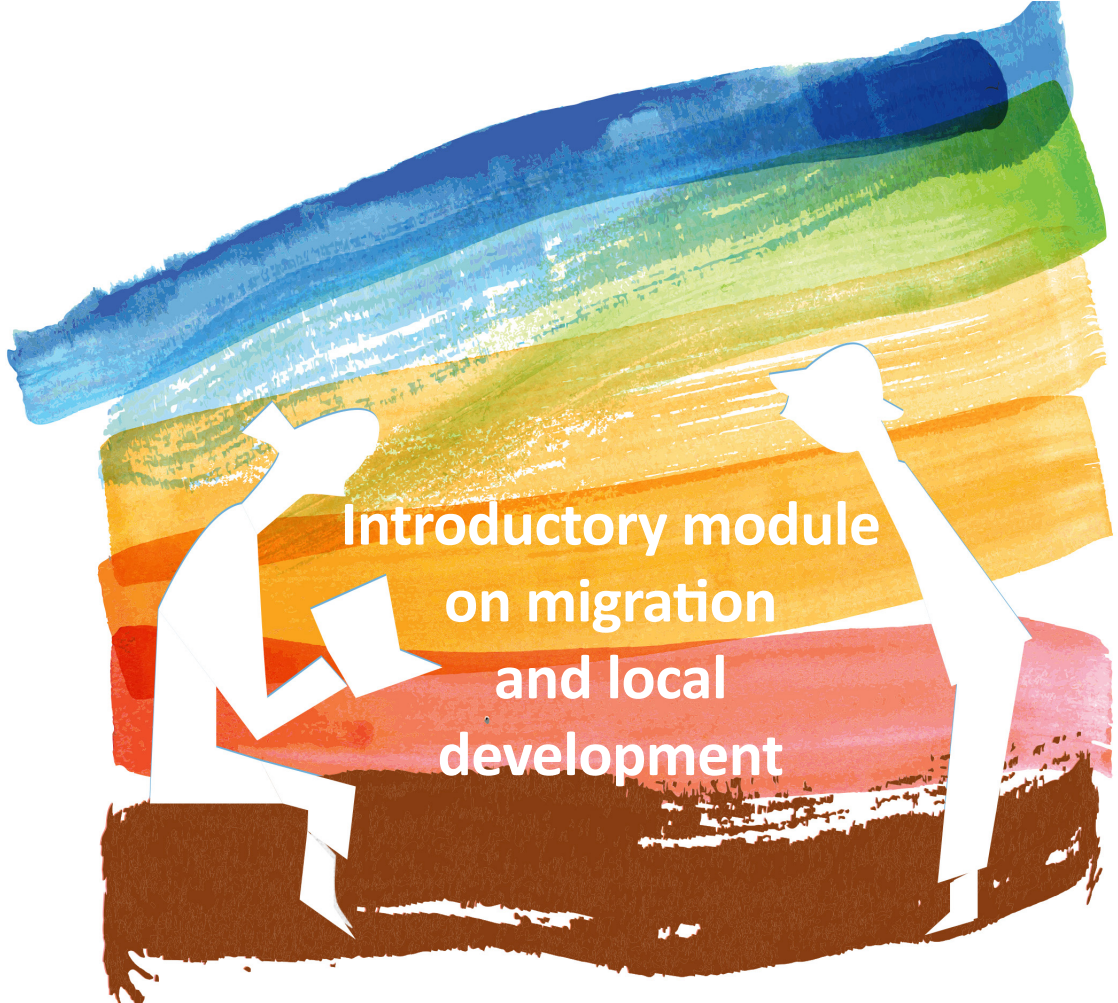
Joint Migration and Development Initiative(JMDI)



**Introductory module  
on migration  
and local  
development**

**Core Module**





**Introductory module  
on migration  
and local  
development**

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## General objectives

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

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

## Introduction

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

The Core Module will therefore address the following aspects:

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

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





# TOPIC 1

## CHALLENGES AND OPPORTUNITIES OF MIGRATION AND LOCAL DEVELOPMENT

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## Learning objectives

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

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



## Introduction

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

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

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

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

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

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

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

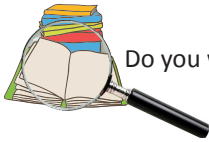
The third consideration is that the impacts of migration – be they positive, neutral or negative – **are first of all felt at the local level** (in terms of the labour market, business creation, integration, etc.). Similarly, migrants (prospective, current or returnee) are in the first instance subject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

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



Indeed:

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



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

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



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

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



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

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



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



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



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

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

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



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

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


## POINT FOR REFLECTION

### THE STRUCTURAL CONTEXT

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



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



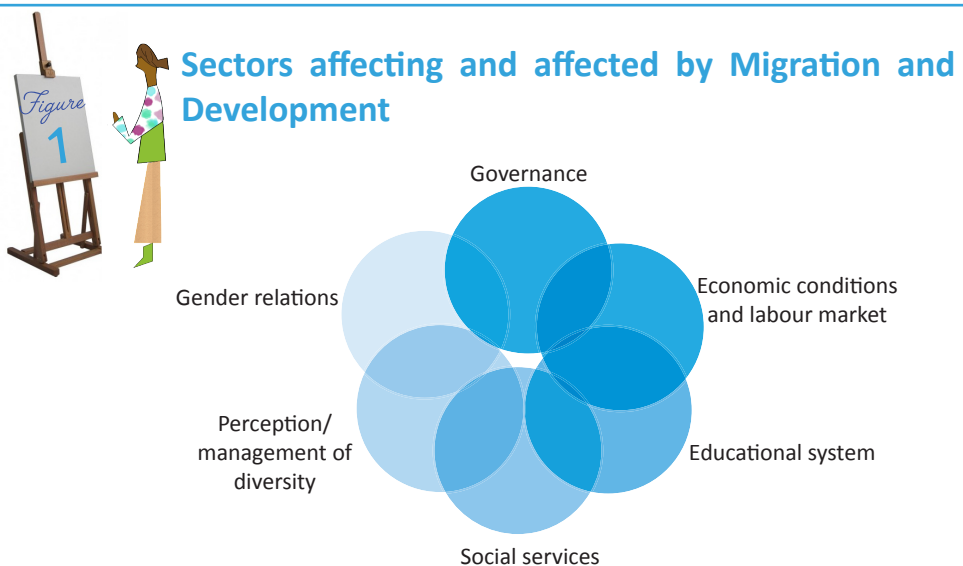
The relationship between migration and development (meant as the structural context in a particular location – see above the “Point for Reflection”), affects and is affected by the following conditions:

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



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

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




## POINT FOR REFLECTION

### DEFINING DIASPORAS



The Migration and Development discourse is closely related to the notion of diaspora. However this notion is not defined in a universally agreed way. Some institutions provide a statistical definition. (The OECD defines diaspora as the foreign-born population and their children more than 15 years of age). Some countries define a diaspora in legal terms (for instance, the number of generations since one's most direct ancestor left the country of origin). Still others define a diaspora according to several criteria, such as the existence of affective ties with their country of origin. This could be perceived as a challenge. However it is important to recognize that – except in relation to statistical purposes – the way a diaspora is defined is less important than the way a diaspora itself recognizes its link with its territory of origin. The latter can be a country, region or island – but also a cultural group or even a migrant community in another country. Indeed, recognition of a link with the territory of origin (even if only symbolic) is probably the most important feature of diasporas, regardless of the number of generations since migration took place. However, we usually speak of a certain diaspora in a certain country when it constitutes a rather large population. Finally, it is important to add that even though the term “diaspora” seems to imply a unity among its members, this is not necessarily true. Some members of a diaspora may be related (through associations, family networks, their visiting of specific bars or restaurants, or through specific occupations) – but most often they are scattered. At the local level, the notion of diaspora is very important, since formal or informal diaspora groups are usually locally based and their activities in the territories of destination are local.

