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Local Citizenship and Migration

Fostering the Right to
the City for All

Peer Learning
Grenoble (online), March 2021

MC2M

MEDITERRANEAN CIT Y-TO-CITY MIGRATION

Learning
UCLG

Credits

Coordination

City of Grenoble

International Centre for Migration Policy Development
(ICMPD)

Mediterranean City to City Migration (MC2CM)

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Foreword

For more than a century, the city of Grenoble has welcomed large flows of migrant populations, which today make up its wealth and identity. Today, the city is a cosmopolitan centre with residents of over 180 nationalities. Since the officialisation of the Grenoble Council of Foreign Residents in 1999 to strengthen foreign residents' participation in municipal life, the city has launched numerous local initiatives promoting the notion of inclusive citizenship through public participation and human rights education, and many grassroots initiatives contributed to create our sound local system of solidarity.

Local perspectives on inclusive citizenship are first and foremost built upon the notion that **all the people living in the city as citizens**, regardless of legal status and the national, continental and global regulations and frameworks on citizenship.

However, a considerable part of the migrant population in Grenoble still suffers from inadequate access to information about their rights. This stands to hinder their access to public services, their enjoyment of the **right to the city** and their participation in social life and local democracy. To address this challenge locally and to impart a 'de facto' local citizenship, **we have adopted a hospitality-centred approach towards including migrant populations in all provisions - education, healthcare, employment, social care in all spaces - public and political.** It also comprises giving them the **power to act within the city: through the participatory budget tool, through independent citizens' councils, through the mechanisms set up in the many residents' houses.** The city has produced a **guide to rights for "foreign citizens"** and provides support with a team of mobile lawyers. In general, all municipal services, from education to sports, health and town planning, are integrated in this hospitality approach.

We are aware of the efforts undertaken by many of our peer local governments, to gradually reshape the traditional notion of citizenship to

make it work better in their municipalities. It is vital we learn from each other and in this regard, city to city partnerships are extremely crucial, particularly at this grave moment where we all confront the global COVID-19 crisis. The peer-learning event virtually hosted by Grenoble, and enabled by the MC2CM project and UCLG Committee on Social Inclusion, Participatory Democracy and Human Rights (CSIPDHR), presented such an opportunity for local governments and their networks to share their practices on inclusive citizenship and to have a collective reflection, on how these practices can help us build better, more welcoming cities where all inhabitants can fully enjoy the right to the city.

Our priority, through our collaborations with the MC2CM project, the UCLG Committee on Social Inclusion, Participatory Democracy and Human Rights (UCLG-CISPDHR) and the ANVITA network is to continuously strengthen and connect the migration thematic in the Grenoble territory towards reinforcing our hospitality approach and welcoming city policy.

Grenoble remains committed towards making the city more inclusive, with a vision on migration governance based on the 3 key principles of **hospitality, citizenship for all and unconditionality**. We strongly believe that **citizenship is an unconditional aspect of life. It is our responsibility to ensure that no migrants are excluded from accessing municipal rights and services.**



Source: Courtesy of Grenoble

Emanuel Carroz

Deputy Mayor of Grenoble

Introduction

The Mediterranean City to City Migration (MC2CM) Peer Learning Event on "Inclusive Local Citizenship", was organized virtually from 16 to 18 March 2021 by MC2CM partners UCLG, ICMPD, and UN-Habitat, together with the UCLG Committee on Social Inclusion, Participatory Democracy and Human Rights (UCLG-CSIPDHR). It garnered the participation of close to 100 persons from around 25 cities, including representatives from international organisations, city networks, civil society (CSO) and migrant associations.

"We don't need to change the link of citizenship from national level to local level. Let us start with a focus on transforming our notion of citizens from being right-holders only to recognizing them also as community developers."



Emilia Saiz

Secretary General by UCLG

Following opening remarks by UCLG's Secretary General Emilia Saiz, inviting participants to be innovative in the way we think about the idea of **inclusive citizenship**, Emanuel Carroz, Deputy Mayor of Grenoble and Fadhel Moussa, Mayor of L'Ariana shared local insights on local and regional governments' (LRGs) role in guaranteeing access to municipal services, public spaces and the Right to the City for all, following the **principles of local hospitality and unconditionality**.



