INTEGRATED APPROACHES TO ADDRESSING THE NEEDS OF INTERNATIONAL MIGRANT POPULATIONS: POLICY AND INSTITUTIONAL ASPECTS

5.1. Introduction

This chapter focuses on how national public institutions and administration have used integrated approaches to policy-making and public service delivery to respond to the needs of migrants and refugees. By its very nature, sustainable development calls for policies that systematically consider the interlinkages between its economic, social and environmental pillars. The integrated nature of the Sustainable Development Goals (SDGs) reflects the complexity of the interactions that need to be considered when making policies and building and reforming institutions.

Integrated policies and institutions are particularly important in international migration, as migratory and refugee flows have been increasing across the world. The SDGs include a target (10.7) on "facilitating orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies". Many countries find themselves facing the challenge of adapting their public institutions in the face of international migration and refugee movements—in making and implementing appropriate policies, in designing and connecting the adequate public institutions and in planning and delivering the needed public services.

Integration across sectors and across levels of governments is especially relevant to migration, given the fact that many relevant policies are formulated at the national level, whereas delivery of services to migrants happens for a large part at the local level. The fact that the legal status of migrants has a critical impact on their ability to generate livelihoods and access various services also warrants integrated approaches, including between policies in relation to border control and other sectoral policies (e.g. in relation to employment).[1]

Mainstreaming migration into efforts to achieve sustainable development requires a careful balancing of complex and multifarious policy issues. How the multiple linkages between migration and the SDGs are translated into national policies and addressed in practice by public institutions and public administration reflects political processes of adjudicating and reconciling competing claims of different stakeholders, including governments, civil society, and migrants themselves. The political context, which can vary quite dramatically over time in any given country and across countries, shapes the space in which public institutions and public administration operate and can innovate.

Given this, and within the political and legal context of each country, how can public institutions better support integrated approaches to migration? How can they assist the integration of such approaches into sustainable development policies and institutional processes? Where can development policies make the most impact when it comes to serving the furthest behind among international migrants? What are promising

ways in which policy-makers and policy communities can connect migration and development through innovative services? These are some of the questions that this chapter raises, with the aim of illustrating how public institutions and public administration at the national level can address salient migration-development linkages.

Against this backdrop, the first section introduces the main linkages between migration and the SDGs. The second section presents an analysis of national migration policies and institutional arrangements in a sample of countries,[2] with additional focus on labour, education and health policies concerning migrants and refugees. The third section documents innovative public service delivery mechanisms for migrants and refugees in relation to housing, as an example among many sectors that are relevant. The chapter concludes by documenting some of the main lessons learned and making recommendations.

As in the rest of the report, this chapter uses the dimensions of horizontal integration, vertical integration and engagement with non-governmental actors to structure the analysis. The level of analysis is national and local; the regional and global levels are brought into analysis for illustrative purposes only. Throughout the chapter, initiatives linking migration with development are presented, notably from among the cases submitted by public institutions for the United Nations Public Service Award,[3] with the aim of presenting a variety of integration perspectives from around the world. It is important to underline from the outset that the definition of "innovation" in public administration is context-dependent: policies and institutional approaches that are commonplace in a given country can constitute a ground-breaking innovation when adapted in another country.[4] As underlined by experts who contributed to this chapter, many examples presented here are not necessarily at the frontier of innovation globally, and may not qualify as "good practices" (however those are defined) in other contexts.

The chapter does not systematically distinguish between different types of migration such as circular migration, return migration, diaspora movements, migrant smuggling and human trafficking. Those are brought forth where and when relevant, however, to illustrate their bearing on policy and institutional integration. Nor does the chapter look in depth at the commonalities and differences among the migration policies of sending, receiving and transit countries, due to lack of space. In practice, many countries increasingly play all three roles simultaneously. In the same vein, this chapter does not systematically separate the treatment of refugees from that of other types of international migrants, although the two terms imply very different legal rights and opportunities for those concerned and responsibilities of host countries. Instead, it concentrates on their *common vulnerabilities and capabilities*. Finally, the focus of the chapter is not on the causes or consequences of migration.[5]

5.2. Linkages between migration and sustainable development

An international migrant is a person who changes his or her country of residence.[6,7] International migrants move for a variety of reasons, for different time intervals, following different migratory routes. In consequence, international migration includes manifold patterns, processes, actors, challenges and opportunities.

The United Nations Department of Economic and Social Affairs estimates the number of international migrants worldwide to have reached 258 million in 2017, up from 173 million in 2000. The stock of international migrants comprises about 23 million refugees and about 2.8 million asylum seekers.[8]

During the period from 2000 to 2017, the total number of international migrants increased by 85 million persons. Half of this increase took place in developed countries, while the other half took place in developing countries. The role of developing countries in global migration is increasing. Between 2000 and 2017, the number of international migrants residing in developing countries increased from 40 to 43 per cent of the total worldwide while the number of international migrants born there increased from 67 to 72 per cent. Top international migrant receiving countries are the United States, Germany, Russian Federation, Saudi Arabia and the United Kingdom.

Refugees and asylum seekers constitute roughly 10 per cent of all international migrants. Between 2000 and 2017, the number of refugees and asylum seekers increased from 16 to 26 million. Four of every five refugees or asylum seekers are hosted by developing countries. In 2017, refugees accounted for just 3 per cent of all international migrants in developed countries. In developing countries, however, almost a fifth of international migrants are refugees (19 per cent), and in the least developed countries, refugees constitute more than a third of all international migrants (36 per cent).

International migrants include those who escape destitution and violence or chase better life opportunities, in addition to those who move for other purposes, such as family reunification.[9] This often subjects them to further discrimination, exploitation and exclusion compared to regular migrants.[10] Women and children migrants in an irregular situation often fare even worse, as they are afflicted with multiple and intersecting vulnerabilities.[11]

International migrants are not all vulnerable, nor is international migration precarious altogether. It also concerns skilled migrants, workers, students, scholars and others, each associated with different legal status. When forced or involuntary, however, international migration comes with significant vulnerabilities not only for those who move, but also for those who are left behind, and the host communities, which themselves may suffer from poverty, lack of decent employment, famine and other deprivations.

The relationship between migration and development is complex.[12] Prominent academic journals covering migration issues[13] emphasize issues related to political integration, remittances and diaspora philanthropy, returnees and their integration. An analysis of public administration journals[14] shows that migration appears only infrequently as a topic of interest. There is thus a need to interlink the two disciplines while also bringing their science and policy communities together. Reflecting this, many indices and other types of processes have attempted to link migration with specific SDG targets. A few of them are shown in Box 5.1.

A review of the development literature indicates that the linkages between migration and development can be classified into six broad categories, which also represent potentially competing perspectives and interests adopted by various stakeholders involved in migration issues (see Figure 5.1). These categories are not exhaustive or exclusive, and each of them contains cross-cutting issues such as gender, information and communication technology and data.

From a *security perspective*, migration is associated with peace and security, both of which are vital for development. Migration policies based on this perspective tend to emphasize disaster risk reduction and conflict resolution, mediation and resilience, among others. From this standpoint, migration policies include not only asylum and immigration policies, returns, repatriation and emigration. They also relate to migrant smuggling, human trafficking, drug, crime, prevention of extremism, counter-terrorism, national security, public order and public safety. They extend to considerations of prevention and control of irregular moves through policies of border management, deterrence, third country readmission agreements and compulsory readmission and aid conditionality, which are all contentious policy issues.[15]

From a *human rights perspective*, migration is linked with fundamental freedoms and rights, including right to association, expression, freedom from discrimination, right to life, liberty, belief and personal security, and

Box 5.1. Linkages between Migrations and SDGs: Some examples of indices and processes

UN DESA's Population Division refers to seven linkages: 3.c on health workforce; 4.b on scholarships for studying abroad; 5.2, 8.7 and 16.2 on eradicating human trafficking; 8.8 on protecting migrant workers' labour rights; 16.9 on legal identity; and 17.18 on data disaggregation by migratory status, in addition to 10.7 on safe, orderly and responsible migration.

Indices

The Index of Human Mobility Governance focuses on five linkages: 8.8 on labor rights; 16.1 on death and violence; 5.2 and 16.2 on human trafficking; in addition to 10.7 on safe, orderly and responsible migrations.