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



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

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

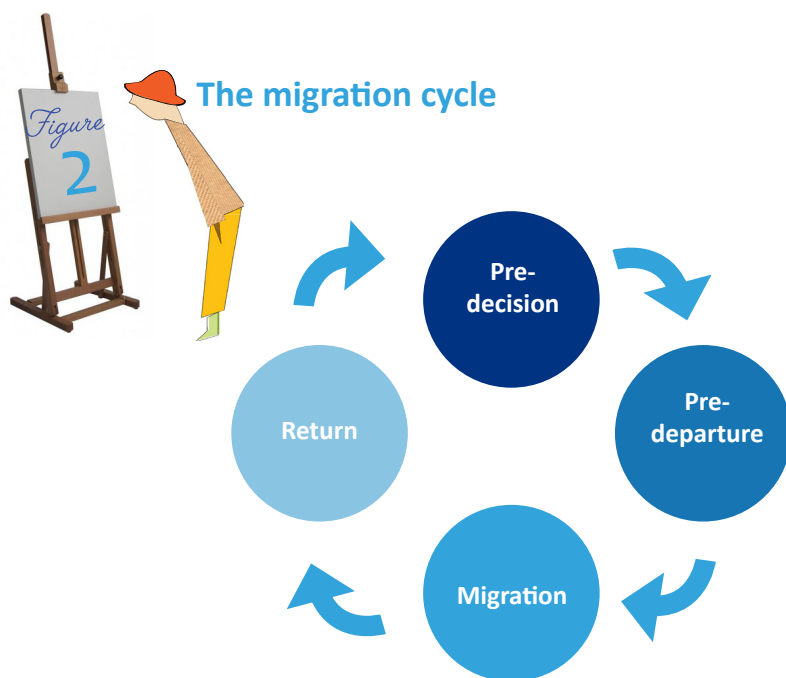
- boost the positive impacts of migration;
- address its negative impacts;
- enable a decent migratory experience (including providing alternatives to migration);
- address the factors affecting migration negatively.

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


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

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

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



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



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

## Pre-decision phase

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

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

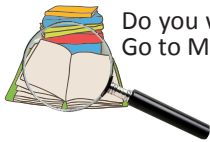
In many cases - but not all - **the choice for migration is perceived as the only suitable choice** to address the poor conditions characterizing the labour market or the challenges related to governance. This kind of situation may increase migrants’ vulnerability. They are ready to face hard conditions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

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

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

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

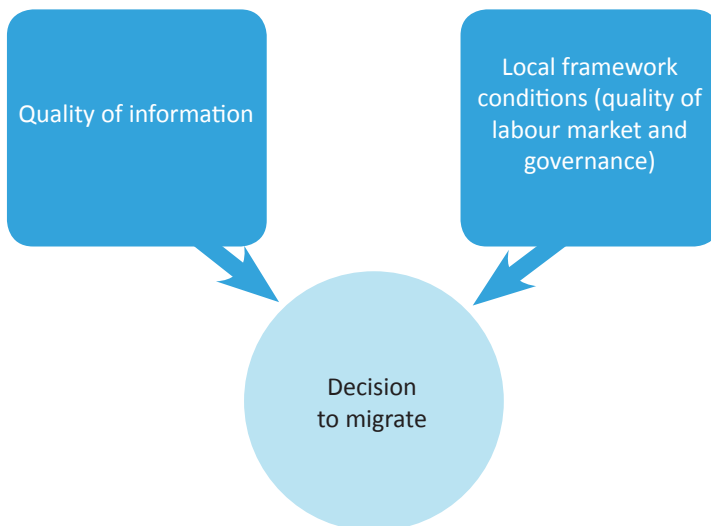
- the quality of information related to the reality of migration;
- local framework conditions, such as the quality of the labour market (both absolute – i.e. the availability of job opportunities – and relative – i.e. compared to another territory) and of governance.



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



### Factors affecting the decision to migrate



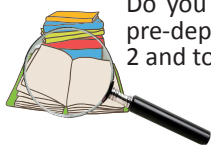
## Pre-departure phase

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

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

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

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

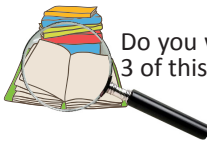


Do you want to know more about the role of local authorities in making pre-departure services and infrastructures available? Go to Module 1, Topic 2 and to Module 3.

## Migration phase

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

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



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

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

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



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



## In territories of origin

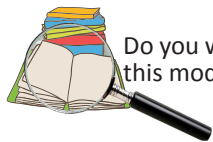
The existence of transnational networks can lead to the establishment of exchanges with territories of destination, be they related to business and trade, or to cultural and social dynamics of any kind (from successful business ventures to criminal activities).

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

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

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

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



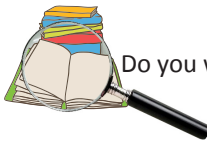
Do you want to know more about the impact of remittances? Go to Topic 3 of this module, and to Module 4.

## In territories of destination

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

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

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



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

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

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



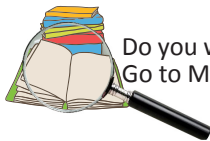
Do you want to know more about the factors impacting the migratory experience? Go to Module 1, Topic 2.

## Return

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

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

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



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

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



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



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



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

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

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

## KEY LEARNING POINTS

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

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

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

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

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

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

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

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







## TOPIC 2

# ADOPTING A GENDER APPROACH TO MIGRATION IN A LOCAL CONTEXT

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## Learning objectives

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

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



## Introduction

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



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

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

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

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

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

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

## Gender

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



## Gender roles

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

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

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

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

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

## Gender equality

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

## Gender mainstreaming at the local level

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

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



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




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



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



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



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

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

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

## Gender budgeting at the local level

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

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

## POINT FOR REFLECTION


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

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



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





Despite a general consensus on the importance of including gender considerations, many local organizations working on migration and development issues still do not recognize the relationship between gender and their field of work. This oversight has serious consequences. Ignoring gender relations leads to the design of policies and programmes that are ineffective or respond poorly to men and women's lived reality. A rights-based approach with a gender perspective could assure inclusive migration policies<sup>6</sup>.

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

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

## 2. GENDER APPROACH IN THE MIGRATION PROCESS

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

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

<sup>7</sup> Ibid.



