MC²CM

MEDITERRANEAN CITY-TO-CITY MIGRATION

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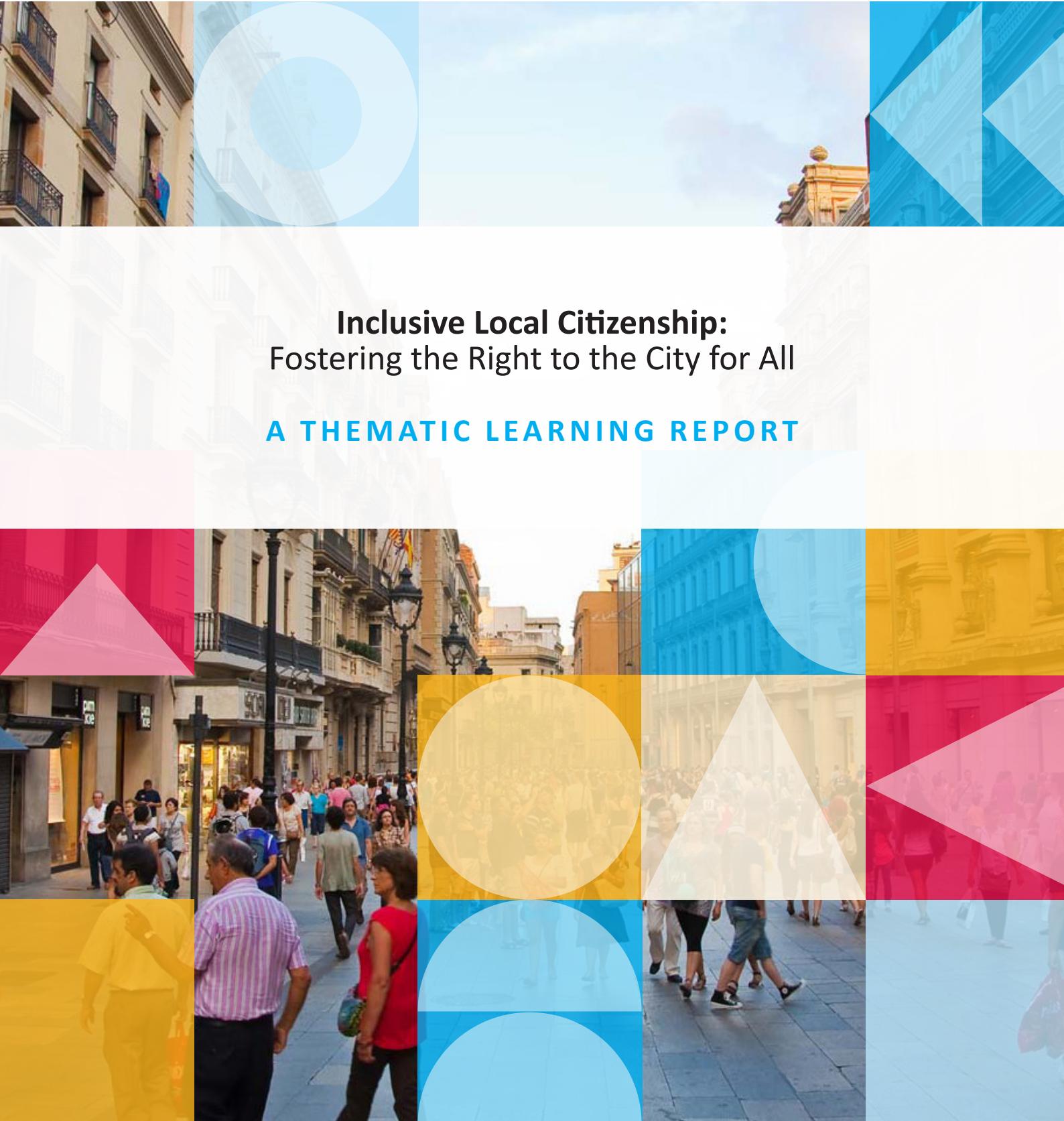
Inclusive Local Citizenship:
Fostering the Right to the City for All

A THEMATIC LEARNING REPORT

ICMPD
International Centre for
Migration Policy Development

UCLG
United Cities
and Local Governments

UCLG
Committee
Social Inclusion
Participatory Democracy
and Human Rights

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**Swiss Agency for Development
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Cover Photo: Barcelona Local "Padró" Registration System for all inhabitants (Source: Ajuntament de Barcelona)

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ABOUT MC2CM

Internal and international migratory movements in the wider Mediterranean region have a direct and long-term impact on the development of the region's urban areas, as these are often the departure, transit and destination points for migrants. As the first interlocutors of the inhabitants, local governments are also key actors in removing barriers for the economic, social and cultural inclusion of newcomers, as well as fostering their contribution and participation in the local life. In order to maximise this development potential, local governments need to be recognised as institutional partners in migration governance policies and endowed with the necessary and relative competences, resources and capacities, especially with regard to guaranteeing access to rights and services.

In this context, the **Mediterranean City to City Migration Project** (MC2CM), launched in 2015, aims to contribute to improving the urban governance of migration, particularly within a network of cities in North Africa, the Middle East and Europe. The project's activities are grouped into a **Dialogue** component to facilitate the exchange of experiences and policy options between cities, a **Knowledge** component that assists partner cities in studying their migration situation and defining their profile, and an **Action** component that accompanies the transfer and implementation of cooperation actions.

DIALOGUE

Nurturing dialogue between cities and relevant stakeholders through peer-to-peer learning and exchanges

KNOWLEDGE

Supporting knowledge generation and development of evidence-based approaches

ACTION

Providing sustainable solutions and testing tools to address migration-related challenges and opportunities

The project is implemented by a consortium led by the International Centre for Migration Policy Development (ICMPD), in partnership with the United Cities and Local Governments (UCLG) Network and the United Nations Human Settlements Programme (UN-HABITAT).

More information at:
- icmpd.org/mc2cm
- @urban_migration
- Mediterranean City-To-City Migration (MC2CM)
- https://www.facebook.com/mc2cm

EXECUTIVE SUMMARY

This report collects evidence presented on the occasion of the peer-learning event on inclusive local citizenship virtually held by the city of Grenoble in March 2021, in the framework of the MC2CM project, as well as other relevant data existing in this field. The document aims to provide accessible guidance for policymakers and other relevant stakeholders on the topic of local inclusive citizenship as a way to foster the Right to the City for all, as well as to show the policy relevance of the actions herein exposed.

Re-thinking the idea of citizenship from an urban perspective offers the opportunity to put forward alternative geographies and approaches to citizenship based on human rights principles, which entails broader processes of inclusion. Inclusion is to be understood here as strengthening the sense of belonging and full participation in the city life -either socially, politically, culturally, economically or in terms of public space usage. In that sense, local inclusive citizenship is a way to ensure the Right to the City and, accordingly, to reclaim the city as a co-created and collective space for -and by- its inhabitants, regardless of their background, social or legal status.

Overall, **local inclusive citizenship contributes to tackling inequalities at the local level, rendering public services accessible for everyone regardless of their legal status**. In parallel, it also focuses on actively dismantling xenophobia and developing social cohesion. To this end, it triggers a renewal of the local narrative on identity and conviviality, putting forward the positive contribution of all communities to cities while strengthening the sense of belonging and fostering migrant populations participation in public life, among others. This report will ungrasp some of the policies and actions implemented by municipalities in order to achieve this.

The evidence gathered showcases the following local measures aiming at ensuring the Right to the City for all and migrant's inclusion to the city through a broader and inclusive understanding of citizenship at the local level:

- Fostering new geographies of citizenship - enhancing migrant populations' access to the city services.
- Imparting 'de facto' local citizenship through migrant political engagement and public participation.
- Enhancing the role of CSOs and fostering collaboration with them.
- Guaranteeing equal rights from the point of view of universality and non-discrimination.
- Ensuring access to information to all, especially on rights.
- Highlighting the *diversity advantage* migration brings to the host communities.