The Migration Governance Indicators produced by the International Organization for Migration (IOM) and the Economist consider 16 migration-development linkages: 4.b on international scholarships; 5.2, 8.7 and 16.2 on human trafficking; 8.8 on labor rights; 17.16, 17.17, 17.18 on partnerships and data: 1.5 on resilience to climate and socioeconomic shocks: 3.8 on universal health coverage: 13.1, 13.2, and 13.3 on resilience to climate hazards/natural disasters: 11.5 on reducing deaths and losses caused by disasters; 11.b on cities implementing integrated policies; and 10.7 on safe, orderly and responsible migrations

Processes

The Global Forum on Migration and Development (GFMD) has referred to 10 linkages: 3.c on health workers; 4.b on international scholarships; 8.8 on labor rights; 10.c on cost of remittances; 16.9 on legal identity; 17.18 on data; and 16.2, 5.2, and 8.7, all on human trafficking, in addition to 10.7 on safe, orderly and responsible migrations.

Global Migration Policy Associates (GMPA) has underscored 40 linkages, covering 15 of the 17 SDGs.

The 2035 Agenda for Facilitating Human Mobility outlines eight human mobility goals, which largely overlap with different SDGs. They are: safe, regular and orderly mobility; labor and human rights of migrants; monitoring and accountability of migration management; end of detention as a deterrence mechanism; access to justice and to basic services, including education and health; ending discrimination; and collection of disaggregated data on migration and mobility.

Source: see footnote.[16]

freedom from slavery, torture and degrading treatment.[17] Rise in multi-cultural and transnational activism is also an important aspect of international migration.[18] Policies and institutions addressing issues related to diaspora policies, multiculturalism, tolerance, diversity, inclusion and paths to residency and citizenship, including registration at birth and legal identity, are thus related to migration.[19]

From an *economic perspective*, migration relates to economic growth,[20] equity and poverty, development cooperation, brain circulation,[21] remittances and their transaction costs. The effects of remittances on socioeconomic development including on access to education, health and other basic services, and on the integration of migrants and refugees into their host societies[22] are also highly relevant for the economic dimension of migration.[23] From this perspective, tax, pension, welfare, banking and financial inclusion, macroeconomic, income distribution and pro-poor policies are connected with migration.

From a *labour perspective*, access to employment and migrant workers' rights are pivotal to the economic, social and human rights dimensions of migration. Migrants' labour rights are often regulated by international conventions such

as the 1990 International Conventions on the Protection of the Rights of the Migrant Workers and the Members of their Families and several International Labour Organization Conventions and Recommendations on workers' right to decent employment.[24] Un- and under-employment of migrants, for instance, are conceived by many as a sign of failure of migrant and refugee integration policies.[25] Reciprocally, access to employment for migrants and refugees has been proposed as a path to human dignity and a cornerstone of initiatives that aim to respond to the protracted nature of the refugee crisis.[26] Policies of entrepreneurship, partnerships, job creation, access to employment and social mobility are thus linked to migration policies.

From an *environmental perspective*, migration is intrinsically related to the health of the planet. Research points to about 20-25 million displaced people annually due to natural disasters[27] and shows that disaster-related displacement has quadrupled since the 1970s.[28] Some countries have taken the first steps to link environmental displacements with humanitarian protection, protecting individuals from being sent back to places where their lives may be threatened due to environmental hazards or natural disasters.[29] Finland, Sweden, Denmark, United States, Italy, Cyprus, Canada,

Figure 5.1.
Linking migration, SDG targets and public administration
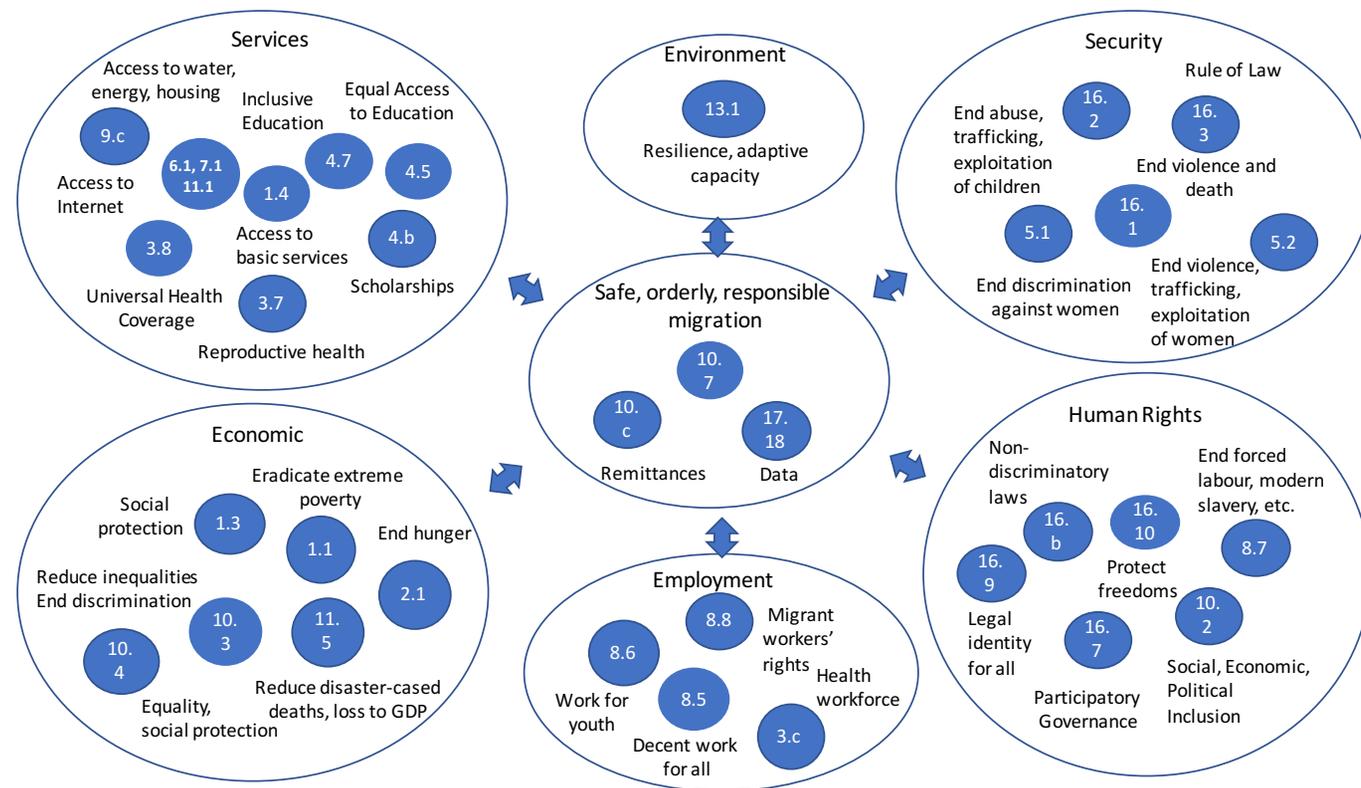
Source: Author's elaboration.

Note: *The figure is a visualization of the six dimensions of migration presented in the text-- showing examples of relevant SDG targets in each dimension.*

Australia and New Zealand are some of the pioneering countries that have enacted such protection mechanisms. In past years Maldives and Bangladesh have proposed amending the 1951 Refugee Convention to include 'climate refugees' within its mandate.[30,31]

From *a services perspective*, access to various public services is relevant to migration. Migration has important interfaces with issue areas such as health, education, housing, public order, culture and others.[32] Language, education and health are particularly important. Without linguistic skills, employment and social integration can become elusive. Similarly, adequate access to quality health services affects not only the health and well-being of migrants and refugees themselves, but may also have repercussions on the health of the local communities where they live. Equally important are issues such as access to adequate shelter, water and sanitation and waste management, to name a few.

The presence of multiple linkages and associated multiplicity of perspectives is bound to generate tensions (both within public administration and between government and non-governmental actors), which have to be managed. For example, many issues in relation to migration are subject to tension between perspectives focusing on human rights

and approaches driven by security concerns. Table 5.1 illustrates this through examples that focus on specific linkages between migration and SDGs.

