UNESCO/UN-HABITAT project:
"Inclusive Cities for All: Urban Policies and Creative Practices for Migrants"

INTERNATIONAL SEMINAR:
"How could we enhance inclusiveness for international migrants in our cities: Urban policies and creative practices?"

-MEXICO CITY—
VENUE: CENTRO HISTORICO
UCLG Congress Centre
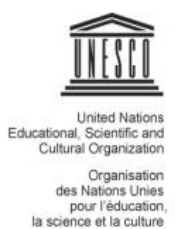*16 November : Palacio de Mineria-Salon de Actos*
17 November : Escuela de Administracion Publica del Distrito Federal

DRAFT CONCEPT PAPER
as at 25 October 2010

Parallel event at the 3rd UCLG Congress, Mexico City, Mexico 17-20 November 2010

UNESCO
United Nations
Educational, Scientific and
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FOR A BETTER URBAN FUTURE

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1. _Introduction_

**International and internal migration is on the increase. The majority of migrants are heading towards cities both as a cause and a consequence of growing global urbanization:** _Cities are the main actors that deal with the proliferation of interaction between increasing migration and rapid urbanization_**. _Local governments need to place human beings at the heart of their public policies to build sustainable urban environments where cultural diversity and social cohesion balance with equitable economic development. Moreover, cities are now facing new challenges posed by the international economic crisis and climate change. How are these phenomena affecting the processes of migration and urbanization? And how can cities respond to that?_**

Cities are 'magnets of hope' for many people. Since 2008, more than half of the world's population lives in cities. These 3.3 billion urban dwellers are estimated to grow to 4,9 billion in the year 2030, reaching 60% of the world population[1]. Unprecedented urban growth poses fundamental challenges to city governments, changing the scale and scope of urban projects and exacerbating polarities. Local governments are seeking ways to strengthen the fight against poverty and social exclusion, and to create flourishing environments where cities can remain as centres of harmony, progress and innovation, and urban residents have full access to the opportunities of city life.[2]

Since 1996, UNESCO[3], in all cities and urban issues projects, has promoted the flagship principle "Humanizing the City" to contribute to the implementation of the Habitat II, the second UN World Conference on Human Settlements, Istanbul Declaration on Human settlements, June 1996, ratified by Member States, while also being guided by the Universal Declaration of Human Rights (1948) and the UNESCO normative tools for the Safeguard of Natural and Cultural Heritage (1972, 2002), the Universal Declaration on Cultural Diversity (2001) and more recently the UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage (2003) and the Convention on the Protection and the Promotion of the Diversity of Cultural Expressions (2005).

Within the framework of the human rights approach to development proposed by the UN Secretary General to Member States in September 2005, both UNESCO and UN-HABITAT[4] are aiming to enhance the capacity of decision makers and city professionals to include a human

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[1] UNDESA (2006), World Urbanization Prospects: The 2005 revision. Executive Summary, United Nations Department of Economic and Social Affairs, Population Division, p1.
[2] BROWN, A and KRISTIANSEN, A. (2009) Urban Policies and the Right to the City: Rights, Responsibilities and Citizenship. UNESCO p9.
[3] UNESCO= United Nations for Educational Scientific and Cultural Organization
[4] UN HABITAT= United Nations Human Settlements Programme

rights approach in urban management and development. This initiative falls within the framework of the *"Urban Policies and Right to the City: Rights, Responsibilities and Citizenship"* UNESCO/UN-HABITAT joint project launched in 2005, under the human rights approach adopted through UNESCO's strategy on Human Rights (2003), the UNESCO declaration on Cultural Diversity, The Local Dimensions of the Alliance of Civilizations Madrid 2008 and the UN 2010 year for the rapprochement of cultures and dialogue.

The Rationale behind the development of this project

"International migration clearly raises new challenges for urban management. Local authorities have little, if any, say over national migration policies. Similarly, they have little capacity to control migratory flows into their cities. Yet, they are faced with the end result of transnational migration that challenge their core mandate of providing housing services, education and employment"[5]

Furthermore, the process of migration and urbanization – and their mutual interaction – are being influenced and challenged by climate change and the international financial and economic crisis.