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

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



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

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

## POINT FOR REFLECTION

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

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

**What measures could be taken?**



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

#### What does feminization of migration mean?

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

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

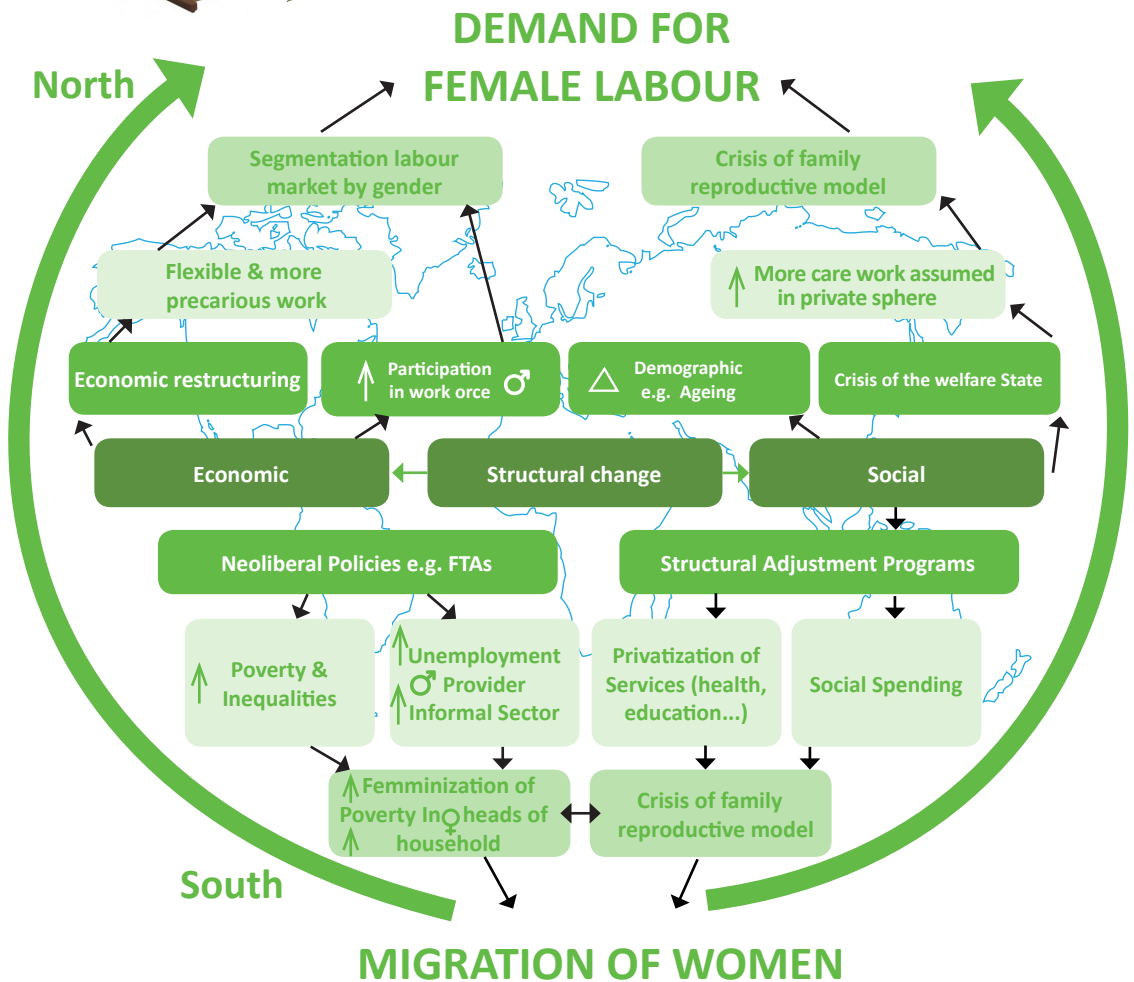
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<sup>8</sup>Pérez et al. (2008)

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



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



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

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

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

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

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



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

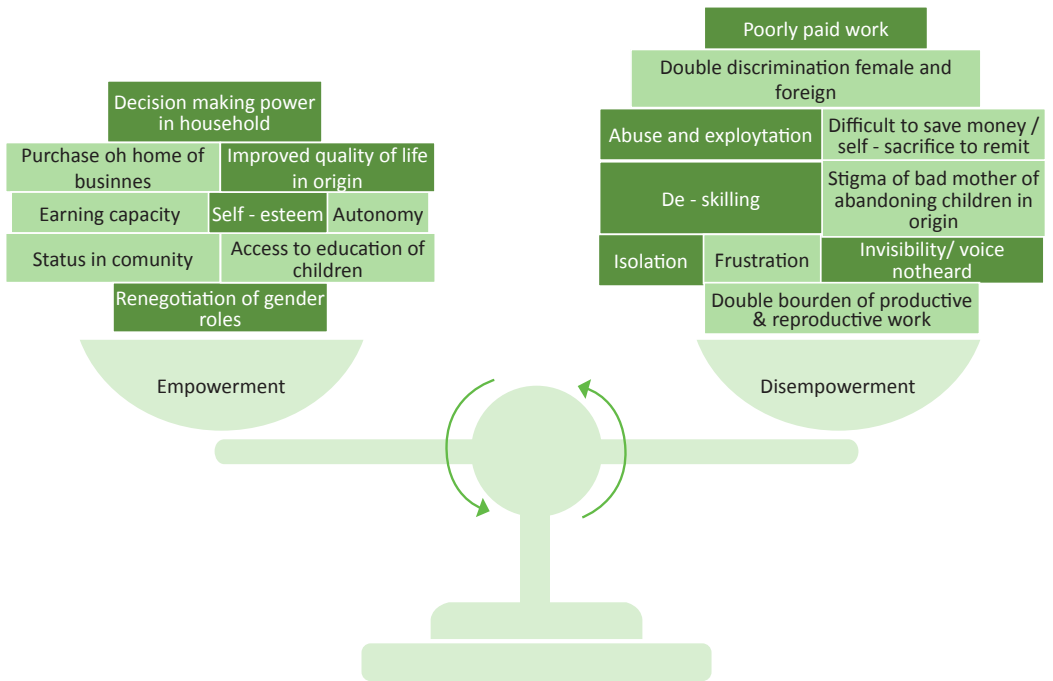
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<sup>11</sup> ILO - “Practical Guide on Maximising the Contribution of Women Migrant Workers to Development”. (2014)





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



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



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

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

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

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

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

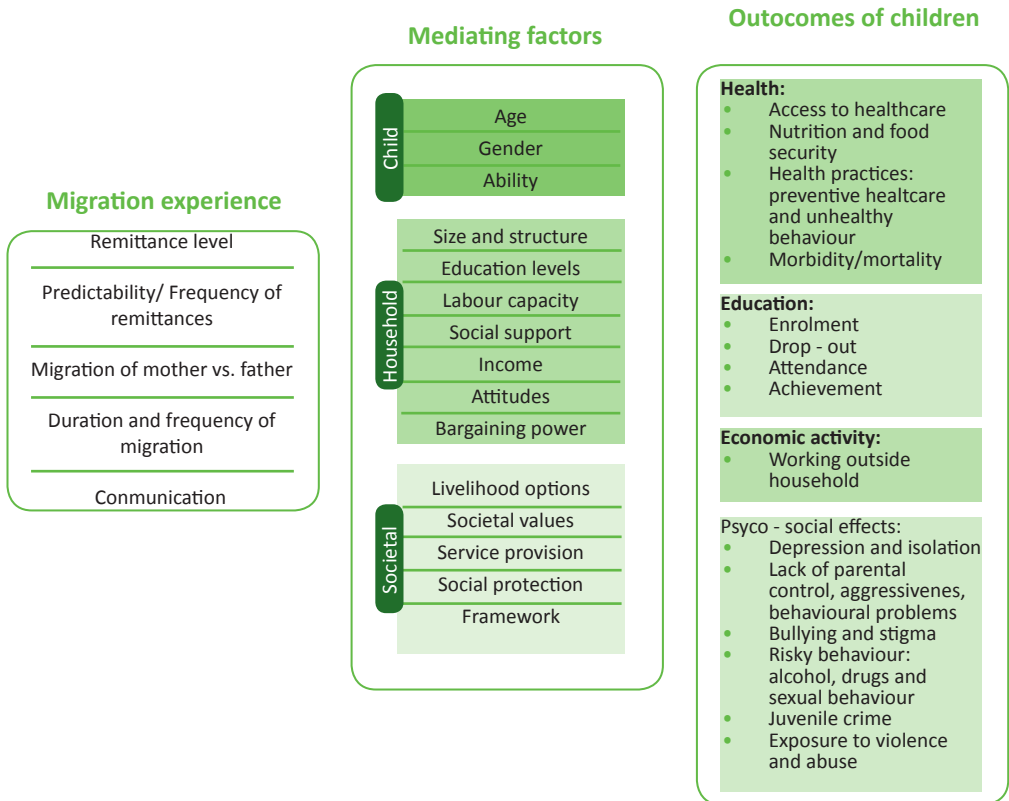
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<sup>13</sup> See for instance Olimova and Kuddusov (2007).