5.3. Legal and institutional approaches to migration: lessons from a sample of countries

This section examines the national and local institutions and policies on international migration in a sample of 29 countries representing different regional, economic, social and political backgrounds. Countries included in the analysis are shown on Figure 5.2. The sample was selected largely based on the availability of information. It is therefore not representative, and more countries could be added in the future to expand the analysis. Overall, 33% of international migrants originate from these countries, and 39 % of them live in them. 2.2% of refugees worldwide originate from these 29 countries, 40 % of them are hosted by them. The focus is on the national and local approaches to international migration and refugee movements, and engagement modalities with the relevant non-governmental actors.[34] The analysis puts

Table 5.1. Examples of public administration approaches to linkages between international migrations and sustainable development

Issue relevant to migrations	SDG linkage	Examples of public policies	Potential tensions
Remittances	Remittances sent by migrants to their origin country/ community	Policies that attract and reduce transaction cost of remittances; creation of financial instruments to channel remittances into national/local investment	Temptation to tax remittances may go against developmental objectives; overregulation of remittances
Labour	Migrants who cannot legally work are employed in the informal sector, often subject to under-employment, exploitation and discrimination	Formalization of the labor market; capacity development and training provided in specific sectors; regulation of employment conditions and recruitment practices; centralization of recruitment to eliminate intermediaries; protection of workers' rights in line with relevant ILO Conventions; introduction of redress and complaint mechanisms for labour right violations	Unfair competition from the informal sector employing migrants can negatively impact formal labour markets, generate unemployment and resentment in native populations
Human rights	Migrants, particularly those in irregular situation, are vulnerable to smuggling and trafficking	Interconnecting policies and institutions working on prevention, protection and prosecution; strengthening access to justice and rule of law; improving investigation and prosecution techniques, and introducing mechanisms to safeguard the rights and address the needs of smuggled migrants	Restrictive immigration policies may push migrants into illegal activities and exacerbate smuggling and trafficking; complexity of policing constantly shifting smuggling routes and methods; lack of data; financial and human costs of adopting a holistic approach interlinking all relevant governmental and non-governmental actors
Education	The goal of achieving universal children education implies that migrant children are able to access education	Many countries provide access to education to children regardless of their legal migration status	It may be difficult to enforce "sanctuary" schools; capacity of schools and personnel may be overstretched although access is legally provided; it may be economically difficult for migrant children to attend school due to high fees and transportation issues
Security	Access to justice for migrants and refugees involved in crime and their rights afterwards	Depending on the country, migrants found to have committed crimes can be subject to action regarding their right to stay in the host country, and their cases can be treated in different manners until a decision is made by the relevant public authorities	Tensions between local enforcement authorities and authorities responsible for homeland security and border control; different regulations and implementation of regulations between local and national levels of administration; lack of enforcement in some parts of the territory
Housing	Having access to adequate shelter and housing is a basic condition for migrants' integration	Some countries provide housing subsidies and assistance for asylum-seekers and refugees. Housing policies can be centrally designed and locally implemented; or fully decentralized	Measures are hard to enforce when the housing stock is largely informal; certain geographical areas may face a supply-demand mismatch with shortage of social housing; social integration issues in areas with large concentration of newcomers
Legal identity	Irregular migrants' lack of identification prevents them from accessing a range of basic services and opportunities.	Consular ID cards issued by several governments for nationals of countries living abroad; municipal ID cards for city residents regardless of their immigration status; community ID cards provided by non-profits (e.g. faith-based organisations) in cooperation with local law enforcement agencies	Potential tension between such initiatives and authorities responsible for homeland security and border control; complexities to determine identity and status for access to services and employment which is often regulated at the national level

Source: Expert inputs for the report.[33]

Figure 5.2.

Countries included in the sample used for comparative analysis
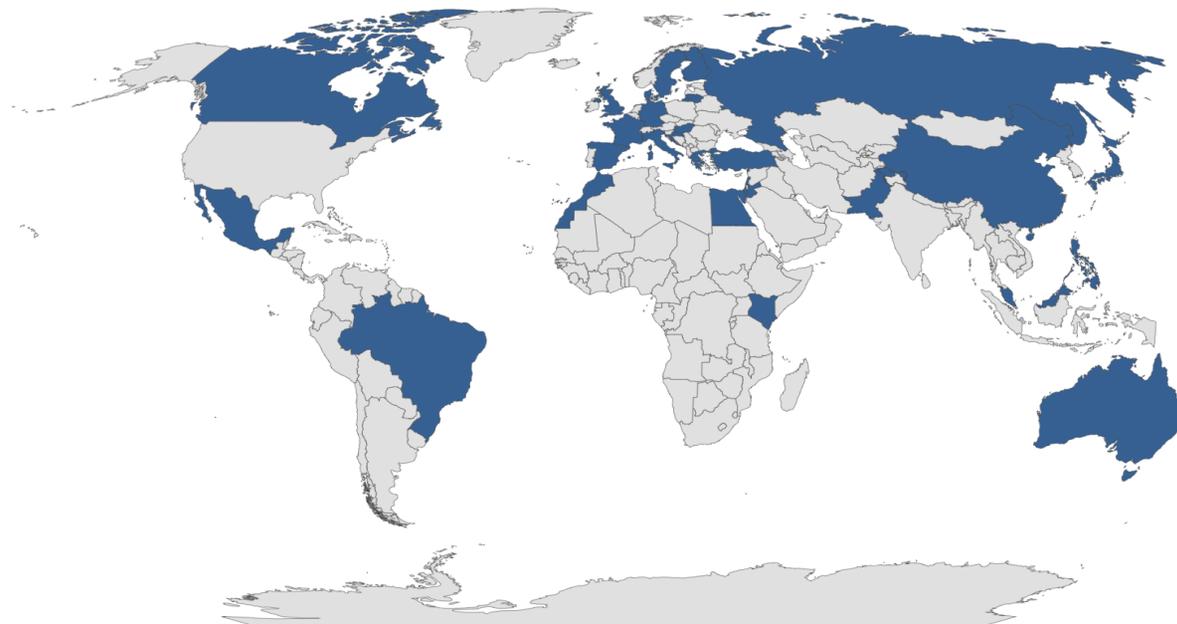
Source: Authors' elaboration.

specific emphasis on labour, education and health policies as they apply to migrants.

Following the analytical framework used in the report, three main dimensions of analysis are used. Horizontal integration examines if the countries have national migration policies and institutional arrangements carried out in a coordinated fashion. Vertical integration assesses whether local governments have their own migration and/or refugee policies or strategies, and whether they coordinate with central governments. The engagement dimension focuses on whether and how civil society and other non-governmental actors participate in national and local policy-making and service delivery in relation to migration. Most examples of policies here and in other parts of this chapter are based on the perspective of "destination" countries. Box 5.2 presents a snapshot of the main questions asked along these dimensions.[35]

Box 5.2. Main structuring questions in relation to horizontal integration, vertical integration and engagement

Horizontal integration: Do countries have national migration policies? Do national constitutions refer to migration, asylum and refugees? Do national development plans or strategy documents for SDG implementation make such references? Do countries have a national migration institution(s) coordinating policies across other relevant government agencies including the centre of government and line ministries? What are the national policies and institutional arrangements regarding labour rights, access to education and health? Do they seem to be interlinked—de jure and de facto?

Vertical integration: Are local governments involved in national migration policy-making including in the formulation, implementation, monitoring and evaluation of labour, education and health policies? Do they have their own migration policies, programmes and/or institutions? Do they have the capacities and resources to address migration? Do they coordinate and collaborate with the national government, including the national migration institutions and relevant line ministries? If so, what is the nature and extent of the interaction?

Engagement: How do civil society and non-governmental actors (including but not limited to the private sector, academia, faith-based groups and other major groups and stakeholders such as organisations funded and run by migrants and refugees) participate in national and local policy-making, service delivery and institutional arrangements related to migrants and refugees?

Source: Author's elaboration.

5.3.1. Horizontal integration

Analysis of the migration-related institutions and policies in the 29 countries[36] shows that more than half (17) mention migration or asylum in their constitutions. The constitutions of Egypt, Morocco, Mexico and France make verbatim references to refugees or migrants and their rights. Some countries have taken a step further to protect the rights of migrants in irregular situations in their constitutions. Ecuador, for instance, refers to migration as a human right in its constitution, which states that no one can be deemed illegal due to his or her migratory status.[37] Ecuador hosts Latin America's largest refugee population.[38]

Out of the 29 countries in the sample, 16 mention migration or refugees in their national development plans or their sustainable development implementation action plans and strategies. Seventeen of the sample countries presented Voluntary National Reviews (VNRs) of progress on the SDGs at the UN high-level political forum on sustainable development (HLPF) in 2016 or 2017.[39] Fourteen of those made references to migration or refugees in their statements. Three countries that are not parties to the 1951 Refugee Convention (Egypt, Jordan and Malaysia) included references to migrants or refugees in their VNRs. Several countries whose national development plans or SDG implementation strategies did not include references to migration or refugees stressed these concepts in their VNRs (Denmark, Egypt, Finland, France, Kenya). These findings seem to indicate the ubiquitous importance of migration and refugees on national policy agendas.