+100
participants



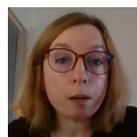
“The situation is different in the North and in the South. We defend the cause of citizenship of emigrants in general because we have a lot of them in other countries. We must defend this cause as well when we are those who welcome.”

Fadhel Moussa

Mayor of L'Ariana

Over the course of the event, city representatives shared local practices **tackling inclusion, participation and action to prevent discrimination, fostering migrants' political participation and recognition in local political spaces through local institutions.** They further discussed the guaranteeing of equal access to rights, regardless of legal status and beyond national provisions on citizenship.

This peer learning note introduces some of the main issues discussed and main lessons learnt. It highlights case studies that can serve as inspiration for other cities that are seeking to create welcoming environments for vulnerable migrant populations and to overcome some of the gaps that they are confronting in enabling a complete enjoyment of the inhabitants' right to the city and municipal services.





MEDITERRANEAN CITY-TO-CITY MIGRATION

MC2CM Project

The **Mediterranean City-to-City Migration (MC2CM) Project**, launched in 2015 and funded by the European Commission through the Directorate General for Neighbourhood and Enlargement negotiations and co-founded by the Swiss Agency for Development and Cooperation, is implemented by the International Centre for Migration Policy Development (ICMPD), UCLG and UN-Habitat as partner organizations. Presently in its second phase of implementation (2018 – 2021), the MC2CM project offers cities in the southern and northern Mediterranean a forum for exchange, capacity-building and networking, by bringing together city leaders, civil servants and local, national and international multi-disciplinary experts to discuss, learn from and contribute to improved migration governance at urban level, including migrants' access to basic services and human rights. MC2CM aims to contribute to more open and inclusive cities by drawing on migrants' potential to benefit cities and their economies. At present, the MC2CM comprises a network of 22 participating cities and networks – Amman, Beirut, Cadiz Casablanca, Dortmund, FAMSI (“Andalusian Fund of Municipalities for International Solidarity”), Grenoble, Irbid, Lyon, Lisbon, Madrid, Naples, Oujda, Rabat, Ramallah, Seville, Sfax, Sousse, Tangier, Turin, Tunis and Vienna.

1. Inclusive Local Citizenship

Citizenship is a key political concept that can be approached through two main points of view. One will see in it a channel to guarantee rights as provided by public administration and a symbol of recognition as a member of a given political community. Another person, however, will identify the lack of it as a reason to deprive these same rights. Indeed, the issue of human rights universality and deprivation due to citizenship status remains largely unresolved and continues to affect a wide variety of social groups and minorities today, where migrants and refugees stand out as one of the largest ones affected.

Today, many international migrants are still denied access to citizen's rights based on administrative grounds. In practical terms, this lack of access to citizen status and its associated rights renders migrants' interactions with the local government administration, as well as key stakeholders such as potential employers, particularly challenging and complex. More broadly, it creates a symbolic barrier from the host society, hindering migrants' long term social inclusion.

Reclaiming the notion of citizenship to guarantee everyone's right to the city

Local governments are usually the first government administration faced with resolving such challenges associated with immigrants. However, their decisions regarding incoming populations eligible for municipal services, are often constrained, with the relevant mandates lying with national directives. Still, local governments have a consolidated experience in adopting reception and inclusion strategies. Seen in perspective, one can argue how the politics of the city are fundamentally marked by local governments' accountability to the most immediate demands by residents, as well as to the overall building of social cohesion through a mix of policy pragmatism and innovation.

This section and the [background note](#) of this event were developed by the UCLG Committee on Social Inclusion, Participatory Democracy and Human Rights. They reflect the outcomes of more than a decade of local government discussions on human rights and the right to the city held within this UCLG Committee.

Migrants, based on their daily lived realities and interactions with fellow inhabitants, become de facto citizens - as its etymological meaning reveals, "inhabitants of the city". In the end, cities are the place where the sense of belonging and sharing a mutual identity - so characteristic in the notion of citizenship - is acquired individually but also collectively. Indeed, cities' immaterial traditions and defining features, their monuments and physical environments, are all built upon the contributions of countless generations of migrants, each of whom leaves a unique piece of personality to the ever evolving face of urban identity.