In most countries, decentralization policies see local governments entrusted with the responsibility of managing the impact that international migration has on urban growth and change. Although international migration and the resulting growing multiculturalism is becoming an increasingly crucial issue for urban governance, local governments are seldom prepared to implement the ad hoc policies needed to integrate people with different cultural, social and religious traditions into the urban society.

As stated by the IOM, "no society is inert"[6]; the UNESCO/UN-HABITAT joint project aims to take into account this reality while working with international city networks and local authorities towards the mitigation of existing social and spatial segregation related to migration.

The complexity which is brought on by mobility is striking and involves variations in: the temporality of their migration (temporary, permanent); the geographic type of migration (internal, international); motivations (economic, family) and finally, demographic variations, as the situation of migrants varies greatly depending on their age and gender.

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[5] Anna Tibaijuka, Under-Secretary-General, Executive Director UN-Habitat, in BALBO M (ed.) '2005) International Migrants and the City" UN-Habitat/Università Iuav di Venezia.
[6] Concept paper for the International Dialogue on Migration on "Societies and Identities: The Multifaceted Impact of Migration" 19-20 July 2010.

Despite traditional discourses relating to migration in the Global North, which presumes that migration is principally a phenomenon which sees flows of people from South to North, this does not reflect the reality that <u>half of all migrations actually occur in South-South flows.</u>[7] Within the South and the North, it has become clear that the majority of migrants head towards urban areas where they depend on established family and community networks to facilitate their insertion into society. Although certain immigrants are employed in highly qualified areas, the most part are employed in what is termed as the "4 Ds" - Dirty, Difficult, Demeaning and Dangerous" work. The contribution of immigrants to the local economy, although not yet fully studied, contributes to as much as 5-10% of GDP growth in countries as diverse as Italy and Thailand. UNDP also estimates that a 1% increase in immigration leads to a 1% growth in GDP. Governments are well aware of the positive contribution that migrants can bring to nations and cities, but <u>the presence of foreigners is all too often viewed as a threat to social cohesion</u>.

Immigration flows linked to globalisation have very little to do with links and routes created during the colonial era but are based on the networks of economic liberalisation which in turn call into question traditional frameworks for analysis such as identity, citizenship, locality and belonging. <u>Whether migrants decide to remain in a city depends on how and if the city responds to the particular needs of the migrant;</u> the presence of migrants of the same ethnic origin is often crucial to them in finding work and fulfilling the goal for many migrants: maintain links with their home country. The long term goal of most migrants is to return to their country of origin: which leads more and more to the conversion of international migrants into transnational migrants. Spatial and social separation from host populations is not always in this case considered to be undesirable by migrant populations; the close networks which are created in these areas facilitate migrants' search for housing, jobs and social support. These spatially and socially enclosed areas present significant barriers for inclusion policy as well as the socio-economic mobility of migrants, and notably for the mobility of women. This is an increasing trend of "the feminization of immigration": women wanting to upgrade their own living conditions and those of their family. Specific "centres" are also often created by migrants within their host city, such as Kreuzberg in Berlin, or "Lucky Plaza" in Singapore.

In this context, the city must be conceived of, as by François Ascher (2001) or Manuel Castells (1989), as a space of connections and networks, inviting an understanding of the city which allows for the development of an urban cultural patchwork. The juxtaposition of institutional space and migrant practices can lead to profound changes of collective space, be this through

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[7] Section based on Balbo, Marcello in SSIIM series N° ?, « Les immigrés, la ville » 2010

ethnic markets or religious festivals, perceptions and the use of urban space both for migrants and host populations is altered by such cross-overs.

In this context in which the "other" is so evident, the necessity to develop social and spatial policies which mitigate stereotyping and potential areas for ethnic or cultural friction is clear: the city or the local is positioned as the foundation for the development of a new sense of belonging.