An analysis of the 29 countries' national institutions dealing with migration issues showed a variety of institutional settings. A multi-agency approach to migration was apparent in Brazil and the Philippines, and to a lesser extent in Italy and Mexico, with institutions in charge of migration accompanied by several inter-ministerial advisory commissions. Australia, Canada, Denmark, Egypt, Greece, Morocco and the United Kingdom had stand-alone ministries on migration. Other countries had separate units in charge of migration and refugee issues within the Ministry of the Interior or the Ministry of Home or Civil Affairs (Croatia, Finland, Germany, Israel, Spain, Sweden) or within the Ministry of Public Security or the Ministry of Justice (China, Turkey, France, Hungary, Japan, Lithuania, Kenya).

The involvement of ministries or departments of security and border management was found to be important across the board. Ministries, departments or units in charge of migration and refugee issues often cooperated with the ministries, departments or units in charge of public safety, public order, national security, border management and sometimes also the police. Australia's Ministry for Immigration and Border Protection is a case in point. Japan's Ministry of Justice oversees the implementation of its Immigration Control and Refugee Recognition Act together with the National Public Safety Commission. Hungary's Office of Immigration and Nationality in charge of implementing the national migration policy does so together with the police. The same holds for Lithuania and Denmark. Germany's 2016 Asylum Law, which intends to accelerate the asylum application process, established a new Federal Police Unit to help assist in the process. Egypt recently enacted a law on Combatting Illegal Migration and Smuggling of Migrants, drafted by its newly established National Coordinating Committee on Combatting and Preventing Illegal Migration in the Ministry of Social Solidarity. Egypt has a separate institution for addressing issues related to migration, the Ministry of State for Migration and Egyptian Affairs Abroad.

No single model appears intrinsically superior in terms of effective policy integration. Possible elements that might influence horizontal and vertical policy integration include the type of public administration system,[40] the degree of decentralization and local governance, institutional capacity, previous history and institutionalization of inter-agency cooperation, leadership, use of technology including the interoperability of communication platforms, and the numbers and types of actors involved in policy-making.

One important caveat in promoting successful horizontal policy integration is the role of politics. Often, policy integration (including cross-agency cooperation) is hampered by the polarized nature of the discourse on migration which can and lead to the deterioration of relations between host and migrant communities. Adequate communication policies and strategies have to be part of migration governance in order to prevent this. Rise in animosity and sometimes in violence between migrant and host communities has been reported in several parts of the world.[41] The performance of public institutions in managing migration can be important in this regard. If public institutions are perceived to fail, it becomes harder to frame migration as an opportunity for development, or to avoid its instrumentalisation in the political discourse.

Data is a key cross-cutting enabler of policy integration. For example, measuring human trafficking and smuggling is difficult and typically requires the use of multiple sources of information. To address this problem, the Dutch National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children in the Netherlands and the United Nations Office on Drugs and Crime have developed an innovative methodology for estimating[42] the number of victims of human trafficking, which directly feeds into the successful implementation of SDG target 16.2 on ending abuse, exploitation, trafficking and all forms of violence and torture against children and target 10.7 on facilitating orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies. In comparison to other

policy areas, experts have drawn attention to the lack of systematic evaluation of migration-related initiatives, and seen to agree on the need for more attention to be paid to monitoring and evaluation across all policy areas and in the entire spectrum of public services in this regard.[43]

Digitalization and enhanced processes for exchanging information among administrations is an area where potential for enhanced efficiency exists. In Russia, the State Information System of Migration Control maintained by the Federal Migration Service in the Ministry of Internal Affairs includes all information related to migrants in the country, and is shared with other relevant government agencies. By contrast, in Brazil, each Ministry dealing with migration has its own registry and there is no one unified digital platform interlinking them.[44] At the same time, a delicate balance has to be struck with respect to sharing information among administrations in order to safeguard the rights of migrants. The creation of appropriate "firewalls" between government agencies, including in terms of data exchange (for example, between health and law enforcement, between education and law enforcement) is regarded as important by experts in the field.[45]

Policies adopted at the regional or global levels are another key factor affecting horizontal policy integration at the national level. For instance, the European Migration Network mandates the appointment of migration focal points in different ministries. Box 5.3 gives a quick overview of some regional and global developments and their implications for the national level of administration.

Labour, education and health policies for migrants and refugees

Migrants' and refugees' access to employment and to basic services such as education and health is often precarious. Analysis of the literature on labour rights of migrants and refugees reveals that the existence of a legal basis for providing access to employment is no guarantee for its actual implementation. This is the case for migrants and refugees with the necessary documentation authorized to legally reside in their host countries. Reasons may range from bureaucratic hurdles for acquiring work permits, high unemployment rates, employment quotas reserved for native workers or sectoral restrictions of employment for migrants.

Box 5.3. Regional organisations and policy integration of migration and development

Regional and international organizations influence the integration of migration into sustainable development policy at national and local levels.

At the regional level, ASEAN, MERCOSUR, the European Union and other regional organizations have implemented policies and directives on migration and refugees that impact the policy stand of their member countries. Some examples include:

- The 2016 *San Jose Joint Action Statement* facilitated by the Organization of American States (OAS), which led to the pledge of Central and North American States to protect refugees coming from Central America
- The Common European Asylum System, which seeks to harmonize the asylum policies of EU Member States
- ASEAN, which issued its Declaration on Migrant Workers' Rights in 2007, with focus on how to protect the labour rights of migrants in ASEAN countries

The European Union recently signed a Partnership Framework with sixteen partner countries and five priority countries (Niger, Mali, Nigeria, Senegal and Ethiopia) giving them aid towards improvements of their infrastructure and basic services (waste management, water, education and health) in exchange for efforts to stave off irregular migrant flows to Europe, to prevent human trafficking and smuggling, and to improve the living conditions of refugees and most vulnerable host communities. At the global level, the Mainstreaming Migration into National Development Strategies Programme of IOM and UNDP, introduced in 2011, has supported eight central governments, i.e., Bangladesh, Ecuador, Jamaica, Kyrgyzstan, Moldova, Morocco, Serbia and Tunisia, in linking their national migration and development policies.

UNDP's Joint Migration and Development Initiative (JDMI), with participation from several other agencies and organizations including IOM, ILO, UNFPA, UNHCR and UN Women, has built local capacities in the field of migration and development through support for policy coherence and vertical policy integration based on multi-stakeholder partnerships. While these initiatives are promising, more research is needed to assess their impact and effectiveness.

Source: Author's elaboration based on expert contributions to the report.

The array of labour rights accorded by States to regular and irregular migrants, refugees and asylum seekers varies widely across countries. Australia, for instance, gives access to employment to asylum seekers who are not in community detention, as it does to refugees. Croatia and the Russian Federation grant access to employment to refugees but not to asylum-seekers. Many other countries within the European Union do the same. In Hungary, refugees can work in mandatory camps and apply for a one-year work permit after nine months of stay in the camps. As seen in Box 5.4, Morocco recently revamped its national migration policy to give refugees and migrants access to employment, including those migrants in irregular situation.

For migrants in an irregular situation, employment opportunities were found to be either absent or precarious generally, although some countries provided some access to asylum-seekers. When employed, asylum-seekers, refugees and particularly migrants in an irregular situation often work in the informal sector with access to precarious jobs. In some contexts, no law or formal document exist to allow migrants and refugees to work. In others, exploitative practices such as confiscation of employment card and other identification documents are noted. Such practices are prone to push regular migrants into irregularity and may end up in their becoming stateless, particularly for migrant women and children.[46] They also act as precursors to migrant smuggling and human trafficking.[47] Taking this relation into account,

United Kingdom's Modern Slavery Act of 2015 consolidates previous offences relating to trafficking and slavery.