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



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

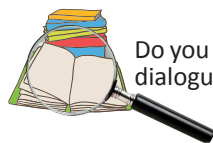
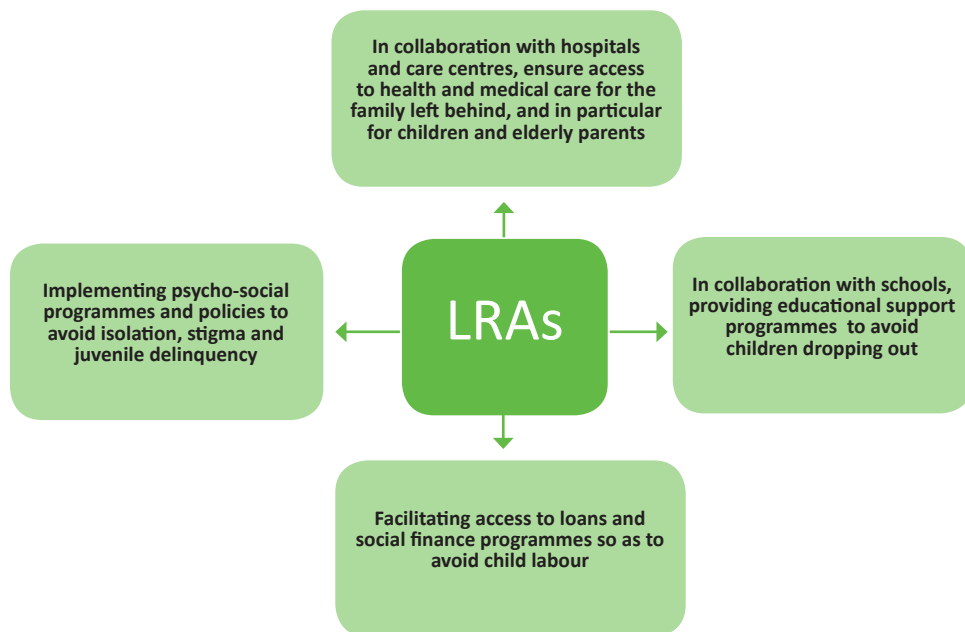


<sup>15</sup> UNICEF, "Impact of Labour Migration on Children Left Behind in Tajikistan". (2011)

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



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



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



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

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

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

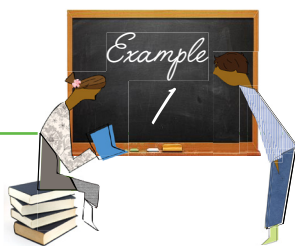
These realities of human mobility pose several challenges from a human rights perspective for local authorities. The first one is to **incorporate participation from the LGBTI<sup>16</sup> community and sex workers in the formulation of human mobility public policies, programmes and projects**, seeking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

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

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

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

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



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

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



## KEY LEARNING POINTS

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

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

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

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

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

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

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







## TOPIC 3

# MIGRANTS AS LOCAL DEVELOPMENT ACTORS

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## Learning objectives

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

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



## Introduction

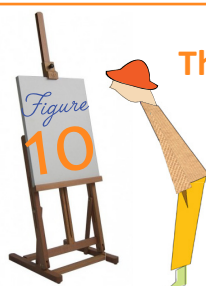
Migrants possess human, social, financial and cultural assets and capacities that they develop and enrich throughout their migratory experience. Fostered by their attachment to their territory of origin and community as well as their desire to integrate in their territory of destination and community,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

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

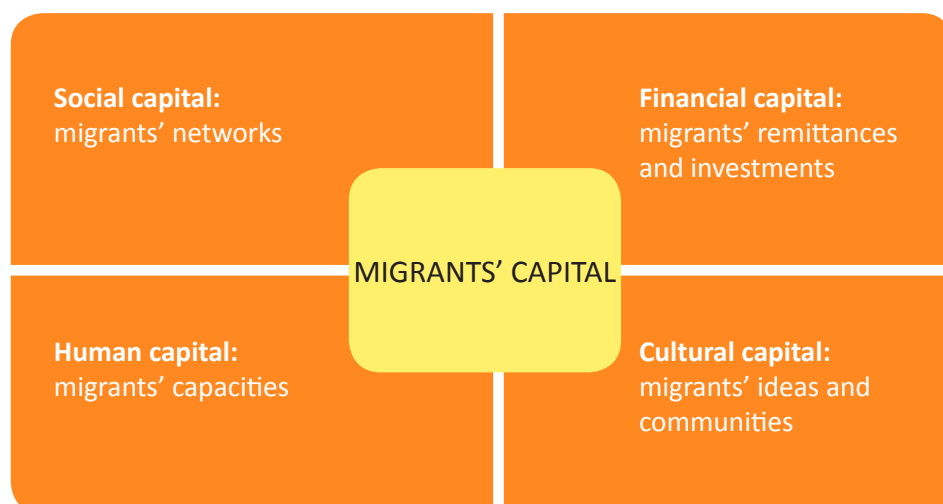
These key elements give migrants credentials to be recognized, endorsed and supported as local development actors. Before analysing the role of local authorities in empowering migrant communities and in making the most of migrants’ capabilities (Topic 4), this topic will look into migrants’ potentials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

# 1. MIGRANTS' CAPITALS CAN CONTRIBUTE TO LOCAL DEVELOPMENT

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



## The different categories of migrants' capital





## Social capital: Migrants' networks

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

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

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



## Financial capital: Migrants' remittances and investments

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

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

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

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

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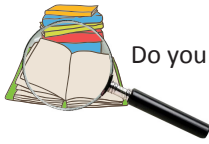
<sup>17</sup> World Bank (2013)

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

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

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

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



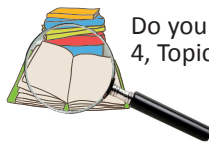
Do you want to know more about remittances? Go to Module 4, Topic 4.

## Human capital: Migrants' capacities

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

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

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



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



## Cultural capital: Migrants' ideas and communities

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

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

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

## POINT FOR REFLECTION

### AFFECTIVE AND LOCAL CAPITALS

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

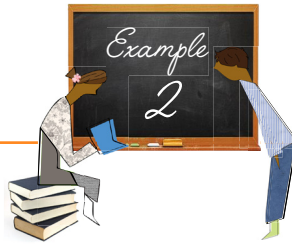
If we think of the local level, we can mention two other capitals, which are not exactly distinct from these mentioned above, but rather describe the territorial nature of social and cultural capitals. These are affective capital and local capital.