2. Existing initiatives to improve the social and spatial inclusion of migrants in cities

The complexity of the challenge has led to increasing international efforts among both governments and international organisations; demonstrated by further networking of cities for the development of solutions but also the growth in interest on the local as being the key scale at which such issues need to be addressed. UNESCO and UN-HABITAT are working in close collaboration with various existing regional (i.e. European Union) national (FEMP) and international and civil society organisations (British Council). A few examples of key initiatives led by these partners are outlined below and will be developed during the UNESCO/UN-HABITAT International Seminar in Mexico (16-17 November 2010):

UNESCO and UN-HABITAT, with various partners are aiming to bring together and build upon ongoing efforts in the development of political will as well as policy tools to improve the living conditions of migrants and of host populations in urban contexts:

2.1 FEMP/UCLG document "The Local dimension of the Alliance of Civilizations" – Istanbul, Turkey, April 2009:

For UCLG Working Group on the local dimension of the Alliance of civilizations, includes:

i. The development of specific *Agendas* ("roadmaps", "white papers" etc.) that show ways to facilitate the development of local coexistence, or *indicators* or *instruments* which help in the evaluation of local policy.

ii. The development of local citizen charters (cf: UN-HABITAT and UNESCO's "Right to the City Research" 2003), the reconsideration of public areas in which migrants and host populations are able to identify; mainstreaming city economies as creative economies, to which migrants crucially contribute. Finally, this involves looking at international trends related to dialogue and co-development as well as attempting to formulate local policies which reflect this.

iii.   The conception of "hard" policies relating to economic or social change with novel methods for managing diversity and attempting to overcome the debate between "multicultural" and "communitarian" policies, examples of such efforts include the Agenda 21 for culture or the 2004 UNDP report "Cultural freedom in a diverse world".

2.2 The "Local dimension of the Alliance of Civilizations" debated at UCLG's World Conference on City Diplomacy held at the Hague in June 2008 went a long way to the introduction of "two crucial subjects: the religious dimension in the city and management of public spaces". **"OPEN Cities", The British Council (Europe and Worldwide in 2011)**

OPEN Cities is a programme founded by the British Council office in Madrid and aims to develop a new understanding of city openness, a notion defined as "the capacity of a city to attract international populations and to help them contribute to the future of the city". The creativity of cities is seen by this project to be intrinsically tied up in the way cities deal with migrants and foreigners. Looking at the success of international cities, both in Europe and internationally, precise benchmarks and best practices have been identified to help, identify and define city openness. Initially developed in partnership with the EU's URBACT programme, OPENCities global is the second stage of the OPENCities project, to build upon the initial European focus and to develop goals centred on the values of diverse populations.

2.3 "Cities of Migration", The Maytree Foundation (Canada)

The Cities of Migration is not focused just on migration or immigration but aims to take into account the increasingly fluid movement of people, markets, culture, language and knowledge across borders, regional jurisdictions, time-zones and towards large urban centers. In an era of globalization and unprecedented urban growth, inclusive cities are creating opportunities for all citizens and include a palpable sense of excitement and opportunity.

When integration is done poorly however, the story becomes one of segregation, tension and alienation that can be passed along to the second and even third generations. The results are costly and far more complex. These deficits hurt more than individuals. They erode the health and well-being of civil society and functioning democracies.

So, there are many reasons to support the successful integration of newcomers to cities. Cities of Migration, www.citiesofmigration.ca, tells stories of success for a simple and compelling reason: successful integration has the power to fuel economic growth, spur innovation and talent renewal, create wealth and new knowledge, contribute to global poverty reduction and promote an open, richer and more cohesive social fabric.

Regardless of national narratives or policy frameworks, the lived experience of integration is intrinsically local and personal. It's what happens on our streets and in our neighborhoods, classrooms and work spaces.