Bottom-up integration initiatives are also visible and important. Research in OECD countries[48] and in Africa[49] has shown that many refugees have created their own businesses hiring other refugees and local populations. When employed securely, refugees have also increased remittances to their home countries, and have better integrated in their host societies. The reverse was found to be true in some studies: migrants and refugees without access to decent and secure jobs were less well integrated in their host societies, prompting secondary or multiple migration and sometimes pushing them into irregularity.[50]

Education is the gateway to decent employment, and linguistic abilities are the prerequisite to both. Yet, migrants' and refugees' access to education is often limited. Out of the 29 countries, only a handful provide education in local languages upon entry into the country (Australia, Canada, Croatia, France, Japan, Russia and Turkey). For many, such training is not mandatory, and is handled by either local governments or civil society organizations, with no systematic enforcement or monitoring mechanisms in place. Overall, the dominant trend is one where refugees have legal access to public education whereas asylum-seekers do not. Only in a handful of countries can asylum-seekers access public education. Migrants in an irregular situation are often

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Box 5.4. Morocco's institutional approach to managing migration

Following its constitutional reform of 2011, its national migration policy of 2013, and national migration and asylum strategy (SNIA) in 2014, Morocco undertook several waves of regularization of migrants in an irregular situation, followed by the opening of its public services to all migrants and refugees. Migrants in an irregular situation can access public health services, including primary and emergency healthcare, and can send their children to public schools. Regular migrants can, in addition, access professional training and assistance with job search.

Horizontal integration--SNIA includes 11 sectoral action programmes spread across the relevant line ministries such as the Ministry of Education, Ministry of Solidarity, Women, Family and Social Development, Ministry of Social Welfare and Ministry of Health, Ministry of Finance, the Interior, Youth and Sports, and public institutions such as ANAPEC—Employment Agency, OFPTT--Office of Professional Training, ADS—Social Development Agency, CNDH—National Council of Human Rights, and DIDH—Inter-ministerial Delegation on Human Rights. SNIA is led by an inter-ministerial committee under the leadership of the Chief of Government, and acts in cooperation with the Council of Moroccan Community Overseas, and other non-governmental actors.

Vertical integration--Training was provided to municipalities, regional governments' ministries, branches of public agencies and local association representatives to reinforce local governance of migration, and to ensure uniform implementation of SNIA across regions and cities.

Engagement--Civil society, including migrant associations, local actors and universities was part of the design of SNIA. Foundation Hassan II takes part in the inter-ministerial committee overseeing it. Migrants were empowered to create cooperatives. Conferences, seminars, workshops were organized to consult the public.

Source: UNPSA, 2017.

excluded from education and formal employment unless they are minors. In Europe, five countries do not entitle undocumented children to attend school.[51] The remaining 23 EU Member States allow migrant and refugee children with no proper documentation access to education.

For refugees, shortages of adequate infrastructure, excess demand, lack of qualified teachers, high fees, lack of adequate transportation to schools and poverty are among the main causes for children and youth being out of school. Civil society, UNHCR and other humanitarian organizations provide training and education, often at the local level and sometimes in cooperation with local governments, including for pre-school education in some cases. In Greece, civil society organizations like ARSIS and PRAKSIS have provided mobile schools in the language of the expected country of destination.[52] An innovative initiative for access to education at the local level comes from Istanbul, Turkey (see Box 5.5), which has recently merged its dual Arabic-Turkish language education into one integrated program for all children regardless of national origin.[53]

In many countries, migrants' and refugees' access to healthcare is also limited. As shown in Chapter 6, Thailand is an exception, as it provides comprehensive healthcare services to all migrants and refugees, including those in an irregular situation.[54] A preliminary overview of health coverage offered by host governments to migrants and refugees shows that the main trend is to give access to emergency care for adults and children, while children may also benefit from primary care in certain countries. Mental healthcare services, psychosocial support and family counselling, which migrants and refugees need, are often scarce, inadequate or inexistent. Health services seem to be much more restricted than education, and often are provided by civil society and humanitarian organizations, sometimes even in developed countries. Their delivery at the local level is also subject to inter-agency coordination loopholes.

In the European Union, only a small number of countries provide asylum-seekers and migrants in an irregular situation with access to national health insurance; and when they do, important barriers exist against the actual use of these services. Minors, regardless of their legal situation, often have access to emergency care, and sometimes also to primary care. All but eight EU countries grant minors the same level of health care as they do to their citizens. For adult migrants and refugees, six countries restrict their entitlements to emergency care only, and twelve allow migrants in irregular situations limited access to specialist services like maternity care and treatment of HIV and infectious diseases.[55] In many cases, migrants and refugees' access to healthcare services depends on the local regulations, hospital management rules and the level of awareness and receptivity of skilled healthcare staff.[56] In many developed countries where there is no legal or actual healthcare access for migrants and refugees, the latter may benefit from public health safety-nets, which are community health clinics. These clinics charge nominal fees for providing basic health services to the indigent, sometimes employing doctors in training or medical students.[57]

Barriers to access to healthcare include linguistic challenges, low levels of information on access possibilities on the part of migrants and refugees and the difficulties implied by distinct cultural norms which may impact doctor-patient interactions.[58] As shown in Box 5.6, one innovative example in the health sector comes from South Africa, where several municipalities have increased migrants' and refugees' access to health services while also enhancing their access to employment.

Box 5.5. Republic of Turkey, Istanbul Metropolitan Municipality's Youth Council

Turkey hosts more refugees than any other country in the world. Local governments are starting to play a role in responding to the needs of migrants and refugees. One example comes from Istanbul, where the metropolitan municipality created online and offline platforms for bringing Turkish and Syrian youth together as members of the Youth Council. The Council offers courses in language, arts, music, mathematics, sports, extra-curricular activities like, entrepreneurship and leadership.

Horizontal integration--Horizontal integration occurred at the local level as local government organizations and their foundations and affiliated non-governmental organizations participated and collaborated with each other. The Council cooperated with the network organizations of municipalities in Turkey to create projects of social inclusion and refugee integration.

Vertical integration--As a locally-grounded initiative, national government agencies were not involved.

Engagement--The metropolitan municipality has collaborated with the local food banks and the Turkish Red Crescent to deliver supplies and organize mobile kitchens around Turkey. The Council also organized the World Humanitarian Summit Youth Forum together with UN-habitat, the Union of Municipalities of Turkey, UCLG--United Cities and Local Governments, INGEV--Human Development Simulation and the Youth Council of Paris.

Source: UNPSA, 2017.

> ## Box 5.6. South Africa, City of Johannesburg's Rosettenville and Yeoville Municipalities
>
> South Africa, host for migrants and refugees from the rest of the continent, has been revamping its policy and institutions to strike a balance between the human rights and the security dimensions of migrations. One example from the local level comes from the Rosettenville and Yeoville municipalities, which have hired migrant nurses without legal work authorization to provide translation and interpretation services in local public hospitals and clinics. The initiative helped solve the problem of recurrent conflicts between the healthcare personnel and migrant patients. It also created employment for the migrant nurses.
>
> **Horizontal integration**--Municipalities cooperated with each other and three other cities replicated the arrangement. Horizontal integration thus occurred at the local level without an explicit role of the national government.
>
> **Vertical integration**--The City of Johannesburg has its own local migration policy. It has Migrant Help Desks spread across the city. It also has an Advisory Committee composed of relevant stakeholders.
>
> **Engagement**--Municipalities cooperated with the African Migrants Solidarity and the Refugee Nurses Association as well as Ford Foundation's grantee, the Population Council, and some national foundations.
>
> *Source*: UNPSA, 2012.