Progress in these areas may be hindered by a range of obstacles, including limited competences and resources at the local level, especially as citizenship is a status traditionally granted at the national level, and its implications are highly intertwined with the image of the nation. In this regard, local citizenship can be seen as a platform to foster local political innovation aimed at upholding universal human rights from the bottom-up. Although national institutions might express reluctancy, some actions can be carried out in the local sphere in order to ensure migrant's Right to the City and full respect of their rights.

In 2020 and 2021, the impact of Covid-19 has added a set of new obstacles, mainly in terms of changing priorities, as municipalities often find themselves overwhelmed by the pressure of the pandemic in basic service provision and local governance. This will likely continue to affect developments in the mid-term, but ultimately, vulnerable populations are the ones who are the most affected by these events.

The report closes by presenting some key aspects and recommendations that should inform work in this area, including:

- **Considering structural change and long-term policies beyond short-term measures.** While the latter can be positive in showcasing change and innovation, fostering inclusion is a long-term matter, and so a concern with its lasting legacy should lead to prioritizing long-term and sustainable initiatives. These, in turn, go hand in hand with the idea of capacity building at the local level.

- **Fostering collaboration between different stakeholders.** Both vertical (connect with global agendas, coordinate with national and regional governments) and horizontal collaboration (city-to-city, with CSOs and different local stakeholders) are key in order for inclusiveness efforts to be consistent.

- **Shifting the narrative on citizenship and migration and capitalizing on its diversity advantage.** Municipalities have the potential to enhance the role of cultural diversity as an asset that brings competitive benefits for cities, both in economic, sociocultural, and political terms.

- **Focusing on information as a key element.** Cities need to have tools allowing them to know the profiles of migrant, refugee and displaced populations, and those need to know the opportunities and services offered by the municipality.

- **Reducing administrative barriers to access municipal services** by making administrative and bureaucratic processes accessible and easy.

- **Providing services regardless of legal status**. Local citizenship espouses a philosophy that **grants access to rights on the basis of residence** and promotes the inclusion of all the inhabitants of the city, regardless of their legal status.

- **Initiating participative democratic processes.** Participation of migrant populations in the city must first and foremost involve their participation in its democratic processes, such as **participatory budgets, public consultations, assemblies, etc.** These are overall a way to ensure migrant's Right to the City and recognition as **full-fledged members** of the local society.

KEY CONCEPTS AND FRAMEWORKS

Reclaiming the notion of Citizenship at the local level

Momentum concepts [such as citizenship] 'unfold' so that we must continuously rework them in a way that realizes more and more of their egalitarian and anti-hierarchical potential[1]. John Hoffman

Citizenship is a key political concept in contemporary democracies for its legal implications and the rights that the status confers. Living in a democratic society without being considered a citizen is equivalent to living on the margins of the legal and civic framework. Therefore, changing the focus from which to think about citizenship and doing so from the local framework is a way to ensure that every inhabitant of a city is considered an **equal citizen**, and that his or her **basic, social and political rights are respected.**

The idea of citizenship first emerged in the **Greek Polis**, and so citizenship is a concept that was originally conceived from the local level. It is well known that such citizenship was essentially exclusionary, so by no means it is about taking it as a model. Yet, it is worth recalling that thinking about citizenship from the local level is anything but new, and that it goes hand in hand with the very origin of **democracy.**

This is not surprising if we think about the fact that c**ities are the first stage where public and collective life is manifested** (i.e. where the political and civic spheres develop and are experienced) and where the first declarations of the rights of communities in places are proclaimed (i.e. see the Cyrus Cylinder[2], VI a.c, Iraq). People identify easier with the local realm than with the national sphere, as the city is the place where **everyday life, experiences, interactions with others but also with space occur.** Indeed, citizenship as a **(daily) lived experience** cannot be divorced from its spatial context. These interactions and shared spaces -both physical and conceptual- are the pillars for a **common life and ultimately a collective identity** that respects everyone's particularities. This is relevant as citizenship is also associated with a sense of **relevance** and **acceptance.**

This approach is about understanding space, and in this case, cities, not as empty or pre-existent landscapes of inhabitant's activities, identity and culture, but as **mobile, fluid and ever-changing entities** which are **transformed on the basis of individual and collective practices.** In that sense, cities have traditionally been evolving on the basis of countless generations of migrants, whose contribution needs to be acknowledged and valued.

1 John Hoffman has described citizenship as a 'momentum concept'. Hoffman, J. (2004, p. 138) *Citizenship beyond the State* (London: Sage).

2 The Cyrus Cylinder is a proclamation by the Persian king Cyrus the Great (ca 590– ca 529 B.C.), inscribed on a clay cylinder in Akkadian cuneiform script. It speaks of Cyrus the Great as a benefactor to the citizens of Babylon and repatriating deportees/detainees back to their settlements. Simonin, A. (2012) The Cyrus Cylinder. World History Encyclopedia. https://www.worldhistory.org/article/166/the-cyrus-cylinder/

The very origin of the word "citizen" already points this out, as it is etymologically derived from the latin *civitas*, which means city. A *citizen* is simply an inhabitant of the city. Hence, it is not strange to see new initiatives emerge aiming at shifting the narrative on citizenship from the national to the local level. However, one cannot think of a local citizenship that is not inclusive, which is ultimately what is at stake. More and more local governments are promoting this vision and carrying out policies along these lines. **Local citizenship grants rights on the basis of residency, regardless of the official legal status, and tries to fill the gaps that irregular administrative status create or widen, often discriminating or criminalizing certain groups of the population for being unable to access regular mobility pathways.**

In an **increasingly urbanised world** with significantly **rising transnational flows** triggered by human mobility trends[3], fostering inclusive local citizenship is a **necessary step** towards ensuring **full respect and compliance with human rights.** Shifting the narrative on citizenship and developing policies devoted to ensuring the full c**ompliance with the rights** -but also **obligations**- granted by the status of citizen is the basis for securing the **Right to the City** for all.

Moreover, emphasising on the inclusive potential of citizenship is by no means redundant, since citizenship, as historically proven, is intrinsically exclusionary. Nonetheless, and as a way to overcome the tension caused by these two sides or dynamics of citizenship, there is an increasing urge to reverse this interpretation of citizenship and to put forward a **more egalitarian one** that materializes in the local sphere. As stated by John Hoffman, the **"egalitarian and anti-hierarchical potential" of citizenship needs to be put forward.** As such, citizenship opens the door for **re-interpretations, both in terms of those who are covered by it, and in terms of the institutional or spatial framework through which it operates.**

3 Cities are the main destination for migrants: 60% of the 14.4 million refugees worldwide and 80% of the 38 million internally displaced persons reside in urban areas (UN Habitat, 2019: https://unhabitat.org/sites/default/files/documents/2019-07/un-habitat_selected_migration_projects_spreads_small.pdf)

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The Right to the City

The Right to the City is far more than the individual liberty to access urban ressources: it is a right to change ourselves by changing the city.[4] David Harvey

4 Harvey, D. (2008). The Right to the City. New Left Review 53.

5 Lefebvre, H. (1968) *Le Droit à la Ville* (Paris: Éditions Anthropos).

The Right to the City, an idea first introduced by the French philosopher, sociologist and urbanist **Henri Lefebvre**[5] in 1968 as a fundamental critique to the impact of capitalism and individualism in urban life, has evolved into a more complex political concept and call for action. As such, it has inspired local human rights defenders, local governments and advocates across the world to propose new ways to realize the city as a common good and a place where communities can strive to directly obtain their rights. In these efforts, several shared values have been proclaimed by most adherents: for instance, those of collective, grassroots organization; the social function of the city, urban habitat and public spaces; and human rights universality and interdependency.