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



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





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


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



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

### Project outcomes:

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

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

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

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

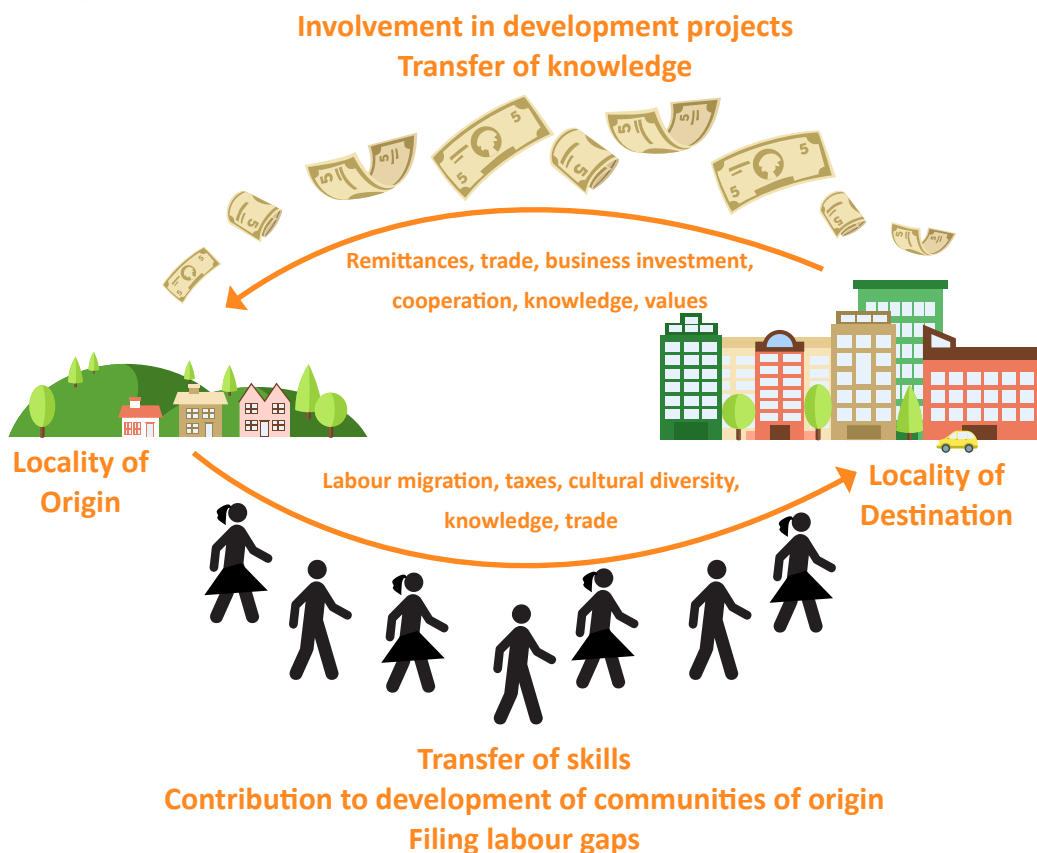
**Conclusion: All capitals are interlinked** and enrich each other. They are at the same time resources, means and results of migrants' engagement with local development.

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

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



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



## Opportunities to migrants' engagement for local development"



### Migrants' contributions to local development

#### LOCALITIES OF ORIGIN

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

#### MIGRANTS

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

#### LOCALITIES OF DESTINATION

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

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


## Challenges to migrants' engagement for local development

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



### Factors influencing migrants' participation in development

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



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

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

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

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

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

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



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

### 3. ROLE AND IMPORTANCE OF LOCAL GOVERNANCE

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



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

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



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





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

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

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

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

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

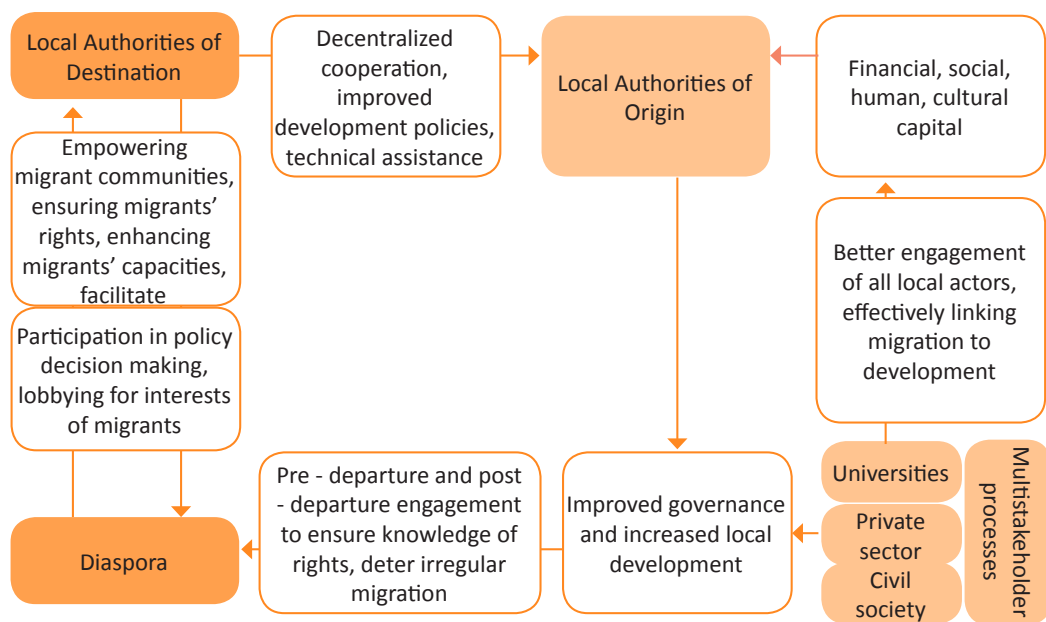
There is therefore a **twofold mutual relationship between migration and local governance**: migrants' activities can affect good governance in their society of destination and in their society of origin, while good local governance can strengthen the development impact of migration and migrants' contributions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



## The convergence of migration and local governance



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



## KEY LEARNING POINTS

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

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

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

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

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



## TOPIC 4

# THE ROLE OF LOCAL AUTHORITIES IN EMPOWERING MIGRANT COMMUNITIES

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## Learning objectives

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

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



## Introduction

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

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



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

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

# 1. LOCAL AUTHORITIES' STRATEGIES FOR ENGAGING MIGRANT COMMUNITIES

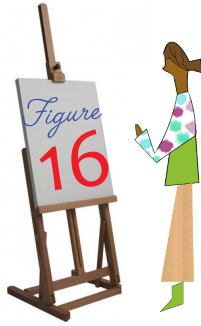
When local authorities undertake actions to empower migrant communities and engage them in local development in both territories of origin and destination, success lies in a variety of parameters that have to be taken into account in the design of strategies for engagement. These parameters range from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



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

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

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



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

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

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

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

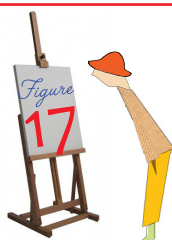
- Increase integration and local economic opportunities, and articulate them with national government requirements
- Build up partnerships and twinnings, and promote decentralized cooperation between territories of origin and destination
- Facilitate flows and investments of information, skills and resources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