Cities of Migration shares a growing body of evidence from global cities that demonstrates how successful and innovative integration practice helps generate new social, economic, cultural and political capital and how these benefits translate holistically into the pulse of thriving urban communities across Europe, North America, Australasia and emerging new cities of migration globally. En route, the case for recognizing the untapped human capital of immigrants and the role integration plays in nation building becomes a compelling alternative to today's jaded dialogue about fractured communities and backsliding cities.

The United Nations has recognized Metro Toronto as the most multicultural city in the world,[8] and experts recognize that the city's recent growth and economic development is largely due to demographic change.[9] With immigrants representing 51% of the city's total population, Toronto's ongoing experiment with diversity has much to offer global cities around the world seeking to harness and manage the opportunities and challenges of migration.

Cities of Migration showcases innovative integration practices from global cities using a fresh storytelling approach and a compelling message: integration is a critical dimension of urban prosperity and growth.

Launched in December 2008, Cities of Migration was the first international initiative to connect global cities around shared issues of migration and immigrant integration. In September 2009, Cities of Migration was recognized at a High Level Roundtable of the UN Alliance of Civilizations at UN HQ in New York on the "Inter-Ethnic City".

Cities of Migration is led by the Maytree Foundation in Canada, with partners in Germany (Bertelsmann Stiftung), the UK (Barrow Cadbury Trust), Spain (Fundación Bertelsmann) and New Zealand (Tindall Foundation).

2.4 "Intercultural Cities Programme", The Council of Europe

Attempting to go beyond the notions of either the integration or communitarian models of migrant integration, the Intercultural Cities programme aims to look at how cities could use the notion of "Intercultural Integration" by which migrants are not integrated "into" host societies

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[8] MOST Clearinghouse Best Practices Database. Website: http://www.unesco.org/most/usa9.htm
[9] Clark, Greg. Understanding OPEN Cities (Madrid: British Council, 2010), p 43. Website: http://opencities.britishcouncil.org/web/download/understanding_opencities.pdf

but rather <u>newcomers and locals create a new society based on values of human rights and democracy</u>. Providing an alternative to "integration hardware" policies implemented in many European countries and cities, this approach emphasises the increased awareness and competency of policy makers, local populations and migrants with the aim of intercultural integration. The project supports the <u>development of both spatial, cultural and institutional "contact zones" which enable both host and migrant communities to break down preconceptions and psychological barriers</u> and move towards the creation of the intercultural city.

2.5 "CLIP", Cities for Local Integration Policy (Europe)

Founded in 2006 by the Congress of Local and Regional Authorities of the Council of Europe, the city of Stuttgart and Eurofound established a European network of Cities and of Local Integration Policies for Migrants. Supported by the CoR(Committee of Regions) and the CEMR (Council of European Municipalities and Regions), the CLIP network aims to organise a "shared learning process" among participating cities, between research and city groups as well as between policy makers at local and European level. CLIP's activities range from the collection and analysis of innovative policies, a benchmarking and policy peer review system among city members to best practice dissemination among cities and the development of guidelines for the integration of migrants within urban contexts.

3. UNESCO/UN-HABITAT project "Inclusive Cities for all: Creative Urban Policies and Practices for Migrants":

Conceived of, on the one hand, within the context of the United Nations Global Migration Group, UNESCO's programme on International Migration and Multicultural Societies and UNESCO normative instruments relating to Cultural Diversity and Human rights and, on the other hand, within UN-HABITAT's global campaign on urban governance *the Inclusive City* (1999), the project is aiming to facilitate integration and improve the "living together" condition of migrants and their host communities.Through working with local authorities and city professionals, it encourages the awareness raising and capacity building of all urban actors to benefit from the successful interpretation and the prosperity of migrants.

The project has been ongoing since the 1st Experts Evaluation meeting held at UNESCOCAT Barcelona, Spain in February 2010 in cooperation with the UCLG Commission "Social Inclusion and Participatory Democracy" where experts in urban policy and migration were invited to initiate reflection and discuss the content and format of a draft tool-kit. The project then subsequently presented by UNESCO and UN-HABITAT at the World Urban Forum 5 held in Rio de Janeiro in March 2010 and to the FAL II in Getafe June 2010, in collaboration with the UNESCO

National Commission in Spain , the Spanish Cooperation and the "Federacion Espanola de Municipios y Provincias".