Therefore, it is not strange to see how discourses and practices reframing the notion of citizenship from a local point of view emerged across the world over the last decades: thus the concept of local citizenship. Their general aim is to address migrants' social inclusion process from a transformative yet also pragmatic point of view. Building on transformative notions of living together, shared identity and belonging, they propose an overarching vision by which all kinds of local actors can trigger social inclusion and human rights access pathways for all city residents, regardless of their administrative status.

Local citizenship espouses a philosophy that grants access to rights on the basis of residency, facilitates access to rights granted by the national or international level, and plugs the gaps in rights through local action where possible. The local citizenship model is also viewed by the cities as an alternative framework towards the inclusion of new and existing heterogeneous groups of immigrants. Along with issues of status and rights, identity and cultural matters are also deemed crucial for building local citizenship.

Contribution by 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 local citizenship notion. Indeed, the human rights city vision highlights local governments' right and responsibility to address human rights issues within their own territory, but also proposes a transformative policy vision to address them by tackling their root causes –usually related to entrenched inequality and exclusion– while creating proximity-based mechanisms for human rights protection. The human rights vision is inscribed in international documents such as the Global Charter-Agenda for a Human Rights in the City (2011) but also declarations and policy documents adopted by local governments across the world.

Local citizenship in practice: The recognition, inclusion and care pathways

As local authorities commit to become guarantors of residents' fundamental rights, they contribute to nourish and reformulate the idea of local citizenship: both as a renewed framework for redefining the sense of living together but also to defend the principle of human rights universality. At present, more and more local authorities are advancing concrete initiatives putting into practice this vision worldwide.

Even though these interventions might be sectoral and focus only on one of the issues described, addressing all of them through a shared narrative reveals two fundamental innovations. First, how local governments expand their intervention capacity on an issue that does not fall within their direct competence by producing innovative policy arrangements. Second, the promising role of local citizenship in connecting different intervention logics through a shared vision favouring recognition, inclusion and caring.



Recognition and political participation

As espoused in the original notion of citizenship, participation plays a key role in advancing a resident's belonging to an urban community. At present, many local governments circumvent limitations depriving migrant residents from their right to participate in public affairs by establishing alternative participation mechanisms at the local level. Good examples of this trend can be found in local councils on migration fostering alternative channels for migrants' participation in local public affairs and decision-making; participatory budgeting experiences; human rights protection councils channeling the participation of migrant groups in local inclusion agendas or local support to migrants' associations and organizing.

The notion of participation refers also to migrant residents' access to quality public spaces. In short, redefining all residents' relationship with the built environment can help accommodate, reflect and recognize the contributions of all residents to the broad idea of urban identity. The MC2CM project already explored initiatives showcasing the role of urban upgrading in guaranteeing migrants' right to the city. Other related initiatives to the built environment can be found, for example, in public facilities like local museums on migration to renaming street names or redefining the meaning of public monuments.



Inclusion: Shared sense of community and urban identity

In order to be able to fully participate in the community, migrants usually need to acquire specific skills (like knowing the local language(s)) and access networking opportunities beyond one's own community. There's a myriad of good practices implemented by local governments on this matter, focused on providing networking, training and language learning opportunities or information guides on how to access rights. Some cities employ social activities like sport clubs or educational events to reinforce migrants' inclusion, while others focus on fostering migrants' access to the labour market through vocational training.

But these measures alone might not suffice to combat negative trends affecting migrants' pathway to feel recognized as part of the community. This refers especially to discriminatory actions and sentiments that are experienced in both public spaces or private environments. Public campaigning and anti-racist strategies are essential in this matter, especially because they visualize local stakeholders, commitment - from the government level to private sector and the associative networks. Other city strategies focus on counteracting negative public discourses by emphasizing migrants' contribution to local dynamism and civic life.