For many local government adherents, the right to the city refers to the creation of **decentralized, inclusive and sustainable cities that ensure space -both physical and conceptual, health, education, leisure and culture for all its inhabitants.** It is first of all about ensuring **equal access to services** , but also about **reclaiming the city as a co-created and collective space for -and by- its inhabitants, regardless of their background, social or legal status.** In so, the city serves as a space of **exchange** and **interculturality**, where spatial inequalities and marginalization are prevented or addressed, and where **urban space and governance are inclusive and collective sites.** In that sense, ensuring the Right to the City and inclusive local citizenship are two processes that go hand in hand.

Ultimately, a key contemporary added value of the right to the city lies in the fact that it has brought together very different types of stakeholders – grassroots activists, local government advocates, city networks – to proclaim alternative approaches to mainstream urbanization and to reclaim a rights-based implementation of sustainable development agendas. Facing inequality, climate and democratic crises, the Right to the City allows local actors (from government to activism) to promote an alternative agenda and action plan.

Local Inclusive Citizenship

> *If you asked a mayor, 'Do you think immigrants should be allowed in [the city] or not?' they'd say 'They are here'.* Benjamin Barber, 2013[6]

The intertwined nature of the **local, national and international spheres** and their different legal frameworks, render inclusive citizenship a **complex and challenging topic.** The broader understanding of citizenship is and entails, among others:

6 Barber, Benjamin (2013) *If mayors ruled the world: Dysfunctional nations, rising cities.* Yale University Press.

- Access to basic services
- Political participation
- Sense of belonging
- Human rights and non-discrimination
- Collective memory and interculturality
- Legal status

```
           Social           Economic

                  CITIZENSHIP

           Cultural          Political
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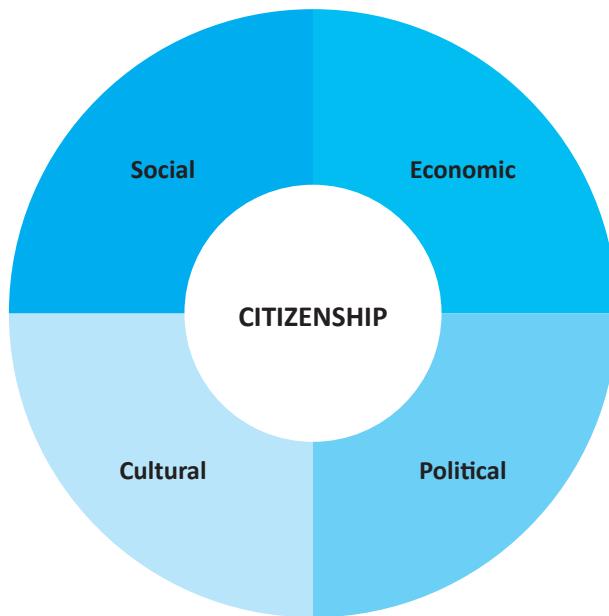
Citizenship is based on different pillars that need to be equally balanced and achieved. Those pillars include legal, economic, political and identity dimensions, which are strongly tied to recognition. Yet, defining identity is a complicated task, especially for those who may struggle in the process of adapting to a new society while trying to preserve their own culture, habits and traditions. However, local spaces for exchange and frameworks for action that ensure not only that a person's identity is respected, but also heard, are possible and essential in order to ensure inclusive societies. Identity aspects at the local level are related, among others, to **enjoyment of cultural rights, political expression and participation, public space experiences,** or the right of all residents to **shape and change their city** by their collective actions. Platforms through which migrants can express their ideas, needs and demands, lead, step by step, towards an enhanced sense of **shared identity** with the host community. These **inclusive socialisation processes,** together with **enhanced capacity at the local level, data collection, knowledge sharing, the dismantling of xenophobic discourses,** or **cooperation among stakeholders,** are some of the essential steps bringing us ever closer to more **inclusive, cohesive, resilient and safe urban frameworks** aligned with the **humanitarian development-peace nexus, reducing likewise the potentiality of conflict** at the local level.

Local inclusive citizenship in International Agendas

Several connections exist between these approaches and global agendas, including the SDGs, the New Urban Agenda, the Global Compacts on Migration and Refugees, or the European Charter for the Safeguarding of Human Rights in the City. Table 1 below identifies some of these connections.

International Document	Most Relevant Items
New Urban Agenda (UN Habitat, 2016)	***13.b)*** *We envisage cities and human settlements that: Are participatory, promote civic engagement, engender a sense of belonging and ownership among all their inhabitants, prioritize safe, inclusive, accessible, green and quality public spaces that are friendly for families, enhance social and intergenerational interactions, cultural expressions and political participation, as appropriate, and foster social cohesion, inclusion and safety in peaceful and pluralistic societies, where the needs of all inhabitants are met, recognizing the specific needs of those in vulnerable situations.* ***15.c) (ii)*** *We commit ourselves to working towards an urban paradigm shift for a New Urban Agenda that will: Strengthening urban governance, with sound institutions and mechanisms that empower and include urban stakeholders, as well as appropriate checks and balances, providing predictability and coherence in urban development plans to enable social inclusion, sustained, inclusive and sustainable economic growth and environmental protection.* ***28.*** *We commit ourselves to ensuring full respect for the human rights of refugees, internally displaced persons and migrants, regardless of their migration status", and recognises that migrant's presence can "also bring significant social, economic and cultural contributions to urban life.* ***40.*** *We commit ourselves to embracing diversity in cities and human settlements, to strengthening social cohesion, intercultural dialogue and understanding, tolerance, mutual respect, gender equality, innovation, entrepreneurship, inclusion, identity and safety, and the dignity of all people, as well as to fostering liveability and a vibrant urban economy. We also commit ourselves to taking steps to ensure that our local institutions promote pluralism and peaceful coexistence within increasingly heterogeneous and multicultural societies.*
Global Compact for Safe, Orderly and Regular Migration (UN, 2018)	**Objective 4: Ensure that all migrants have proof of legal identity and adequate documentation.** (f) *Review and revise requirements to prove nationality at service delivery centres to ensure that migrants without proof of nationality or legal identity are not precluded from accessing basic services nor denied their human rights;* (g) *Build upon existing practices at the local level that facilitate participation in community life, such as interaction with authorities and access to relevant services, through the issuance of registration cards to all persons living in a municipality, including migrants, that contain basic personal information, while not constituting entitlements to citizenship or residency[7].*

Objective 15: Provide access to basic services for migrants.

> 31. *We commit to ensure that all migrants, regardless of their migration status, can exercise their human rights through safe access to basic services. We further commit to strengthen migrant-inclusive service delivery systems, notwithstanding that nationals and regular migrants may be entitled to more comprehensive service provision, while ensuring that any differential treatment must be based on law, be proportionate and pursue a legitimate aim, in accordance with international human rights law.*

Objective 16: Empower migrants and societies to realize full inclusion and social cohesion

> 32. *We commit to foster inclusive and cohesive societies by empowering migrants to become active members of society and promoting the reciprocal engagement of receiving communities and migrants in the exercise of their rights and obligations towards each other, including observance of national laws and respect for customs of the country of destination. We further commit to strengthen the welfare of all members of societies by minimizing disparities, avoiding polarization and increasing public confidence in policies and institutions related to migration, in line with the acknowledgement that fully integrated migrants are better positioned to contribute to prosperity.*

Objective 19: Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries.

> (c) *Invest in research on the impact of non-financial contributions of migrants and diasporas to sustainable development in countries of origin and destination, such as knowledge and skills transfer, social and civic engagement, and cultural exchange, with a view to developing evidence-based policies and strengthening global policy discussions;*

European Charter for the Safeguarding of Human Rights in the City (Saint Denis, 2000)	*Good administration of cities requires respect for and guarantee of human rights for all inhabitants without exception* **Art.II:** Principle of Equality of Rights and Non-Discrimination: 1) *The rights contained in this Charter apply to all persons who inhabit the signatory cities, irrespective of their nationality, henceforth known as "citizens".*
UN 2030 Agenda for Sustainable Development / Sustainable Development Goals (UN, 2015)	**Target 1.4:** *By 2030 ensure that all men and women, particularly the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership, and control over land and other forms of property, inheritance, natural resources, appropriate new technology, and financial services including microfinance.* **Target 10.2:** *By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.* **Goal 11:** *Sustainable cities and communities* *Make cities and human settlements inclusive, safe, resilient and sustainable.*

7   It is worth recalling that the Global Compact for Migration is an agreement negotiated and endorsed at the national level. The last remark of this point is indeed part of the local-national gaps in mandates and hence the complexities of the notion of citizenship, that stems directly from the national level.

KEY LEARNINGS

This section draws key learnings on local approaches to citizenship based on evidence gathered at the Grenoble Peer-Learning event and from other relevant sources. The section focuses on policy areas where measures for the inclusion of migrant, refugee and displaced populations may be adopted. Local inclusive forms of citizenship can be achieved through concrete practices and actions, some of which are illustrated with the following examples.

1. Fostering new geographies of citizenship- enhancing migrant populations' local citizenship or how to secure local access to services

In practice, Nation-States continue to play a pivotal role in regulating access to territory and to citizenship rights for migrants, and therefore, the access to city services is often constrained by national mandates. Still, local governments are the first administrators confronted with migrants and their needs. In order to secure access to services, local governments have found various ways to overcome existing limitations posed by national or even regional administrative status, relying particularly on soft law arrangements aiming at developing a local institutional notion of rights.

Indeed, migrant and displaced communities that have been denied legal citizenship encounter many barriers when interacting with the host societies, their administrations, and therefore their services, which hinders the right to inhabit the city and the Right to the City itself. This inability to access services, health, education, housing, or other opportunities offered by the city (whether employment, interpersonal, sociocultural, or other) further hampers migrants' potential long-term integration. Therefore, ensuring migrant's access to services is a key step towards creating a more inclusive, and hence, cohesive society.

To do so, the notion of citizenship itself is to be reassessed and, in order to overcome these shortages, it is precisely at the local level where innovative and pragmatic solutions happen. In that sense, it is key to shift the narrative by advancing an idea of citizenship at the local level based on other forms of belonging other than legal status or place of birth, such as residency. Granting a formal residency or a local identity card is a concrete administrative action that serves as a first step towards accessing the city's services, and therefore, a first step towards ensuring migrant's rights.

BARCELONA'S LOCAL REGISTRATION SYSTEM AND NEIGHBOURHOOD DOCUMENT

In order to curb the barriers that prevent some parts of the population from access to services at the local level, the Municipality of Barcelona is committed to two concrete actions aiming at advancing an idea of citizenship based on residency, paying particular attention to vulnerable foreign residents:

– A local registration system. The "política d'empadronament actiu" is a key policy implemented by Barcelona over the last years. The city built on its autonomy to manage the padrón system (local registry of city residents) to proactively register migrants, especially those in an irregular situation. Having the "padrón" means to be officially registered in the city, which is a necessary condition to access the city's services, such as public healthcare, basic schooling for children, and many other procedures at the municipality. Registration for vulnerable people without a permanent address is also possible. It also allows the city to better identify existing realities and demographics of the city and map its population.