5.3.2. Vertical integration

Both successful SDG implementation and migration governance depend on effective local action and effective alignment between the national and sub-national levels. Cities and urban areas, where more than sixty percent of migrants and refugees reside, are prominent actors in migrant integration. This has led some scholars to talk about a "*local turn*," defined as the increasing activism and role of local governments and institutions in migration.[59] In Europe, for instance, while national migration and integration policies have become increasingly restrictive in the past few years, urban migrant integration policies have experimented with inclusive and intercultural forms of integration,[60] giving way to the ideas of "urban citizenship"[61] or "denizenship".[62] These concepts tend to redefine migrants and refugees as active developmental actors of their communities rather than passive aid recipients or security threats.[63] One illustration of the increasing role of the local level in responding to migration can be seen in the adoption by local authorities of migration policies seeking talent and promoting diversity such as in the United States,[64] Mexico[65] and Spain.[66] Local governments have provided sanctuaries to migrants and refugees --overall or with respect to specific sectoral policies. Others, like Chinese provincial governments and metropoles, have enacted talent attraction policies to compete in attracting high-skilled migrants.[67] Still others, like Brazil, have also followed similar approaches for both low- and high- skilled migrants and refugees.[68]

The opening of local governments to migrants and refugees has largely hinged upon their financial and human capacities and resources. In Turkey, Morocco and Jordan, for instance, legal, structural and financial needs of many municipalities have led them to ask for central governments' assistance to respond to the needs of migrants and refugees.[69] A study found that Tangiers, a main migratory transit and recipient city, had no reception, orientation or information services for migrants. Several municipalities in Turkey have also struggled with the lack of a legal mandate to offer services.[70] Other municipalities with sufficient financial means and know-how have offered a variety of services to migrants and refugees.[71]

The dynamics of local and national politics, including political affiliations and ideologies of the relevant actors, play a prominent role in whether and how municipalities and local governments strive to integrate migrants and refugees, with examples of local governments using the refugee crisis as a tool to obtain benefits and resources from the central governments and line ministries. Unwillingness of strong centres to cede power and resources to the local level also seems commonplace.[72]

Local governments' integration of migration into development policy-making has followed at least three different yet interrelated patterns: creation of separate offices within municipalities, local-national contracts and *ad hoc* outreach activities.

First, many local governments faced with the challenge of accommodating newly arrived migrants have created separate offices, units or commissions (Germany, Jordan, Brazil, Mexico, France, Philippines, Scandinavian countries). In the Philippines, for instance, several local government units have set up Migration Resource Centres. POEA–Philippine Overseas Employment Administration and OWWA–Overseas Workers Welfare Administration have forged partnerships with local governments to increase the reach of their services through these resource centres. In Pakistan, each region has a Commissionerate for Afghan Refugees (CAR),

which reports to the Chief Commissionerate in Islamabad at the Ministry of States and Frontier Regions (SAFRON). The Federal Republic of Germany has instituted the Office of Refugee Coordinator at the state level.[73]

Second, local-national-civil society contracts, coordination mechanisms or other institutional mechanisms are established based on the engagement of diverse partners from civil society, private sector as well as migrant and refugee organizations. Sometimes, these contracts and the key role of the local administration in migration were inserted into the national migration strategy (France, Russia, Turkey, United Kingdom). The United Kingdom's Home Office in charge of migration, for instance, launched the UK's Strategic Migration Partnership[74] to incite competition among local authorities in refugee resettlement.

Third, institutional migration governance at the local level has involved the launching of ad hoc task forces, working groups, outreach sessions and conferences on migration and development related issues (Croatia, Hungary, Israel).

Many countries have followed all or some combination of these three approaches. For instance, many municipalities and cities in the United States have used eclectic approaches to addressing migration.[75] The Welcoming America Initiative has started rating and certifying local governments in their efforts to integrate migrants and refugees. In September 2017, the city of Dayton in Ohio became the first certified inclusive city of migrants in the United States. In Greece, the city government of Athens recently cooperated with UNICEF, the European Union, the national government's Department for the Support and Social Integration of Migrants and Refugees as well as the non-governmental organization Solidarity Now to launch its own Blue Dot, i.e., Child and Family Support Hub for Migrants and Refugees.[76]

Local governments are also active in data collection and the provision of interlinked services to migrants and refugees. Germany's recent Data Exchange Enhancement Act takes steps towards the creation of a national central database for asylum applications and information relevant to refugees. Some state governments in North Rhine-Westphalia in Germany have already created one-stop-shops for migrants and refugees called Integration Points. Integration Points bring together municipalities, local job centres, welfare offices, the IQ Network (involved in qualification recognition) and representatives of employers' associations, to provide information, administrative acts and integration measures both for asylum seekers and refugees.[77] Philippine Overseas Employment Administration, POEA has also introduced one-stop-shops recently. These centres gather in one location the government agencies where applicants or overseas workers secure documents needed to process their papers.

These trends show that local governments are at the forefront of innovative migration institutionalization and policy-making. Local approaches and policies can contribute to the integration of issues related to migrants and refugees into sustainable development policies regardless of the government system in place (federal vs. unitary or other), economic development (developed vs. developing), legal framework (case vs. civil law or other), the dominant place of the country or of the city on the migration routes (sending, receiving, transit country or a combination of those) and their historical and cultural idiosyncrasies (legacy of colonialism). Decentralization and well-functioning relationships across levels of government seem to increase the level of vertical policy integration in migration.[78] Vertical policy integration is often stronger when it is formulated and implemented together with civil society, academia, grassroots, faith organisations, private sector, diaspora, migrant and refugee organisations, and other stakeholders.[79]

5.3.3. Engagement

Out of the 29 countries examined in this chapter, 13 had a national umbrella organization such as a National Refugee Council or National Migration Commission, assembling civil society organizations established to assist migrants and refugees. Kenya, Pakistan, the Philippines and Turkey had such umbrella organizations as did Australia, Denmark, Finland, Germany, the United Kingdom, Spain and Sweden. For some countries, no information was found. More studies are needed to ascertain the presence and types of civil society organizations in different countries. For instance, sectoral or local non-governmental organisations versus international civil society organisations might have a differential impact on policy integration.

Ten countries were found to have civil society organisations (CSOs) participating in policy-making on migration, either as constituent members of the relevant national and local migration institutions or as advisers. In France and Canada, CSOs are active partners of national migration agencies and are legally recognized service providers. In other countries like Germany, they are also integral parts of national and local policy-making, including in cultural areas.

In Mexico, civil society is engaged as service provider at the local level, as illustrated by the significant community outreach and local assistance activism by Casa Refugiados, the National Human Rights Commission and local chapters of the international non-governmental organisation Scalibrini International Migration Network.[80] Several NGOs were involved in the design and implementation of the programme "tarjeta huésped," of the government of Mexico City. Tarjeta huésped provides migrants and refugees with access to healthcare, education and legal counsel, which are expressed

in the City Constitution as basic rights.[81] Other examples come from the city government of Madrid,[82] which has put together a permanent list of stand-by refugee volunteers to assist migrants and refugees, and the government of California in the United States,[83] which has hired local CSOs to train civil servants on migrant and refugee integration and service delivery.

Diaspora and returnee organisations funded and run by former and current migrants are also very important actors of engagement. In Algeria, for instance, the ADEKA--Kabylie's Association for Development funded by returnees to Algeria supports local and national development projects in cooperation with local governments and other civil society actors on the ground. It also cooperates with AMSED--Association of Migrations, Solidarity and Exchanges for Development in France to support rural development in Kabylie, Algeria.[84] Haitian diaspora organisations have focused their interventions on gaps in health care delivery and education. The Ministry of Haitians Living Abroad (MHAVE) has made significant efforts to reach out to diaspora groups before and following the massive destruction caused by the 2008 earthquake there.[85]

In sum, in many countries, civil society often plays an active role in national migration governance, albeit in diverse ways and capacities. In fact, it has been argued that in Germany, volunteer action has largely substituted for (and not only supplemented) state activities, as public institutions have been at times overloaded in the face of demands from migrants.[86] At first glance, civil society engagement in migration does not seem to strictly correlate with either economic development or system of government. National level engagement of non-governmental actors seems to be stronger in open and transparent governance systems. Engagement at the local level seems to be high in such contexts, particularly when coupled with effective decentralization and inclusive local governance. Local level engagement also tends to climb when national migration policies and institutions are either absent or inadequate.

The role of the private sector in migration has not been extensively discussed in the literature. The International Chamber of Commerce (ICC has identified the global refugee crisis as one of its priority focus areas together with sustainable development, trade and digital economy.[87] Rotary International has galvanized an effort of charitable contributions worldwide through its *ShelterBox* project partner in emergency disaster relief. Several multinationals such as Chobani, Ikea, Starbucks, Airbnb, Uber, SpaceX, Google, Coursera, UPS and Turkcell have taken strong stands in relation to migrants, introducing innovative schemes for hiring, assisting and training refugees as well as sensitizing the public about the issue. Quite separate from this, small and medium enterprises (SMEs), social enterprises, and entrepreneurial initiatives by migrants and refugees themselves often play a critical role in livelihood generation for migrant populations and contribute to the offer of services for migrants and refugees, particularly at the local level. The impact of the private sector can also be a double-edged sword. For instance, many companies engage in exploitative work practices, and informal labour markets in relation to migration remain a concern in developing and developed countries alike. More research is needed on the role of the private sector and its various components and its partnerships with governmental and non-governmental organisations in relation to migration and its linkages to development.