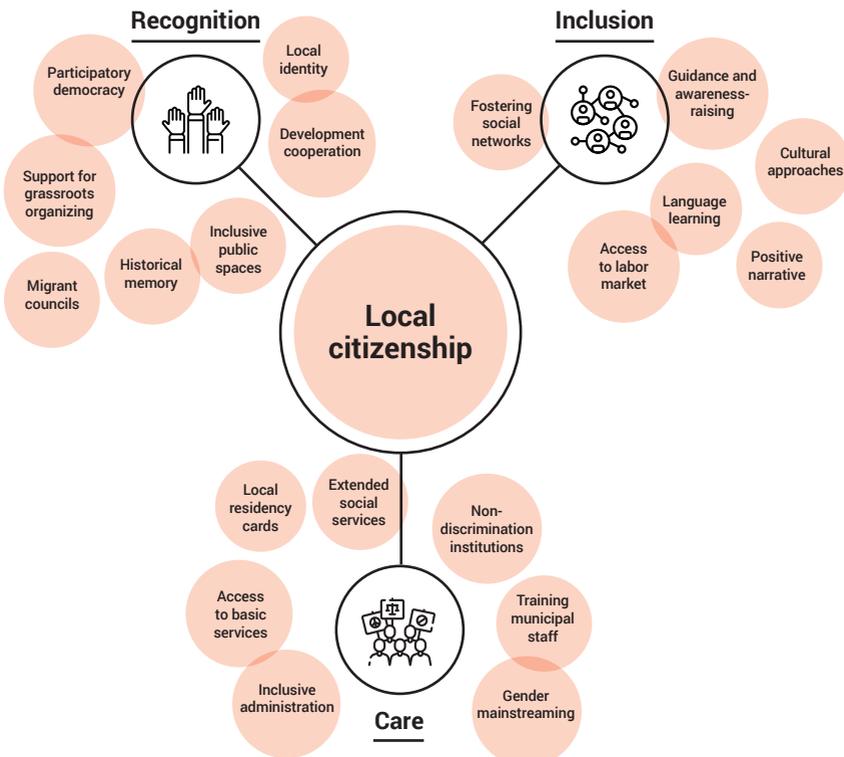
Care: Human Rights, access and non-discrimination

If guaranteeing access to basic services is a key pathway to build local citizenship, local governments have found various ways to circumvent existing restrictions and limitations posed by administrative status. In particular, they rely on soft law arrangements developing an institutional notion of rights. First, it is important to ensure that the local administration is not actively playing a role in the discrimination migrants are experiencing. This can be done by carrying out local human rights review strategies, establishing offices for non-discrimination or an ombudsperson in order to ensure residents can access their rights.

Local governments also focused on improving migrant residents' overall "user experience" with regards to interacting with public administration. Cities have advanced service counter systems and immigrant information centres in order to make sure migrant residents are able to safely get all the answers they

need with regards to local life. Other local governments focused on raising migrants' awareness on how to access rights in a practical way and at all levels of administration, producing, for instance, local guides and practical toolkits.

Another strategy for ensuring immigrant inclusion in the granting of rights is through the creation of local human rights charters that catalogue the rights available to all residents in spite of their administrative status. A number of local governments have also provided residents with a status that unlocks access to city services. This more obvious dimension of local citizenship manifests in a number of different ways, including granting a formal residency or a local identity card. Through dedicated municipal services, local governments also support migrant residents in their national citizenship application process.



2. Exploring the accessibility of the city

So often migrants, and the challenges they face, are discussed in terms of numbers and policies. Here, the individuals –their aspirations, relationships, emotions, sacrifices and adaptability– are overlooked. Storytelling is a powerful way to build empathy and rehumanise these everyday experiences, thus ensuring that all residents are recognised as citizens.

For this exercise, participants in groups were assigned one individual's story, with a set of objectives. They were tasked with mapping out different possibilities in this person's unique journey, to ensure they could access local services, institutions, organisations and urban spaces in pursuit of their needs. These trajectories were illustrated with the use of a Mural board, where participants could pinpoint the specific actors their person had to engage with.

The resulting image, together with the key elements of each character, highlighted how coordination among different actors that support and interact with migrants can facilitate their inclusion, their access to basic services and their Right to the City.