– A neighbourhood document. It was created in 2017 and targets people in an irregular administrative situation. This document assesses and validates the degree of integration in the city through employment, social or family ties (one of these must be accredited, not all of them). It was designed to prevent migrant's expulsion or transfer into Foreigners' Detention Centres (CIEs in Spanish). The neighbourhood document can be requested by adults regardless of their administrative situation, who must have been registered for at least 12 months in Spain, and at least 6 months in Barcelona. Therefore, these two mechanisms exposed are complementing, as they target different profiles.

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Barcelona Local "Padró" Registration System for all inhabitants (Source: Ajuntament de Barcelona)

The International Observatory on Participatory Democracy at the Geneva Citizen Forum of September 2020 (© Forum Citoyen / Yves Leresche)

Reversing the exclusionary concept of citizenship and putting forward new geographies of citizenship based on residency and on the humanitarian notion of inclusive local citizenship also involves initiating broader processes of inclusion in terms of **strengthening the sense of belonging and full participation,** which will later be explored. Moreover, through dedicated municipal services, local governments also **support migrant residents in their national citizenship application process,** as the Barcelona example shows.

These are some concrete actions aiming at facilitating access to services:

- **Issue formal residency** or **identity cards** and **facilitate access** to these as well as streamline bureaucratic processes.

- Establish and strengthen **easily accessible municipal service points** that are migrant-inclusive, **offer relevant information** on basic services and **facilitate safe access** thereto. These service points should be both physical and online. For that, create **user-friendly internet platforms** in different languages.

- **Socio-linguistic workshops** aiming at informing migrants about the habits, cultural, social and political reality of the host country. Moreover, **language workshops are key**. Learning the language is the **first step towards integration**, as it allows access to the city services and labour

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market, as well as overall communicating with its inhabitants, which is the first step towards **mutual understanding and respect.**

- Creation of **infographics, local guides** and **practical toolkits** showcasing how to access services and where to do so. This is fundamentally a human rights awareness exercise.

- Regarding health services, **incorporate the health needs of migrants** and **train health-care providers** on culturally sensitive service delivery, taking into consideration relevant recommendations from the World Health Organization Framework of Priorities and Guiding Principles to Promote the Health of Refugees and Migrants.

- Facilitate **access to decent work and employment** for which migrants are most qualified. Some local governments are introducing this type of criteria in public procurement policies or within their own human resources and municipal staff policies.

- **Trainings for civil servants** can be carried out. Civil servants (social workers, police officers, etc.) at the local level often lack the knowledge of the legal frameworks and of migrants' rights. **Strengthening their knowledge** and capacity in this field is needed in order to ensure a proper functioning of the services offered by the municipality.

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2. Imparting 'de facto' local citizenship through migrant political engagement and public participation

As briefly exposed above, citizenship and democracy are two concepts that not only go hand in hand, but that need each other in order to be meaningful. In that sense, it is not surprising that one of the most relevant attributes of citizenship is the ability to **participate in democratic processes**, either directly or indirectly.

By fostering **inclusive governance structures**, municipalities seek to stimulate refugee, migrant and displaced population's participation in public life, providing them with mechanisms to get access to platforms through which to express their needs, opinions and views. It does so because participation plays a key role in **advancing residents' both factual belonging and sense of belonging to an urban community.** Factual belonging in the sense that **civic and political participation are the primary expressions of citizenry, and ultimately, of democracy itself.** Furthermore, and related to the sense of belonging, local citizenship allows spaces for r**ecognition of otherness** and **cultural diversity**. Recognition here, based on equality and respect, is a key notion that guides the idea of local inclusive citizenship.

Apart from the benefits that civic and political participation have for migrants and their inclusion process in the host communities, the latter also benefit from it and from direct models of participatory democracy. Participatory processes allow to create a **common vision of the city** and help build more **socially cohesive communities.** In that sense, diversity has to be reflected in the processes of political participation: local authorities need to make sure that participation does not reproduce schemes of inequalities and segregation. Enlarging the participation

has two main purposes: first of all, it aims at enhancing public policies, taking into account that **everyone's voice helps minimise the potentiality of conflict.** Second of all, it enhances the right to participate, as being a citizen means to be recognized as a peer by others. It is overall a way to ensure migrants' Right to the City through their participation and recognition as **full-fledged members** of the local society. This ability of all members of society to interact with one other as peers is what is often referred to as the '**participatory parity**'[8].

As exposed by the **International Observatory on Participatory Democracy,** this engagement has multiple benefits, both for migrants and for the host communities:

8   Fraser, N. (2003, p.36) Social justice in the age of identity politics: redistribution, recognition and participation, in: N Fraser & A. Honneth (Eds) Redistribution or Recognition? A Political-Philosophical Exchange (London & New York: Verso).

Benefits for immigrants & refugees	Benefits for host communities
• Address community problems with relevant solutions. • Feel more at home in society. • Interact with government, schools, and other public institutions in constructive ways. • Improve language skills & learn social customs of the host community	• Foster cultural exchange and learning. • Identify common challenges and values. • Improve social cohesion, bringing together different communities. • Direct public spending to address community needs. • Help all community members realize their human potential.

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THE INTERNATIONAL OBSERVATORY ON PARTICIPATORY DEMOCRACY - IODP

The International Observatory on Participatory Democracy (IOPD) is an international network open to all cities, organizations and research centers interested in learning about, exchanging, and applying experiences of participatory democracy at the local level. It was founded in 2001 within the framework of the European Commission's URB-AL program for decentralized cooperation, and now works together with UCLG towards the common goal of fostering participatory democracy and creating synergies between cities, organizations and research centers in order for them to think about the quality of democracy at the global level.

The Observatory aims in particular to provide mechanisms for migrants to get access to platforms through which to express their needs, opinions and views, with the ultimate goal to make their role effective as full citizens of the city. It is overall a way to ensure migrants' "Right to the City" through their participation and recognition as full-fledged members of the local society.

The International Observatory on Participatory Democracy at the Geneva Citizen Forum of September 2020
(© Forum Citoyen / Yves Leresche)

Activities devoted at fostering open and transparent governmental practices, as for example **participatory budgets, public consultations,** or **citizen's assemblies,** are some of the initiatives adopted by municipalities to promote migrant's political and civic participation in the city.

In the first instance, these participatory mechanisms can be highly effective and practical to integrate newcomers, as the **interpersonal interactions** that occur include practices on **language learning** and **intercultural exchange**. Additionally, by analyzing how to reshape urban identities and therefore re-designing them, participation leads to strengthening a feeling of **shared community**, a more inclusive and open one. This is linked to the importance of working towards the creation of **a shared memory and joint present** in the local setting, which are ultimate components of identity.

Furthermore, fostering migrant's civic and political participation does not only refer to their individual implication in participatory democratic processes or other institutional democratic means, but also refers to their **capacity to organize and channel their views and demands, for example through associations.** Cities can actively support migrant's grassroot associations as a way of participating in the civic life of the city. This point will be further elaborated in the next key learning, i.e. that of the role of CSOs.

Moreover, encouraging and supporting migrant's political participation and the management of urban commons by migrant residents is needed in order to **overcome** and reduce **participation gaps** that are often prevalent in democratic processes. These gaps, which translate into an absence of migrant voices, often reflect political disaffection, if not a lack of trust in public institutions, and tend to favour **over-representation of anti-immigrant political** postures vis-à-vis migration issues.

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GRENOBLE, "TERRE D'ACCUEIL"

The "hospitality" and unconditionality criterias rule Grenoble's inclusion policies and public services, as every inhabitant is considered as a citizen regardless of his or her administrative status.

Grenoble is committed to the inclusion of migrants through their participation in local political life, making sure they are part of the design of local policies. For that matter, democratic citizen participation processes such as local participatory budgets, are implemented. In that sense, Grenoble officially established in 1999 the Council of Foreign Residents, a public body aiming at strengthening foreign residents' participation through consultative councils in the whole of municipal life: transport, employment, housing, education ... including also the full right to vote in municipal elections.

Beyond providing them with access to existing participatory processes, Grenoble wanted to **foster specific measures to include migrants,** keeping in mind the overall objective to demonstrate that foreign residents' participation in the municipal life **enriches local democracy.**

Grenoble is also part of French Association of Welcoming Cities and Territories (ANVITA) (see box below), a 'solidarity' network bringing together 40 French local governments, and particularly engaged in territorial partnerships towards welcoming migrant populations.

Grenoble reaffirms its commitment as a welcoming and solidary territory towards migration at the March 2019 Biennial Cities in Transition (Source: UCLG-CSIPDHR)

THE FRENCH NATIONAL ASSOCIATION OF HOST CITIES AND TERRITORIES - ANVITA