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

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



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



## Steps to engage migrant communities in local development

### IDENTIFY GOALS & CAPACITIES

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

### KNOW MIGRANT COMMUNITIES

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

### BUILD TRUST

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

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


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



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

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

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

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

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

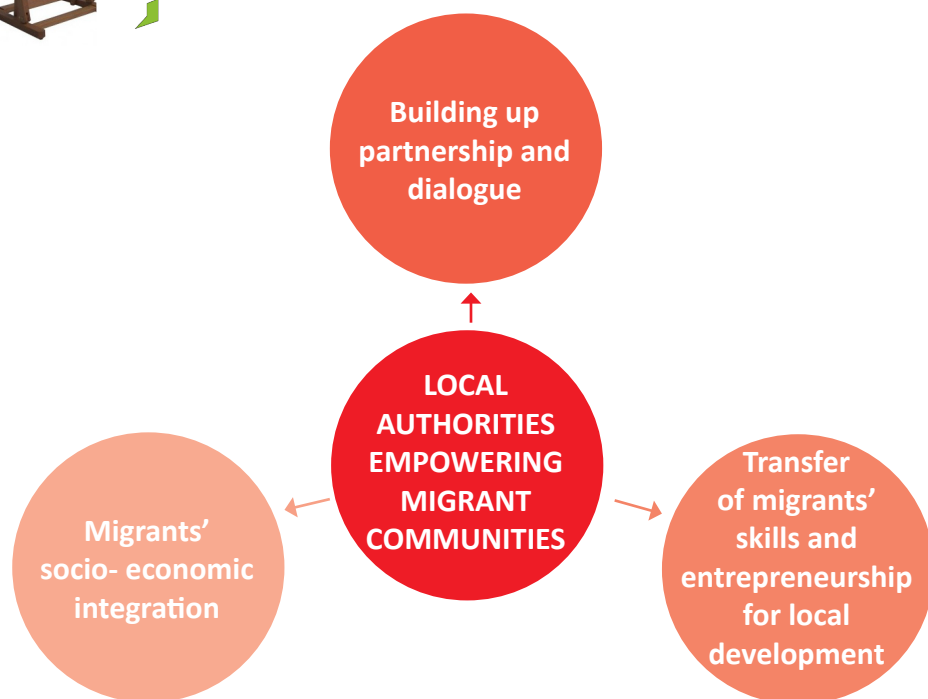
- in the territories of origin, the provision of knowledge about the legal, administrative and cultural framework of the territory where migrants will go facilitates a smoother transition. Upon return, the connection of the returnee to the local labour market helps to build on his/her assets and skills,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


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

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



#### The results of migrants' empowerment





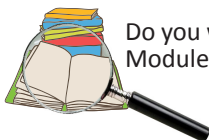
Several actions can be undertaken by local authorities to this end, with different tools and approaches involved based on the different roles between “between LRAs from territories of origin and of destination. The following sections provide some examples.

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

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

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

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



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

## Strengthening the capacities of migrant communities

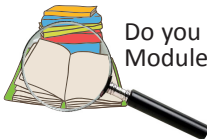
In order to better cooperate with migrant communities, local authorities should support their capacities at various levels, assisting them with their needs and strengthening their operating capacity. Indeed migrant organizations often face major capacity challenges when having to fund and handle large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

Local authorities in territories of destination can:

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



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



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

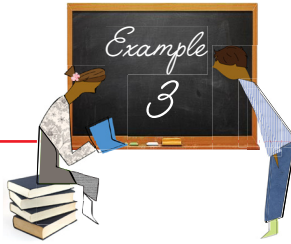


## Local authorities' projects or supports to migrant/diaspora organizations

Local authorities' projects or supports to migrant/diaspora organizations



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



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

### Partners:

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



### Objectives:

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


### Main activities of the project:

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

### Successful aspects of the project:

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



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

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

### **Mobilizing and giving a voice to migrant communities**

Local authorities should:

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

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

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

Local authorities should:

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

### POINT FOR REFLECTION

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

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

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



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

## KEY LEARNING POINTS

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

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

**In empowering migrant communities, local authorities stimulate:**

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

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

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

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





## TOPIC 5

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

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## Learning objectives:

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

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



## Introduction

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

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

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

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

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

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

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

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

*“challenges of human rights, development and security are so closely entwined that none can be tackled effectively in isolation”.*

UN Secretary-General Declaration “In Larger Freedom”, 2005



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

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





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

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

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

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

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



## UNFPA Human Rights-Based Approach

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



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

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

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

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

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

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

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

### POINT FOR REFLECTION

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



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

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

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

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

## POINT FOR REFLECTION

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

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

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



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

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

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

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

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



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

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

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

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

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

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


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

### *What rights for migrant workers?*

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

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

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



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

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

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

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

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

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



## POINT FOR REFLECTION

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



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

Taken together ILO Conventions 97 and 143 recognize that:

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

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

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

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

**ILO Convention No. 189 and ILO Recommendation No. 201:**

**Decent work for domestic workers**

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

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

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

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

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

## What rights for migrants in an irregular situation?

### POINT FOR REFLECTION

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



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

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

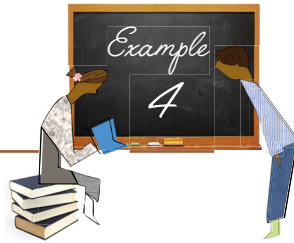
Local authorities are able to examine key aspects of the situation of irregular immigrants in their areas, in order to assess the extent to which their fundamental human rights are respected and protected, in areas such as health, housing, education, social care, employment status and fair working conditions,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

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

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

funding and have to follow regulations from the national government.

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



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

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



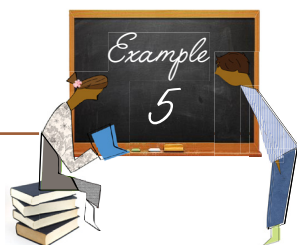
<sup>30</sup> Els de Graauw, Municipal ID Cards for Undocumented Immigrants: Local Bureaucratic Membership in a Federal System, *Politics & Society* (2014), Vol. 42(3) 309–330

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

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

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

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




### City of Frankfurt and Maisha (Registered Association)

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



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



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

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

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



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

-Wayne Farah, Newham Primary Care Trust



## POINT FOR REFLECTION

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

**How are local authorities taking action?**



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

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

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

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




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

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

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

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






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

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

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

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



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

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



## Supporting tools and initiatives linking forced migration to development

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

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

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

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

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

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



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

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

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

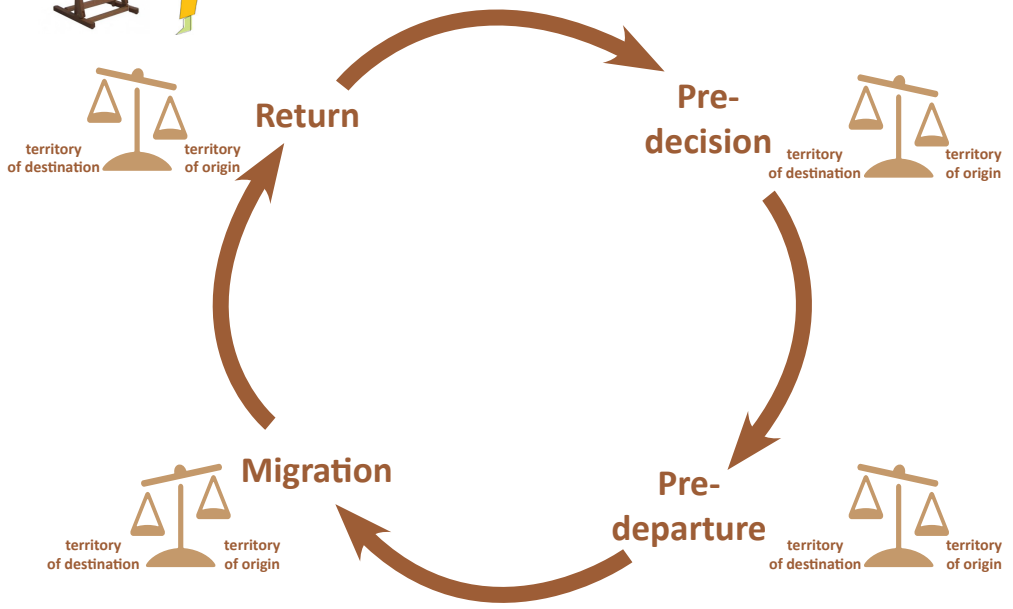
**The responsibility for the protection of migrants' rights does not lie in one single territory:** it lies all along the path migrants follow, and all along the migration cycle. The migration cycle consists of four phases: pre-decision, pre-departure, migration and return.

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



## Sharing responsibility during the migration cycle



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

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

<sup>38</sup> ILO (2009)



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

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

### POINT FOR REFLECTION



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

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

<sup>39</sup> Ibid.