A storytelling methodology to build empathy



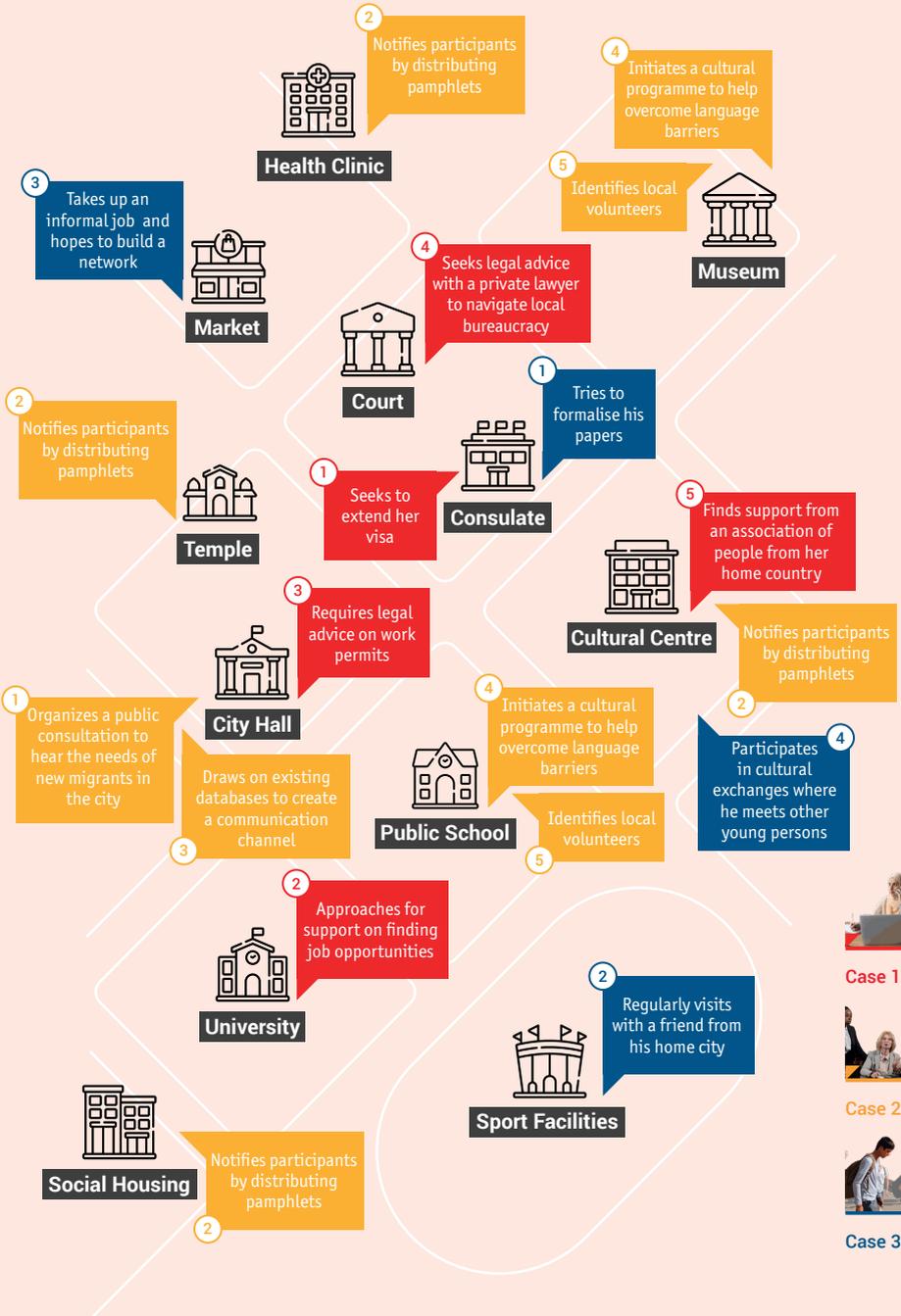
Case 1
Foreign student looking for job opportunities



Case 2
Local female city councillor from migrant background



Case 3
Young man recently arrived without documentation



Case 1



Case 2



Case 3

3. Case Studies

Grenoble, France

A guiding vision for local policies on migration based on hospitality, citizenship and unconditionality

The city of Grenoble has long been marked by migration, especially after its recent history - with the arrival of new residents spurred by events such as the hosting of the Winter Olympics (1968) and the industrialization and subsequent urban transformation of the modern city. Its prosperity, crossroads location and proximity to the Swiss and Italian borders turned Grenoble into a cosmopolitan hub, proud of its diverse background.