Several French municipalities created in september 2018 a national association of "Welcoming Cities and Territories (ANVITA)" which focuses on exchanging practices and hosting political debates among its members with a national audience. ANVITA's purpose is that of creating a place for pooling and exchanging practices between elected representatives working on a daily basis for fairer reception policies at national and local level. The association also aims to support local authorities and associations wishing to adopt a reception policy that is adapted to the needs of migrants in the short, medium and long term.

ANVITA's three guiding principles are: 1) to promote interculturality through migration, 2) to facilitate access to law and ensure migrant's rights, 3) to enable political participation, as a necessary exercise to make citizenship meaningful.

Crédits Photo: Ville de La Courneuve / Léa Desjours.

ANVITA General Assembly 2021 at La Courneuve (Source: ANVITA,©Ville de La Courneuve/ Lea Desjours)

3. Enhancing the role of CSOs and fostering multi-stakeholder cooperation

While cities alone cannot cover all fronts, **partnerships** at the local level support cities' efforts to achieve efficient inclusive migration-related policies. By convening and actively engaging other stakeholders, mainly **civil society organizations (CSOs)**, cities can act as facilitators of inclusive spaces for different stakeholders and levels of governments - researchers, entrepreneurs and regional and national governments- to contribute to the design of policies from their perspectives.

CSOs are relevant actors characterized by added value and historical expertise, they can act as **implementing partners** or as **subcontractors,** and they fill the gaps of municipal action. CSO initiatives often go beyond basic service delivery, and can

include assistance with **language, labour market integration or skills development.**

Furthermore, they are **gateways with migrants,** as they are often characterized by a **trust element** that municipalities sometimes lack. CSOs maintain strong links with migrants in the field and have direct access to vulnerable or often hard to reach groups of migrants. CSOs have gained their trust, and often have access to more **detailed information and data** than local authorities, which represents an **important asset** for municipalities, as it helps **assessing needs and evaluating the impact** of local and national policies in their communities. In that sense, associations operate as the bond between migrants and the local fabric and its administrations, which sometimes lack the means or even legitimacy to implement policies autonomously. Overall, including CSOs in the design of local policies **facilitates migrant populations' link and implication** to the municipality's inclusive approaches, projects and policies, and local governments' initiatives based on **positive cooperation and complementarity of local actors schemes** have all the ingredients to be more **comprehensive and sustainable.**

Among the measures that can be adopted in this area are the following:

- Acknowledge the **expertise of CSOs** and their role as **gateways with migrants,** which, in turn, ensures a **larger outreach** of municipal actions.

- CSOs can act as **subcontractors** and assist municipalities with socio-linguistic training, labour market integration or skills development.

- Enhance **information sharing** among different stakeholders for smooth cooperation and greater policy coherence.

- **Mapping of CSOs and migrant's associations** aiming at identifying them as well as their objectives, areas of scope, and eventually their agendas. Only afterwards municipalities can lead a smoother coordination process.

- It is often the case that different actors, including governments at different scales, CSOs, or volunteer initiatives, mobilize their resources to assist migrants, which can lead to **confusion,** redundancies or misinformation. In order to avoid that, setting up **coordination centres** is an effective way to **avoid mismatches** and to **keep track of all the existing initiatives** at the local level and to inform migrants about those.

TUNIS CITY STAKEHOLDER GROUP - PROVIDING AN OPPORTUNITY FOR STAKEHOLDER ENGAGEMENT

In the framework of the MC2CM project, the creation of a City Stakeholder Group (CSG) involved civil society actors and migrant associations in actions to deliberate on local governance issues – enabling them to become key agents of local migration governance. The CSG served as a platform to discuss the preliminary findings of the City Migration Profile, as well as the resulting City Priorities. In Tunis, the CSG enabled actors from migrant and student associations to join the discussion and act as a catalyst in the full recognition and appreciation of these actors by the city administration, leading to further synergies.

Tunis city stakeholders group convened in November 2016 (Source: ICMPD)

VALENCIA'S MUNICIPAL COEXISTENCE PLAN AGAINST DISCRIMINATION AND HATE CRIME (PLAN COMVA IN SPANISH)

Valencia's Coexistence Plan and Non-Discrimination Office focuses on the intersectionality of inequalities, while keeping in mind that in times of crisis (current Covid-19 situation) vulnerabilities are exacerbated. Valencia's plan, which has been designed in 2021 and will soon start to operate, will revolve around two axes:

1) The Office of Non-discrimination, which will provide information on human rights and ensure that these are protected, guaranteed and fulfilled.

2) The Municipal Observatory against Discrimination and Hate Crime, comprising various civil society associations. This body will also be responsible for monitoring changes in society and adapting local policies accordingly.

This plan is a participative one in which municipal services, different political parties, the Generalitat Valenciana, as well as experts and 70 CSOs have participated. Its multi-stakeholder design particularly wants to valorise the later and their accumulated expertise, as they have been working on migration and inclusion issues for many years, way before the municipality started to work on these topics. In that sense, one of the concrete actions they propose is to provide municipality workers with trainings, in order to make sure all local services approaches are through an inclusive and human rights perspective.

| Participatory Process of Plan COMVA (Source: Ayuntamiento de València)

The thematic scope of Valencia's Municipal Coexistence Plan Against Discrimination and Hate Crime, in which CSOs play a key role, brings us to our next point, namely that of guaranteeing migrant's rights from the point of view of universality and non-discrimination.

4. Guaranteeing equal rights from the point of view of universality and non-discrimination

According to the IOM, in 2019, 3.5% of the world's population were migrants, compared to a 2.3% in 1970. The **increasing pattern of international migration** makes the issue of citizenship rights enjoyment beyond one's administrative status more relevant than ever, especially as most international migrants are still denied such rights due to their administrative status. The existing national legal frameworks leave many uncomfortable yet necessary questions to be answered, as for example: **What rights for those who are not recognized as nation citizens?**

Reinvigorating citizenship at the urban scale is a way to expand migrants' rights and to empower them. In that sense, cities can play a key role as drivers of societal change by co-creating and making effective a notion of local inclusive citizenship -which inherently appeals to **universalist principles**, and that is built on **community**

and truly includes all people around the notions of **dignity, human rights, peace and collective memory**, regardless of their legal status. As the local sphere emerges as a framework through which to defend the principle of human rights universality, and municipalities have the potential and often capacity to develop policies that protect these rights from a the point of view of universality and non-discrimination, different actions can be carried out in order to ensure such a rights based approach.

Among the measures that can be adopted in this area are the following:

- The creation of **observatories or offices for non-discrimination**, which can provide information and advice on human rights and ensure that these are protected, guaranteed and fulfilled. To ensure the proper functioning of these, **accountability** and **reporting systems** are needed on a regular basis.

- Carry out **monitoring studies on discrimination** at the local level. These can receive, investigate and monitor complaints about situations in which migrants' access to basic services are denied or hindered, report it, facilitate access to redress, and work towards a change in practice.

- **Awareness campaigns against hate discourse, xenophobia or islamophobia, and anti-racist strategies.** They shape the narrative on migration, and therefore influence socialization processes. They also highlight local stakeholders' commitment to this matter.

- Creation of **local human rights charters** that catalogue the rights available to all residents.

- Adapting to different profiles of migrant residents is necessary. The **intersectionality of vulnerabilities** needs to be taken into account.

LEARNING FROM THE HUMAN RIGHTS CITIES MOVEMENT

The Human Rights Cities Movement has played an instrumental role in advancing the notion of human rights promotion and protection at the local level. Therefore, it laid the foundations for a more ambitious policy development of the urban citizenship notion.

Indeed, the human rights city vision highlights local governments' right and responsibility to address human rights issues within their own territory (such as rights' deprivation to migrant residents), but also proposes a transformative framework and policy vision to address these issues by tackling their root causes, usually related to entrenched inequality and exclusion (thus, connecting with paradigms like the one of urban citizenship).

The human rights vision is inscribed in international documents such as the Global Charter-Agenda for a Human Rights in the City (2011) or the Gwangju Guiding Principles for a Human Rights City (2014), but also local declarations and policy documents such as the Vienna City of Human Rights Declaration (2015), the Mexico City Charter for the Right to the City (2010) or the Barcelona Methodological Guide on Human Rights Cities (2019).

At present, hundreds of local governments across the world declare themselves human rights cities and work together as a movement to contribute to global human rights discussions from a local point of view - highlighting for instance local priorities such as the need to address the inequality crisis, the rise of racism or the financialization of housing.

| 9th World Human Rights Cities Forum, Gwangju (Source: UCLG-CSIPDHR)

SOUSSE, "A SOLIDARY CITY WITH MIGRANTS, REFUGEES AND ASYLUM SEEKERS"

As a member of the MC2CM project, the municipality of Sousse has reinforced its actions aiming at promoting migrant's inclusion at the local level. Sousse's approach to tackle migration and ensure migrant's integration in the city is characterized by involving different stakeholders, namely migrants' associations and other CSOs. The following are some actions carried out by the municipality within the overarching principle of creating a "solidary city":

– Awareness-raising campaigns,

– Implementing a charter for the defence of migrants' rights signed by all public bodies, NGOs and partners such as the IOM,

– Capacity building programmes such as awareness-raising sessions, after carrying out working sessions with IOM and Terre d'Asile, for the benefit of migrants and civil servants.