The encouraging results of these meetings have given impetus for UNESCO and UN-HABITAT for further research in the area and for testing the draft tool-kit during this parallel event, 16/17 November 2010, during the 3rd UCLG World Congress in Mexico (18-20 November 2010): it will benefit from the presence of various local authorities and Mayors from around the world.

With a human rights based approach, this UN umbrella tool kit "Inclusive cities for all: Creative urban policies and practices for migrants" is aiming to propose to policy makers, existing cities networks , data banks about qualitative and quantitative surveys and research results as well as the existing module tool-kit "Managing International Migration in our Cities" for good practices exchange prepared by the UNESCO Chair in Venice University "Social and Spatial Inclusion of International Migrants", leading us to question *How to enhance the elaboration of more inclusive policies and practices at the local level which is one of the day to day living issues to be solved for both the migrants and the host communities?*

Developed within the framework of the UNESCO/UN-HABITAT cooperation agreement signed in 2005, the project aims to deal with the social, economic, civic, cultural and political obstacles to migrants' harmonious inclusion in cities for the benefits of all inhabitants, users and newcomers within the cross disciplinary disciplines of gender, urban planning and the Alliance of Civilization at local level.

4. Objectives

i) Overall objectives of the project:

- To increase awareness and capacity building of local authorities and city professionals in partnership with researchers, data banks about qualitative and quantitative surveys, city networks specialised in migrants and urban issues to develop innovative policies and creative practices enhancing a harmonious migrants' social and spatial inclusion.

- To bridge the gap between the latest research results in the fields of migration and urbanization and the elaboration of urban policies for migrants.

- To promote existing city networks which elaborate innovative policies and creative practices to better include the rights of migrant workers and their families at local level

- To disseminate a glossary about migration and urbanization interfaces.

ii) Expected outcomes from the international seminar (Mexico 16/17 November 2010)

1. The testing of the UNESCO/UN-HABIAT umbrella tool-kit (short brochure, a detailed guide for decision-makers and city administrators) will take place during experimental training sessions; each one looking at the results achieved by existing cities networks through urban planning, gender and the Alliance of civilization at local level with the lens of specific human rights based approaches which highlight the barriers that migrants face, including: social rights, cultural rights, civic rights, political rights, and economic rights. A focus on these factors contributes to the development of the "Right to the City" for these excluded groups but also aims at building understanding among host societies and migrants for the sustainable development of cities.

2. The fine-tuning of the IUAV Venice UNESCO Chair module tool-kit "managing international migration in our cities" on the exchange of good practices in partnership with city practitioners, local authorities and governments present at the congress.

3. The selection of comments, suggestions from the participants to update and improve the draft tool-kit for the second experts' evaluation meeting planned at UNESCOCAT in Barcelona in February 2011.

4. The exchange of experiences and approaches with existing cities networks on inclusive urban policies and practices relating to migrants inclusion among UCLG members and partners as well as the potential development of opportunities between cities and existing city networks in Europe and Canada.

5. Contributions to help cities with the development of regional versions of the umbrella tool-kit "Inclusive cities for all : urban policies and creative practices for migrants" during 2012-2013 and the creation of a regional research centre on "Creative Urban Policies and practices to better include migrants in cities" (Networked with the relevant UNESCO chairs and existing research networks such as the United Nations University)

6. To identify best practices, innovative experiences and urban policies towards the access increase of migrants to basic urban services within a UNESCO/UN-HABITAT website and databank on qualitative and quantitative surveys on migrants and cities.

Participants

The activity is destined to address problems dealt with by:

- City-level administrators and representatives of city networks dealing with inclusive urban policies on migrants' inclusion;

- Decision makers at regional and local levels;

- Researchers and academics in particular from UNESCO chairs and specialised research institutions;

- Grassroots organisations, in particular relating to female migrants and informal workers

- The private sector