5.4. Innovative public services for migrants and refugees: the case of housing

Public service delivery to migrants and refugees can be challenging. Public services targeting urban refugees versus those catered to those who reside in remote rural areas and others who live in refugee camps, often for protracted periods of time,[88] are often distinct and may require different approaches to service delivery. Likewise, different sub-groups of migrants and refugees will need different combinations of services.

Many countries have created or are contemplating one-stop-shops for providing unified and interlinked services to migrants and refugees. In Denmark, Newtodenmark.dk is a one-stop-shop immigration portal consolidating all relevant information and access points to services. While one-stop-shops have proved to be a useful institutional innovation, their effectiveness is said by experts to vary depending on the context.[89] One example of integrated service delivery for migrants comes from Portugal, as shown in Box 5.7.

Information and communication technology, such as the internet, smart and mobile phones, may help enhance access to services for migrants and refugees. The United Nations E-government Survey found that online public services for migrants and refugees were provided in 49 countries in 2014, which by 2016 had risen to 76 countries.[90] ICTs can give access to the necessary information on the regulations and conditions of eligibility to services. They can also help connect migrants with solidarity networks - social media groups, hometown associations and other non-governmental organisations assisting migrants and refugees, or with the private sector offering jobs, vocational and entrepreneurial opportunities. Additionally, access to information and communication technology such as social platforms and different applications can allow migrants and refugees to acquire linguistic and other training, thereby providing possibilities for them and their host communities to bridge the cultural, gender, educational and other gaps, by changing

Box 5.7. Portugal's National / Local Support Centers of Migrants, CNAIM/CLAIM

In Portugal , the High Commission for Migrations, the public institution that coordinates policy-making at the national level, has been actively promoting the integration of migrants and refugees into Portuguese society and public life based on mutual respect, dialogue, rule of law and social cohesion. Recently, the High Commission established national and local support centers, which offer migrants a comprehensive line of services. Specialized services comprise social integration income, family allowance, prenatal allowance, retirement and disability pension, and the introduction of the Office for Support of Indebted Migrants and the National Action Plan Against Female Genital Mutilation. The model has been replicated in Belgium, Germany, Czech Republic and Poland.

Horizontal integration--Three national hubs were created. A centralized phone hotline service in different languages was introduced. The national and local support centers are under the direct authority of the President of the Council of Ministers. They work in cooperation with the Immigration and Border Service, Ministry of Health, Justice, Education, and others, and are part of the National Strategic Plan on Migration (2015-2020).

Vertical integration--60 Local Support Centers were created. Municipalities handle mediation and are involved in the design and implementation of services. Mobile Field Teams were also introduced.

Engagement--70 intercultural mediators fluent in 14 languages were hired. Civil society, migrant associations and the private sector were involved in design and implementation.

Source: UNPSA, 2017.

the ways in which they communicate, interact and engage with each other.[91] Gherbtna, for instance, is a newly-launched app by a Syrian refugee living in Turkey. The app allows its users to search for nearby available job positions, and provides news on Turkish regulations regarding residence permits and registration requirements for Syrian students at Turkish universities.[92]

Among many services that are relevant, this chapter briefly examines the case of housing. Other types of services such as access to public transportation, social protection, access to banking, energy, technology, infrastructure and others are equally important but are not considered here for lack of space.

The United Nations Special Rapporteur on adequate housing[93] as well as the United Nations Special Rapporteur on the Human Rights of Migrants[94] have repeatedly expressed that a minimum level of housing assistance that ensures human dignity should be afforded to migrants and refugees, including to migrants in irregular situations. All the same, these groups often lack access to adequate housing. In some cases, the legal frameworks are in place but in practice the regulations are burdensome and the required documents are practically impossible to obtain.[95] At other times, migrants are subject to landlords' intimidation and cannot defend their rights, due to lack of adequate linguistic skills and knowledge of their rights or for fear of being deported.[96]

When migrants in irregular situations and others have access to public housing, they are often subject to eviction, often without notice or provision of alternative accommodation. Upon eviction, they may become homeless or live in less

safe conditions such as dilapidated and overcrowded dwellings, abandoned buildings, shacks with no access to basic services.[97] They can also be sent to detention centres before being forcefully deported.[98]

Refugee camps or transitional camps also often leave refugees to the whims of inclement weather, physical hazards, and unsanitary and unsafe living conditions.[99] Recognizing these shortcomings, UNHCR has attempted to provide solutions by transforming refugee camps into "integrated communities," where refugees and local residents can trade with each other, live in harmony and access services.[100]

From the perspective of refugees, poor linguistic skills, lack of information about housing services and alternatives, discrimination, bureaucratic hurdles and lack of affordability may present barriers to their access to housing. From the perspective of public authorities, lack of financial capacity, dearth of adequate infrastructure, dispersal schemes on residency of refugees versus individual choice[101] are among the pressing challenges. From an integration perspective, national housing strategies rarely include migrants, and almost always exclude migrants in irregular situations.[102] Locally, there is often insufficient coordination among municipalities on housing policies and services as well as lack of collaboration between them and the central government. Even when policies entailing a division of labour in providing housing services exist, cooperation can be unsteady owing to budgetary and capacity-related issues.[103] Some local governments have taken measures, such as Catalonia, which developed a plan for the right to housing, including migrants as one of the vulnerable groups.[104]

Lack of integration of housing policies into national and local development plans and their limited coordination can exacerbate the difficulties faced by migrants and refugees trying to find adequate shelter. In many countries, access to social or community-based housing is unavailable for migrants and refugees, who have few choices but to rely on charitable institutions, NGOs and private citizens to find accommodation.[105] Innovations in housing services for migrants and refugees have included an expanded role of civil society, the use of technology to engage communities, and the rapid building of non-traditional housing facilities such as multi-family dwelling units, residential hotel units, containers transformed into homes, hosting of migrants and refugees by local families in their homes, and others.

One specific example of innovative housing policy with respect to refugees comes from Hamburg, Germany, which developed a City Science Lab where citizen volunteers help find homes for refugees. Drawing on data provided by the planning department of the Hamburg government, this exercise helps hone the local knowledge about the available land and potential building sites. It also helps connect locals with migrants and refugees. Hamburg has also challenged the national housing code to enable the city to place refugee centres in underutilized commercial buildings and on open sites in residential neighbourhoods.[106]

Innovative housing schemes have not only originated from local or national governments and civil society organizations. Refugees and migrants themselves have participated in the stream of creative housing solutions and services. One such example comes Tindouf, Algeria, where a Sahrawi refugee has been building homes out of plastic bottles for refugees in his camp.[107]

5.5. Conclusions

Policy-makers and policy communities[108] across the world are interested in learning about institutional and public management modalities, legal policy frameworks, institutional arrangements, and administrative measures to better link international migration with policies for sustainable development.[109] Taking stock of this need, this chapter asked what is the role of public institutions and public servants in facilitating effective and inclusive policy-making, and in making the relevant linkages between international migration and the SDGs and relevant targets.

The answer to this question is complex. Migration can be seen from a multiplicity of perspectives – economic, security-related, human rights-related, etc. This requires multi-disciplinary and multi-dimensional approaches. Some scholars have underlined the need for public institutions and public servants to play a greater role in integrating migration with sustainable development.[110]

In many countries national administrative capacity is already weak and unable to fulfil the needs of the citizens. Within countries, there is also often a difference of capacity between the central level of administration and the local level, as well as between large cities and small towns – the latter may more easily be overwhelmed by the overstretch of public services.

Given the complexity of horizontal and vertical coordination in relation to migration issues, it is important to clarify the responsibilities and accountability of the various parts of government, as well as to recognize the comparative advantages that the different levels and agencies of government may have. The local level is often an auspicious place to solve coordination issues –particularly in relation to migrants' access to housing, employment, education, health, and other services. Nationally, coordination is better handled on policy issues such as administrative clearance for admission in a country, a minimal list of things that the migrant may need initially, such as a work permit, school admission, housing, and the like. At the same time, it is important to recognize the differences that may exist across different jurisdictions in terms of capacity and resources to address the migration issue. Burden-sharing and appropriate allocation of resources is a critical aspect of both horizontal and vertical integration.