Within the framework of the MC2CM project, Sousse has implemented a comprehensive support programme in synergy with various stakeholders in the region, with the aim of coordinating efforts through a local ad hoc committee, aiming at protecting vulnerables communities and facilitating migrant access to services in the context of the COVID-19 Pandemic. To do so, an in-depth study was conducted to identify specific challenges and needs of these groups regarding access to information, basic services and the socio-economic impact of the crisis, which later served to plan and prioritize the distribution of food and nonfood items. This cooperation response plan served between 1500 and 1700 migrants, refugees and asylum seekers since the outbreak of the pandemic.

Sousse on migrant equity and access in times of the pandemic (Source: UCLG Live Learning Experiences #BeyondTheOutbreak knowledge hub)

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5. Ensuring access to information to all

As **inclusion is a bi-directional process -from the municipality towards people and from people towards the city**- so is access to information, one of the key matters and challenges in order to facilitate inclusion.

On one hand, migrants and in particular newcomers do not always have access to the information necessary to adapt to or access their host communities and their services, often triggered by **language barriers and special vulnerability** of some migrant groups. On the other hand, municipalities often lack disaggregated and updated information on their migrant, refugee and displaced populations. Additionally, public workers do not always have access to adequate and timely information regarding diversity and human mobility, which can negatively impact the efficiency in providing access to a range of services. Indeed, the issue of information works in a twofold way: cities need to have tools allowing them to know the profiles, and therefore needs of migrants, to later develop consistent policies. In turn, migrants need to know the opportunities and services offered by the municipality. Access to information in both directions is an essential condition for making inclusive citizenship and hospitality effective.

Cities tend to expose how important it is to **understand the territory, its assets and shortcomings**, as well as the distribution of migrant and displaced population in it. The lack of information and awareness among public administrations can negatively affect the efficiency in providing access to services, and in order to support municipalities efforts, MC2CM has developed a methodology that helps cities to identify their Migration Profile in order to understand their **local migration pattern** and later identify migrants' needs.

Among the measures that can be adopted in this area are the following:

- **Provision of socio-linguistic workshops** to help learn the language and how to access information and administrative documents.

- **Mapping initiatives** by municipalities in order to better know the migrant population and their spatial repartition.

- **Work together with CSOs**, who tend to maintain strong links with migrants in the field and often have access to more detailed information and data than local authorities.

- **Enhance the role of *e-governance*** as a tool that might be of interest when collecting data and information on the migrant population.

- Create **easy and user-friendly municipality platforms** through which migrants can access services, information, and make enquiries.

MAPPING SEINE SAINT-DENIS' MIGRANT POPULATION

Seine Saint-Denis is among the poorest departments in France. It is a metropolitan territory, marked also by its youth and the large ratio of migrant residents. In order to foster inclusiveness, its Departmental Council carried out a study and mapping of the territory's migrant population, allowing a better understanding of the socio-professional categories of the migrant population, the distribution in the territory, the gender distribution, etc.

The study on the immigrant population in Seine-Saint-Denis made it possible to deconstruct prejudices about migration by demonstrating that the reasons for migration stem from several factors: family, economic, social, environmental, cultural, etc.
Additionally, it provided the municipality with very valuable information, as it showed changing patterns of the migrant population, such as feminisation, ageing, geographical mobility and new origins of immigrant populations, all of which are strongly relevant to take into account when designing future policies.

Exhibition in Seine Saint Denis to deconstruct prejudices towards migration (Source: Seine Saint Denis Le Magazine)

6. Highlight the *diversity advantage* migration brings to the host community

Although migration has historically been one of the main **drivers of urban growth**, it can easily turn into a hurdle for social cohesion, particularly if it is forced, unregulated, or sudden, to a concentrated territory. Additionally, problems can emerge when misinformation blurs and instrumentalises the topic -too often for political gains- and when cities lack the capacities -if not willingness- to address and capitalise on migration and to foster inclusiveness. In order to overcome this, municipalities need to **actively defuse misinformation** and **acknowledge the diversity advantage** of migration.

As a starting point, fostering a conception of migration as a source of wealth and opportunity is essential to shift the narrative on migration and citizenship. **Shifting the narrative on citizenry** and recognizing every resident as an active citizen can help local governments move **beyond a position of hosting** to more **strategic planning** and policies that take advantage of the diversity provided by migration. **Diversity Advantage** is the idea that cultural diversity brings competitive benefits for the host societies, both in terms of their **economic, sociocultural, and political fabric. Capitalizing** on the diversity advantage of migration is about considering **diversity** and **interculturality** as **opportunities for cities** that need to be promoted and included in **decision-making processes** and **business-vision** in general.

Regarding the economic fabric, cultural and social diversity provides **different sets of knowledge, skills, ideas, services** and **abilities**, which positively impact **local growth** and create **innovation-friendly settings**. Indeed, a **richer pool of expertise and experiences** easily creates **organisational synergies,** while diversity in societal norms, customs, and ethics nurture the diffusion of new ideas, innovation, and therefore, enable the production of a greater variety of goods and services. Furthermore, migration and cultural diversity ultimately foster **openness** and **tolerance**, which create highly positive environments both at the labour market and social scale.
Besides that, remarking the cultural advantage and richness of cultural diversity seems rather redundant, yet, intercultural practices stimulate cultural local dynamism and civic life, while interculturality is a path towards **recognition**.

Among some measures that can be adopted in this area are the following:

- Enhance the **recognition of migrants' skills, knowledge** and **competences**. Related to the Covid-19 pandemic, leverage the vital qualifications and know-how that migrants, refugees and asylum seekers could contribute to crisis response and recovery efforts. More information on this matter can be found in a recent policy paper called *Going the (Social) Distance* by the MC2CM project.

- Create **awareness campaigns** showcasing the **advantages** provided by the implementation of diversity management practices.

- **Support migrants' civic and political involvement**, as already mentioned before, acknowledging the positive impact of their participation in creating cohesive societies.

- **Promote intercultural activities** (sports, music, arts, culinary events, etc.) as a way to give visibility to migrants as well as their culture and traditions. Cede public spaces for these events.

- **Dismantle stereotypes and misinformation** on migration through awareness campaigns. Provide opportunities for migrants and refugees to explain their stories in creative ways, which may later be presented in exhibitions or educational activities, as a way to put a face on the often dehumanized topic of migration.

- **Organize awards to honor local companies committed to the dignity and rights** of their staff, supporting also the city's activities against racism.

This is also a way to **reach the private sector** and involve it in social issues, as they also have a relevant role to play.

- Capitalize on migrant's skills, culture and language proficiency to promote **peer-to-peer training exchanges**, courses and workshops.

MC2CM Policy Study on Migration and Refugee-Inclusive Local COVID-19 Response (MC2CM)

CHALLENGES AND OBSTACLES

The ensuing discussion addresses the challenges and obstacles related to the implementation of measures presented in the previous section aiming at fostering local inclusive citizenship. Among these are:

Capacities, competences and jurisdictions

- To speak of citizenship is ultimately to speak of an issue that has **traditionally been reserved for the national sphere**. It is a sensitive and political issue, and so local and national authorities might not always have a common objective. The ability of local governments to act is hence constrained by the national legal framework, and municipalities might find themselves carrying out activities out of the legal boundaries.

- There is often a **lack of resources, competences and capacities** at the local level, and cities often struggle with social cohesion and integration policies, particularly when these are limited.

Political tempos

- The interplay between local and national politics and media, as well as electoral pressure, might create tensions over local decisions and **push for short-term gains**, in detriment of longer-term strategies, of which inclusion is one.

Data and coordination

- Municipalities need data on migration at the local level, as the lack of information and awareness among public administrations can negatively affect the efficiency in providing access to services. **Mapping exercises** are helpful in understanding the territory, its assets and shortcomings, and it is an essential condition for making inclusive citizenship and hospitality effective.

- Data estimates on migrants in an irregular situation are hard to produce, due to the very condition of irregularity.

- **Coordination between municipalities and Civil Society Organisations (CSOs)** is one of the main challenges. It is crucial to have a comprehensive mapping to identify the actors of the CSOs as well as their objectives, areas of scope, and eventually their (political) agendas. Afterwards, municipalities can lead the coordination process.

- **Trust building** between the institutions, with the CSOs and with the inhabitants, migrants included, is a necessary step to ensure effective coordination mechanisms, and it requires long-term efforts.

- Implementing specific mechanisms and supporting schemes for **removing administrative barriers**, based on an inclusive and non-discriminatory approach, is also key.

Heterogeneity

- Migration is far from being a homogeneous phenomenon. As **its heterogeneity unfolds at different levels**, different solutions need to be found according to diverse contexts:

- **Different migrant's profiles**: we tend to homogenise people by labelling them as "migrants", but there is an important diversity in their profiles, needs and therefore solutions that can be provided at the local level. Moreover, the **intersectionality of vulnerabilities and forms of discrimination** needs to be taken into account in policy design.