Over the last decades, successive grassroots initiatives contributed to create a sound local system of solidarity, aimed at supporting the inclusion of the wide variety of migrant profiles living in the city: from transitory residents to long established ones, from unaccompanied minors to other profiles at risk of vulnerability. This emphasis on participation and grassroots engagement decisively shaped the approach taken by the local government on this matter.

Grenoble's vision on migrants' inclusion is inspired by a threefold approach based on **"hospitality, citizenship and unconditionality"**. Therefore, the city understands migrants' inclusion as a matter of both ensuring universal access to public services and fundamental rights, as well as in securing public recognition and fostering migrants' participation in local civic life and participatory democracy mechanisms.

The city aims at making sure all public facilities are accessible and play a role in fostering inclusion (declaring facilities, such as public libraries, as '*maison hospitalité*'). It has also taken an affirmative role in granting domiciliation to migrants who are homeless, as well as providing migrants with legal support and favouring universal access to schooling. It joined forces with local stakeholders to analyze existing needs and better understand the local migratory context, and developed an awareness raising guide ("*Foreign Residents: You Have Rights!*") to support migrants' access to all kinds of rights granted by public administration.

We strive to call everyone a citizen unconditionally. The access to rights, to public places, must be the same for everyone. But for this, an identification process is needed, which can sometimes be difficult. For this identification process, it is necessary to understand the territory, its assets and its shortcomings; this is a necessary condition to make this hospitality effective.

Emmanuel Carroz

In terms of participatory democracy, the city aimed at creating new mechanisms that allow migrants to participate more actively in local life. A good example of this can be found in the city's Consultative Council of Foreign Residents - which allows migrant residents to have a say in local policy-making - as well as several participatory budgeting experiences. Attempts made by the city in this area have been strongly contested by national authorities.

In summary

Challenge: National laws make it difficult for foreign residents to access public services and existing inequalities exacerbate these dynamics.

Strategy:

- Considering inhabitants on an equal footing in all relations with local public administration.
- Transforming public services to ensure accessibility.
- Participatory democracy mechanisms

Lessons learned

- Cooperation between stakeholders is critical
- A guiding vision to inspire and articulate inclusion, based on local citizenship and hospitality
- Adapt to the national legal context, while taking an affirmative approach
- Considering the different profiles of migrant residents

Barcelona, Spain

Registration efforts: Fostering institutional innovation to strengthen local capacity for inclusion

Barcelona has developed innovative policies in the field of social inclusion for more than three decades. Over time, the city has undergone a profound urban transformation and become a truly 'global' city. Today more than 21% of its inhabitants are of foreign descent, hailing from more than 180 nationalities. Policies implemented by the city aimed at building local pathways for the social inclusion of migrant residents, increasingly inspired by the rights-based and interculturality approach.

The city has set up sound mechanisms to ensure human rights protection at the local level (a non-discrimination office, a local ombudsperson) and various institutions specifically devoted to addressing the needs of migrant residents. The municipal service devoted to migrants, inclusion, **SAIER**, stands out as a direct window for migrants to access local public services, while the **Barcelona Municipal Immigration Council** allows migrants and their associations to participate in local policy-making.



A key policy implemented by Barcelona over the last years has been the ***“política d’empadronament actiu”***.

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. This allowed the city to better identify existing realities within the city while securing migrants’ legal situation and favouring their access to public services.

While this policy built on the city's existing legal autonomy, the ***“Document de Veïnatge”*** (neighbour document) was developed in response to national laws, aiming to fill a gap in migration legal procedures and provide additional legal security to migrant residents’ risking detention or deportation. Here, the city provided dossiers to more than 240 migrants, confirming their integration into the city despite

their irregular situation. This was done by accrediting their registry in the padron or existing work, social and family links.

Both policies highlight the existing potential of policy innovation at the local government level. They particularly stress the importance of addressing the relationship between the legal situation of migrants and their access to both public services as well as safety in the city. In order to overcome existing barriers, Barcelona creatively built new legal institutions or took advantage of existing ones. These relied on a shift towards a notion of residential citizenship that is based on belonging by participating and living in the place. These efforts also showcased the importance not only of multi-level cooperation with other tiers of government, but also metropolitan and territorial articulation within urban regions (as interventions such as the ones described above affect migrant populations living beyond the city limits).