Transit process <sup>40</sup>	
Territory of origin	Territory of destination
Coordination to provide information wherever private recruiters, traffickers, and smugglers search for persons to transport across borders for work, be it in cities, small towns, or the countryside, and coordination of police forces to enforce regulations.	
The transit territories should provide access to emergency care when needed.	

## POINT FOR REFLECTION

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



Migration stay <sup>41</sup>	
Territory of origin	Territory of destination
Coordination and partnerships with migrants /diaspora associations established in the territory of destination in order to encourage local development programmes	Monitor the application of laws and the protection of migrants' human rights
Build and maintain partnerships with destination territories and advocate for their compliance with international standards as guaranteed by established agreements	Ensure equal treatment for locals and migrants and respect to human rights for migrants at local level, as well as their access to basic services (health, insurance, education etc.)
Establish local services for the family left behind, such as financial literacy to manage remittances and access to health and education	Attention should be paid to those migrants who are especially vulnerable, such as those with irregular status, women and minors
Perform community outreach to families of migrants who are particularly vulnerable to abuse, such as women or those who are isolated, especially domestic workers and children	Enforce legislation protecting migrants' human rights at the local level

<sup>40</sup> *ibid.*

<sup>41</sup> *ibid.*





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



## POINT FOR REFLECTION

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







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


## POINT FOR REFLECTION

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



<sup>42</sup> ibid.





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



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

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

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

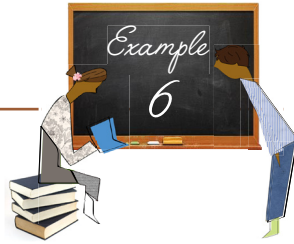
**Xenophobia** can be described as attitudes, prejudices and behaviour that reject, exclude and often vilify persons, based on the perception that they are outsiders or foreign to the community, society or national identity. There is a close link between racism and xenophobia, two terms that are hard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

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



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

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



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

When the Barcelona City Council (Office for Immigration and Interculturality) unveiled its long-term strategy to improve coexistence between locals and immigrants, it launched a clever public service campaign to dispel rumours, misconceptions and the prejudices that many local people held about minorities and immigrants. They recruited and trained



“anti-rumour officers” to dispel myths and spread the campaign through local organizations and the city’s neighbourhoods. The practice relies on the existence of a wide network of stakeholders (400 actors) for its communication and awareness-raising strategy. The BCN Anti-Rumours Network is a crucial element of the strategy. Its members are in charge of planning and developing the actions of the Anti-Rumours Strategy.

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

These included five themes:

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

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

## POINT FOR REFLECTION

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



## KEY LEARNING POINTS

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

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

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

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

**All immigrants, irrespective of their legal status, have human rights.**

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





## TRAINING ACTIVITIES

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

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



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

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



#### Objectives:

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

#### Before the activity

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

In the different areas, write:

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

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

#### During the activity

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

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




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

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





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

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

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

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

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

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

## Time



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

## Activity 1: Sectors affecting and affected by migration

### Dot voting and discussion



### Objectives:

- analyse which sectors are most affected by migration and which ones affect migration most;
- describe the impact of migration on those sectors;
- describe the policies influencing these sectors.

### Before the activity

Draw Figure 1: *Sectors affecting and affected by migration and development* (see Annex 1 below) on a whiteboard or a flipchart paper

### During the activity

Ask participants to consider Figure 1, and allow them ten minutes to reflect individually on the following questions:

- What are the three sectors most affected by migration?
- What are the three sectors affecting migration the most?

Give each participants three sticky dots of Colour A and three sticky dots of Colour B.

Once the preparation time is up, ask participants to stand up and come to the board to place their sticky dots on the three sectors they think are most affected by migration (Colour A) and on the three sectors they think most affect migration (Colour B).



Discuss the final outcome of the vote in the plenary, then carry on with the discussion, with the following questions:

- What is the impact of migration on these sectors?
- What policies can influence these sectors?

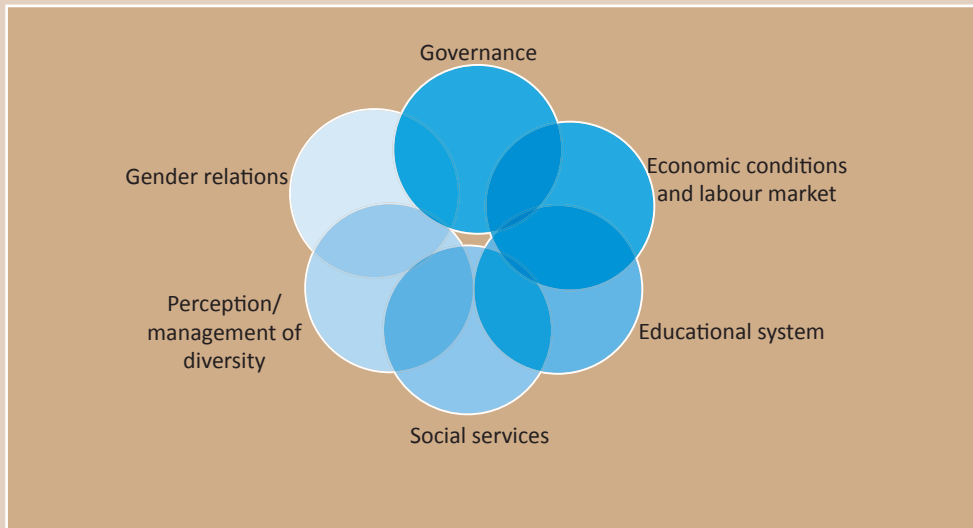
### Tips






- Organize this activity towards the end of the section on “Migration and Development: What is this?”
- Explain clearly that dots of Colour A indicate what sectors are “most affected by migration”, and that dots of Colour B indicate what sectors “affect migration the most”. Participants must follow the colour code in order for the activity to be meaningful
- One of the benefits of this activity is to get participants to stand up, which will energize them. You can ask them to remain standing around the board for the discussion following the dot vote



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

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



## Activity 2: The structural context of migration

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

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

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

### Story of a low-skilled migrant worker

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

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

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



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

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

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

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

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

### Empowerment in the balance



#### Objectives:

- evaluate to what extent migration contributes to the empowerment of women, and identify what factors may be disempowering;
- identify possible points of intervention in territories of origin and destination.

#### Before the activity

Draw a balance on a flipchart paper. Write the word *empowerment* on one side of the balance and the word *disempowerment* on the other side of the balance.



Prepare a second flipchart paper with the following table:

Points for intervention			
	In origin	In destination	Responsible party
Community			
National level			
International level			

#### During the activity

In the plenary, ask participants to identify what factors in migration situations should go on each side of the balance (i.e. what factors contribute to empowering women and which ones contribute to disempowering them).




Write each factor on the corresponding side of the balance.








Make sure to only accept factors influencing empowerment, not effects.

Once you feel that all factors have been listed, continue the discussion by asking participants to identify the potential points of intervention to empower women, in territories both of origin and of destination.

Classify the interventions in the table that you have prepared prior to the activity.

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

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

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

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

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

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

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

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

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

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

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

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

## Questions

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

### Question 1:

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

- employment;
- remittances;
- local development.

### Question 2:

What are the similarities with your local context?

### Question 3:

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

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

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

### Case study



#### Objective:

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

#### Before the activity

Divide the whiteboard or a flipchart paper in two.

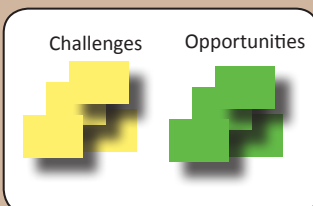
On one side write “Opportunities” and on the other side write “Challenges”.