- At the municipal level, **different cities face different types of migrations and related challenges**, are constrained by **different national contexts and legal frameworks**, and are provided with **more or less resources and competences**. For example, the needs of local governments such as Lampedusa, where migrants are temporarily in the city and are rapidly redirected elsewhere, are different from those of a city where migrants settle. This presented short-term (managing arrivals) versus long-term approaches (fostering inclusion in receiving societies), as the need or capacity to act in terms of inclusiveness, certainly differs from a city to another.

Xenophobic discourses

- Xenophobic ideologies and stereotypes **redirect and influence the public debate** around local citizenship, spread misinformation and fake news, and **instrumentalise people's frustrations and fears**, often for electoral gains. Misguided and ill-informed public perceptions are a **barrier for cities to address and capitalise on migration**. As a result, anti-immigrant and anti-diversity ideas and attitudes create tensions and pose a threat to social cohesion and, if left unattended, escalate and negatively impact local communities and their integration processes. **Debunking these prejudices and shifting the narrative both on migration and on citizenship is a first mandatory step to reach social cohesion.**

- Whether or not they are associated with xenophobic discourse, many citizens often point to the **additional pressure faced by public services** due to an increase number of inhabitants. Taking **people's perceptions into account** is necessary both to **act consistently** (not mistaking the origin of the problem -here, lack of resources- and avoiding scapegoating) and to ensure a more cohesive society.

Post-Covid-19 reality

Throughout 2020 and 2021, Covid-19 has affected many dimensions of life in cities. In this respect, although the findings and key learnings presented throughout this TLR remain valid, a set of observations derived from this context, and which may continue to be relevant in the foreseen future, need to be made. The following are some of the challenges raised by the pandemic:

- The pandemic situation has made **resources for inclusion policies more scarce and precarious** for municipalities, as public resources need to be spread between **increasingly competing and changing priorities**.

- Vulnerable migrants have faced serious challenges during the virus outbreak. Poor access to health services or to adequate housing conditions have often hindered their capacity to protect themselves and to practice social distancing in a safe and healthy environment.

- The pandemic may lead to an increasing fear of the other, and migrants can be perceived as a potential threat for public health purposes and a reason for the overburdening of health services. Municipalities should be aware of this risk and, if necessary, work on initiatives such as **awareness campaigns that positively contribute to generating trust and cohesion.**

- Migrants need to be included in the **recovery phase** of the pandemic in order to ensure inclusive communities, and for that, they have to be included in local planning processes. Prosperity needs to be regained through solidarity and inclusion in order for it to be legitime and sustainable in the long run.

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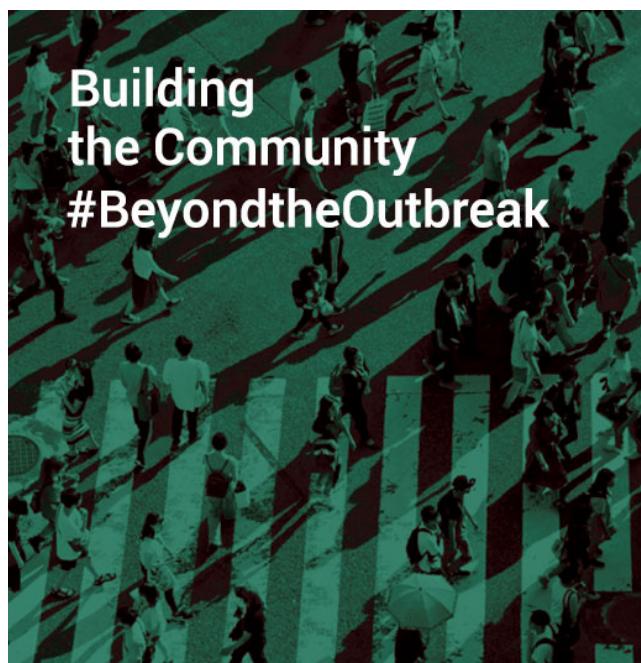
New local realities post COVID-19 outbreak. Source: UCLG #BeyondtheOutbreak portal

CONCLUSIONS AND RECOMMENDATIONS

This Thematic Learning Report, following the MC2CM Peer Learning Event hosted virtually by Grenoble in March 2021, aimed to summarise evidence about the relevance of fostering an inclusive notion of citizenship at the local level as a way to ensure the Right to the City for every resident of the city, regardless of the legal status, with the overall goal of enhancing inclusive and cohesive urban contexts. This final section highlights some aspects that could inspire local governments in the region when taking action in this area.

- **Provide services regardless of legal status**

  Overall, local citizenship espouses a philosophy that **grants access to rights on the basis of residence** and promotes the inclusion of all the inhabitants of the city, regardless of their legal status. Concrete case examples such as Barcelona's "Padró" (local registry of city residents) showcase how municipalities **can find innovative ways in which to ensure migrant and displaced population's access to the city services within the national legal framework.** The ability to access city services (such as education, health, housing, culture, employment) and interact with its administrations promotes the right to inhabit the city, the Right to the City itself, and therefore consolidates migrant population's long-term integration.

- **Initiate participative democratic processes**

  As pointed out, democratic participatory processes play a key role in **advancing residents' both factual belonging and sense of belonging to an urban community,** as they allow the creation of a **common vision of the city** and ultimately help build **more socially cohesive communities.** Activities devoted at fostering open and transparent governmental practices, as for example **participatory budgets, public consultations,** or **citizen's assemblies,** are some of the initiatives adopted by municipalities to promote migrant's political and civic participation in the city. Moreover, participatory governance structures are overall a way to ensure migrants' Right to the City through their participation and recognition as f**ull-fledged members** of the local society.

- **Consider structural change beyond short-term measures**

  Efforts towards migrants' inclusion and full citizenship need **long-term and structural policies** and programmes in order for them to be effective. This can be challenging taking into account the political electoral tempos or even the emergency situation of the pandemic, in which many municipalities have been faced with **rapidly shifting priorities and restricted resources** allocated for inclusion related policies.

  Fostering inclusion is a long-term matter, as will be the results of the policies implemented in this area (so it is necessary to be patient when it comes to reaping its fruits.) While short-term actions and activities can

be positive in showcasing change and innovation, a concern with the lasting legacy is important, and should lead to prioritizing long-term and sustainable initiatives.

- **Collaboration between different stakeholders as a necessary precondition for successful policies**
  <u>Vertical Collaboration</u>
  > **Connect with global agendas and foster international collaboration:** The notion of local inclusive citizenship inherently appeals to universalist principles, and for that reason its overall assumptions and goals not only respond but also contribute to international commitments, featured in international agendas such as the New Urban Agenda, The Global Compact for Migration, or the SDGs among others. Cities should be able to make this explicit through policy documents, local accountability and evaluation frameworks, or the submission of SDG Voluntary Local Reviews for example.

  > **Coordination with national and regional governments:** Coordinated efforts between national, regional and local authorities are needed in order to minimize the negative effects of limited capacities, competences and resources at the local level. When possible, good communication channels can lead to conversations about further decentralization mechanisms.

  <u>Horizontal Collaboration</u>
  > **City peer-learning**: As local challenges are often shared -although differently experienced- there is a strong potential to foster collaboration, information sharing, networking, peer-learning and practice exchange involving municipal governments.

  > **Cooperation with CSOs and different local stakeholders:** Cooperation and collaboration among all local stakeholders, including CSOs, migrant's associations, different local government departments, or the private sector, is needed in order to ensure migrants' Right to the City and consequently coherent and long-term sustainable inclusion public policies. Particularly, CSOs are key players in building trust and knowledge, and in bringing local authorities closer to all the people living in the city.

- **Shifting the narrative on citizenship and migration and capitalizing on its diversity advantage**
  As inherently diverse spaces, cities can draw resources from their local cultural diversity to address migration and inclusion. Municipalities have the potential to enhance the role of **cultural diversity as an asset** that brings competitive benefits for cities, both in **economic, sociocultural, and political terms**. Capitalizing on the diversity advantage of migration is about considering diversity and interculturality as opportunities for cities that need to be promoted and included in decision-making processes and business-vision in general.

  From that point, cities need to be able to create openness **to receive**

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migrant populations and grant them access to public services, while **accounting for them in urban planning interventions.** Newly arrived migrants, diaspora as well as returnees are **crucial to the socio-economic development of destination and origin cities,** as they bring with them essential talent, competencies and human and cultural capital. Indeed, a detailed **analysis and understanding of migration as a driver of urban growth** and development, together with **political leadership,** the **promotion of active citizenship and intercultural encounters,** and the fostering of n**ew narratives and opportunities based on diversity,** should prevail, all of which, again, are part of long-term efforts, which in turn serve the purpose of the search for a common ground and **shared identity.**

- **Access to information is key**
  The issue of **information in a reciprocal way**: cities need to have tools allowing them to know the profiles of migrants, and migrants need to know the opportunities and services offered by the municipality.

  The latter is strongly linked to the **reduction of administrative and bureaucratic barriers.** The creation of a unique and unified administrative interface to act as an easily identifiable gateway for migrants would be optimal. **E-governments platforms** ultimately aiming at fostering **open and democratic institutions** can play a relevant role in ensuring **easy and equitable access to public information and services.**

  Regarding municipalities' understanding of its territory, **mapping initiatives** and **data collection tools** are key elements for them in order to have a holistic and adequate understanding of the territory, its population, as well as the demographic distribution, which are necessary steps to design consistent local policies. Additionally, and in order to foster inclusiveness and frame a city narrative of inclusion, municipalities need to first of all start with an **understanding of the available evidence of public opinion on migration and inclusion**[9]. If possible, the source of **xenophobic discourses** needs to be identified and targeted in order to overturn its functioning mechanisms. People view immigration through its impact on where they live: **inclusion -or its contrary, exclusion- are vicious circles where perceptions, policies and attitudes feed each other.**

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