Regarding horizontal policy integration, the analysis shows that migration and refugee movements figure in countries' national development agendas, programmes, plans and legislative frameworks irrespective of their geographical location, level of economic development, and system of government. Regarding vertical policy integration, local governments, particularly cities, have played an increasing role in linking issues and concerns on migrants and refugees with sustainable development policies and approaches to public services.

This chapter also finds that engagement of non-governmental actors in migration is often strong, although understanding the role of civil society organizations, the private sector and migrant and refugee-run organisations in migration policy-making and institution-building would require further systematic analysis. Inclusive design, implementation, and participatory monitoring and evaluation of services are important.

Based on these conclusions and findings, the chapter makes the following five recommendations to policy-makers.

First, policy integration is as much bottom-up as it is top-down. While this chapter has chosen to look at the question of migration-development integration in the order of horizontal, vertical integration and engagement, engagement and non-governmental initiatives of integration are no less important than those undertaken by central or local governments.

Contributions by myriad refugee and migrant organizations to innovative service design and implementation attest to this fact. In this regard, creating national platforms for learning and sharing practices about integrative policies related to migration and development and innovative initiatives by communities could be relevant.

Second, the capacities, capabilities and resilience of migrants and refugees are key to linking migration with development. In practice, public sector innovations, particularly with respect to public services, often sprout from individual initiatives at the local level. In this regard, there is a need to undertake research on local initiatives that promote the capabilities of migrants and refugees and the steps they undertake to contribute to public innovation. Decentralization and local governance in this context can be important enabling factors for bottom-up integration.

Third, even though governments and non-governmental organisations are active in policy planning and implementation in relation to migration and development, these initiatives are only rarely evaluated. Particularly, evaluation of migration-related programmes in public administration is scarce. There is a need for taking stock of lessons learned. Monitoring and evaluation activities themselves should be integrated horizontally and vertically, with focus on proper data collection, disaggregation and analysis.

Fourth, "more integration" does not automatically result in enhanced well-being for migrants themselves, as in some cases, increased linkages across parts of the government (including at different geographical levels) can result in threats to the human rights of and opportunities for migrants. For instance, tensions may appear between the national and local levels regarding law enforcement in relation to the legal status of migrants. Public institutions must be ready to overcome such challenges, including by using effective policy integration strategies, some of which are outlined in this chapter.

Finally, integration of migration and development at all levels of public administration is not merely a technical or rational process but is also about cultural awareness, politics and perceptions. There is thus a need for putting in place appropriate awareness and communication strategies and accountability systems in public administration.

Migration and refugee issues are likely to remain high on policy-makers' agenda. Effective horizontal and vertical policy integration and engagement with non-governmental actors are all relevant to the efforts of public institutions and public administration to address them. In the end, countries' own circumstances and aspirations will determine how migration will be integrated with other sustainable development areas.

Endnotes

1 International migrants including refugees and asylum-seekers are often subject to smuggling and trafficking. This is a prime example of a policy area requiring cross-sectoral coordination. Addressing the needs of victims of human trafficking requires multidisciplinary approaches ranging from the use of law enforcement to awareness-raising and education, access to healthcare, providing protection and assistance to victims, and addressing the factors that lead to trafficking in the first place. Early detection and coordination requires the involvement of many actors, including national and local government agencies, the police, courts, social workers, healthcare personnel, educators and non-governmental organisations.

2 See page 12 for more information on the sample of countries.

3 About 2,932 applications dating back to 2002 were vetted to find about 130 relevant cases. For more on UNPSA, see https://publicadministration.un.org/en/UNPSA

4 Innovative services can be defined as those that make use of new tools, or employing the previously available ones in new and creative ways to provide solutions to specific problems, ideally in such ways that they create value for significant numbers of people, and can be rolled out and replicated in a relatively easy and cost-effective manner. On this, see Wharton. *Why Innovation Is Tough to Define — and Even Tougher to Cultivate*. University of Pennsylvania: 30 April 2013. Available at http://knowledge.wharton.upenn.edu/article/why-innovation-is-tough-to-define-and-even-tougher-to-cultivate/

5 On the causes and consequences of migration, see e.g. OECD. *Interrelations between Public Policies, Migration and Development*. Paris: OECD, 2017.

6 United Nations Department of Economic and Social Affairs, Statistics Division. Recommendations on Statistics of International Migration Revision 1. New York, 1998. ST/ESA/STAT.SER.M/58/rev.1

7 Most experts agree that an international migrant is someone who changes his or her country of usual residence, irrespective of the reason for migration or legal status. Refugees are persons who are outside their country of origin for reasons of feared persecution, conflict, generalized violence, or other circumstances that have seriously disturbed public order and, as a result, require international protection. The corresponding definition can be found in the 1951 Convention. An asylum-seeker is someone whose request for sanctuary has yet to be processed. For more on definitions, see United Nations. Refugees and Migrants. 2018. Available at https://refugeesmigrants.un.org/definitions and United Nations Refugee Agency (UNHCR). Asylum-seekers. 2018. Available at http://www.unhcr.org/en-us/asylum-seekers.html. International migration does not include internally displaced people (IDPs), who move within national borders.

8 United Nations Department of Economic and Social Affairs, Population Division. International Migration report 2017. New York.

9 For more on statistics, see the United Nations Department of Economic and Social Affairs, Population Division at http://www.un.org/en/development/desa/population/migration/data/estimates2/estimates15.shtml and the Pew Research Center. *Global Attitudes and Trends*. May 2016. Available at http://www.pewglobal.org/2016/05/17/global-migrant-stocks/?country=US&date=2015

10 United Nations High Commissioner for Human Rights (OHCHR). *The Economic, Social and Cultural Rights of Migrants in an Irregular Situation*. New York and Geneva: 2014.

11 Walker, R. et al. "Negotiating the City: Exploring the Intersecting Vulnerabilities of Non-national Migrant Mothers Who Sell Sex in Johannesburg, South Africa," in *Empowering Women for Gender Equity*

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12 See Papademetriou, D. G. and P. L. Martin, eds. 1991. The Unsettled Relationship. Labor Migration and Economic Development. New York: Greenwood Press; De Haas, M. "Migration and Development: A Theoretical Perspective," in *International Migration Review* 44, 1 (Spring 2010): 227-264. Available at http://onlinelibrary.wiley.com/doi/10.1111/j.1747-7379.2009.00804.x/full; Ibid. "The Migration and Development Pendulum: A Critical View on Research and Policy," in *International Migration* 50, 3 (June 2012). Available at http://onlinelibrary.wiley.com/doi/10.1111/j.1468-2435.2012.00755.x/abstract

13 Journals reviewed (2015-17): *International Migration, Refuge, Journal of Identity and Migration Studies, Journal on Migration and Human Security, Revue européenne des migrations internationales, Hommes et Migration, Population, Autrepart*.

14 Journals reviewed: *Public Administration Review, International Review of Administrative Sciences, Policy Sciences, Public Administration Quarterly, Journal of Public Management and Social Policy, Public Integrity, The American Review of Public Administration, Chinese Public Administration Review, CPAR, Revue française d'administration publique, Revue canadienne des sciences de l'administration*.

15 On security perspectives, see Lavenex, S. and R. Kunz. "The Migration-Development Nexus in EU External Relations," in *Journal of European Integration* 30, 3 (July 2008): 439-457; and Perin, R. C. and M. Consito. "Addressing Public Security and Administrative Protection of Human Rights in the Reception of Asylum Seekers: The Italian Paradigm." *IIAS Conference Paper*. Aix-en-Provence: France, May 2017.

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34 Country selection was made based on regional representation, government systems, economic and human development levels, legal traditions, historical backgrounds, ethnic and cultural population mixes, regime types, the dominant migrant-emitting, -transit, and -receiving country trends, etc. The selection was also largely based on the availability of information.

35 The outputs are descriptive and the goal is not to evaluate or rank countries in terms of the degree of horizontal and vertical integration or engagement.

36 The analysis was undertaken through five different means: keyword search and meaning analysis of migration and refugees found in their constitutions; keyword analysis of countries' national development programs or sustainable development plans and strategies; content analysis of countries' Voluntary National Reviews (VNRs) presented at the UN high-level political forum on sustainable development (HLPF analysis of countries' migration institutions or institutional arrangements; sectoral analysis of countries' labour, education and health policies covering migrants and refugees.

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