#### During the activity

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

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

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






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

Preparation time is 30 minutes.

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

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

<p><b>Tips</b></p> 	<ul style="list-style-type: none"> <li>• If no large Post-its are available, cut A4 size sheets of paper in two and use Scotch tape or paste to glue them onto the whiteboard</li> <li>• Insist that participants write their ideas in large letters</li> <li>• Check that groups only write ONE idea per Post-it</li> </ul>
<p><b>Materials</b></p> 	<ul style="list-style-type: none"> <li>• Large Post-its of two different colours (Colour A and Colour B)</li> <li>• Markers to write on Post-its</li> <li>• Whiteboard or flipchart paper</li> </ul>
<p><b>Time</b></p> 	<ul style="list-style-type: none"> <li>• 30 minutes preparation time</li> <li>• 5 minutes per group for presentation</li> <li>• 15 minutes discussion in plenary (optional depending on the time available and the importance of the topic to the group)</li> </ul>



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

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

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

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

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

### Puzzle activity



#### Objective:

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

#### Before the activity

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

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

You will need as many copies as there are groups.

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

#### During the activity

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

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

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

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

Share the original figure and explain it as needed.

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

#### Tips



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

### Materials



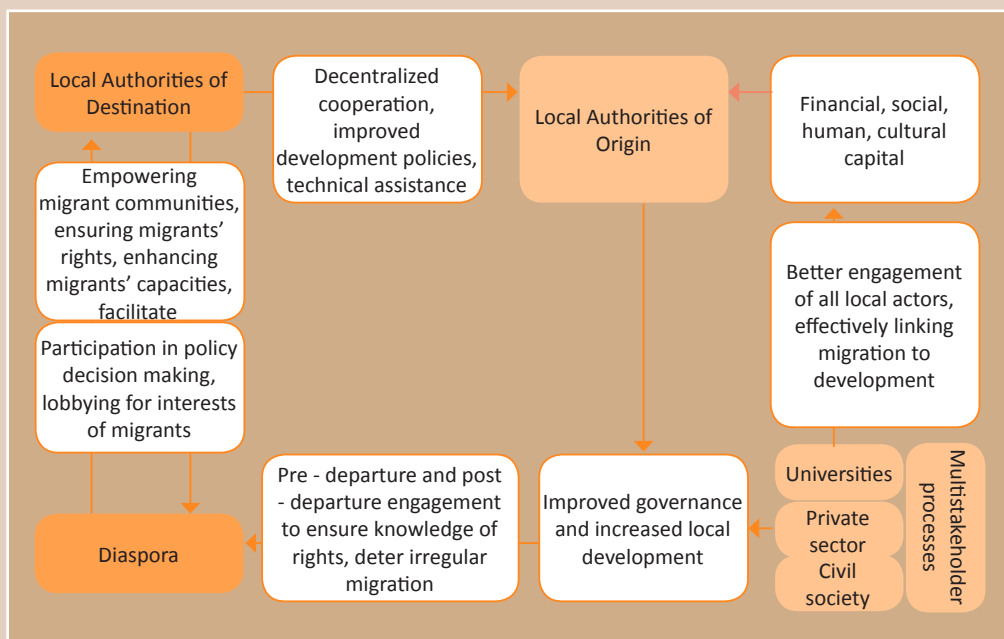
- Copies of the figure in the annex below, entitled *Links between migration, local development and local governance*, if possible in A3 size
- One pair of scissors
- Glue or Scotch tape
- Flipchart paper and markers

### Time







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

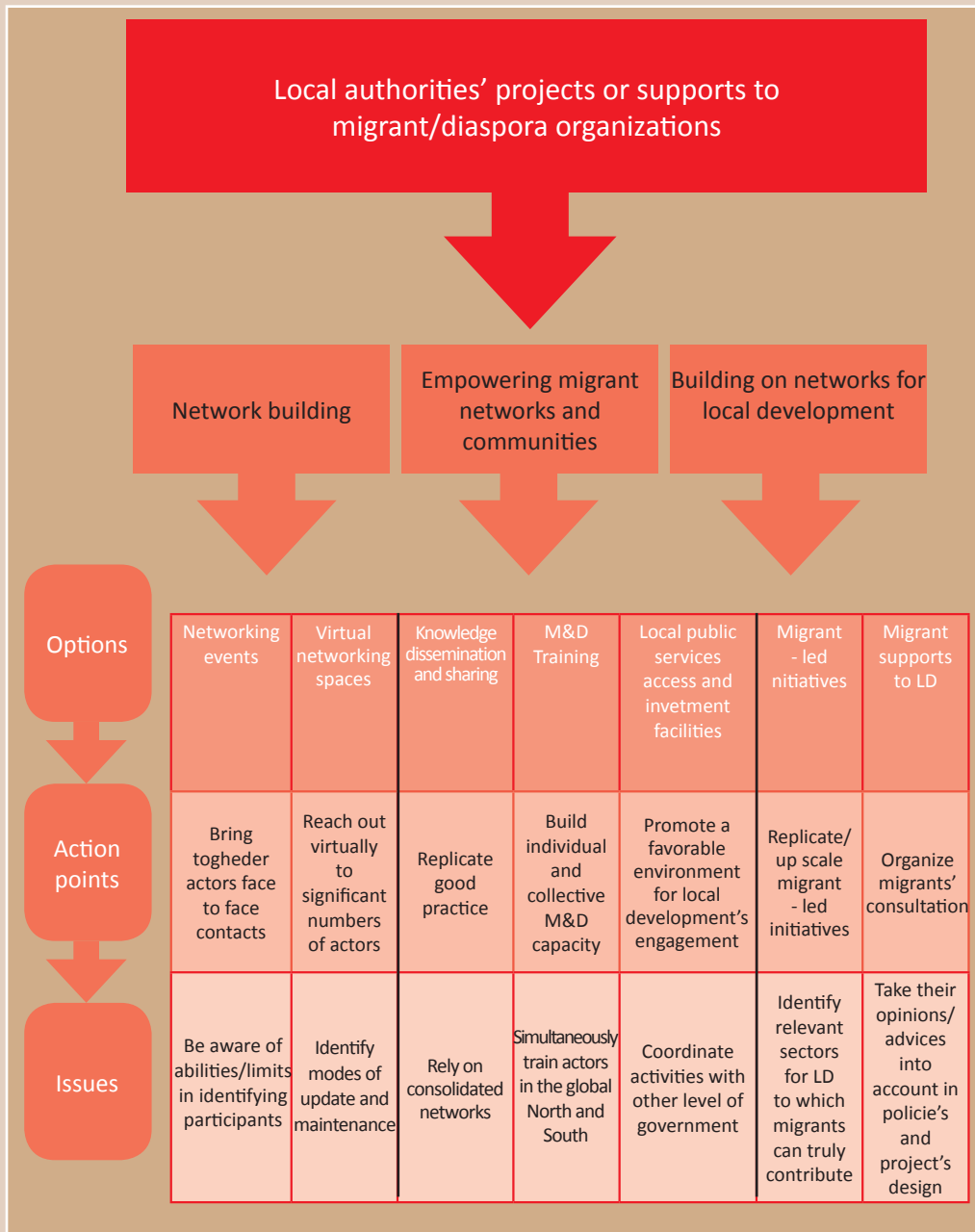
## ANNEX 5: Links between migration, local development and local governance (JMDI, 2012)








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

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

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



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

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

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

### **Context**

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

### **The Project**

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

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

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



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

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

## **Direct beneficiaries**

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





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

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

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

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

## Activity 9: Wrap-up

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

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## TOPIC 5





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