In summary

Challenge:

- Risks faced by undocumented migrants, such as deportation
- Difficulties for migrants to access public services

Strategy:

- Reviewing and taking advantage of existing capacities and legal frameworks
- Taking an affirmative role, including mechanisms to favor naturalization and other legal procedures

Lessons learned

- Creating innovative soft law mechanisms to accredit residence
- Need for metropolitan coordination of actors and policies
- Shift of the notion of citizenship based on belonging by living and participating

Seine Saint Denis, France

Highlighting the wealth that migration brings

The Seine Saint Denis comprises a diverse territory formed by several peripheral cities to the Grand Paris metropolitan area. Located within one of the richest urban conurbations of Europe, the Seine Saint Denis represents the poorest and youngest department in metropolitan France. Local governments in the area face the consequences of harsh socio-spatial inequalities and see migrants' inclusion as a fundamental aspect of local social cohesion.

In order to address its contemporary inclusion policies, Seine Saint Denis draws on its previous migration background, having welcomed - as a key industrial suburb of metropolitan Paris - different waves of migrant residents throughout the last century. As a result, today there are many existing solidarity initiatives and grassroots organizations working on migrants' inclusion. Some of these take on discrimination, whilst others focus on caring and social assistance or co-development of migrants' countries of origin.



A recent **guide** developed by the Seine Saint Denis department aimed at supporting the work of all kinds of local stakeholders working on non-discrimination on the ground. The guide provides support through tools and access to valuable information or coordination procedures.¹ In order to better understand the local migratory context, the Seine Saint Denis also carried out a **study on the local migrant population**, which allowed local decision-makers and practitioners to have a more accurate understanding of the situation of this group. Among other key findings, this study highlighted the great diversity of needs and profiles.

1. <https://www.uclg-cisdp.org/en/news/latest-news/guide-fight-discrimination-local-level-contribution-departmental-council-seine>

The **Via Le Monde** service connects some of these grassroots initiatives with the Seine Saint Denis development cooperation efforts. It does so to showcase the positive impact of diversity and the added value of having the "Seine Saint Denis represented in the world while the world is

represented in Seine Saint Denis". In particular, the service promotes the notion of dual citizenship: local residents of migrant descent that actively promote social entrepreneurship projects both at home in Seine Saint Denis as well as abroad.

These efforts aim at tackling prejudices and building a strong community by the adoption of new narratives on identity and forms of civic engagement. A **recent exhibition** drawing on residents-led solidarity efforts highlighted the contribution of migrant residents in the implementation of the SDGs both at home as well as abroad. This exposition aimed particularly at creating a sense of civic pride and celebrating the active participation of Seine Saint Denis citizens in co-development processes inspired by sustainability values.

In summary

Challenge:

- Socio-spatial inequalities and lack of social cohesion
- Poverty and lack of job opportunities for a very young population

Strategy:

- Coordinating collaborative non-discrimination efforts
- Study on migrant populations to understand needs
- Support entrepreneurship and development cooperation initiatives

Lessons learned

- Draws on historical experience welcoming migrants
- Diverse profile of migrants highlights importance of understanding context in order to address needs
- Highlighting the wealth that diversity brings

Valencia, Spain

A local action plan to address discrimination in the city while fostering conviviality

The city of Valencia has recently shifted its policy approach on social inclusion, vowing to become a new human rights city as a matter of addressing the impacts of the COVID-19 crisis. Faced with the rise of inequalities, Valencia seeks to reinforce social programs and create new institutions to better protect fundamental rights through local action.

This ambitious policy vision is an immediate result of a wide city consensus, bringing together all types of local and regional stakeholders to rethink the local social contract after the COVID-19 crisis. Actors involved include political parties, business representatives, academia and civil society. Fostering migrants' inclusion and recognizing diversity in local policy-making are two priorities for the city in this context. This line of action is particularly connected to a relevant concern by the local government and citizens of Valencia, which is that of rising hate speech and racism in public life.

One of the more ambitious initiatives by which Valencia seeks to bring about this vision is the new "**Plan for Conviviality**", aimed at guiding policy efforts and coordination with local stakeholders working on discrimination and hate crime. This plan has been built on the basis of the experience and continuous dialogue with those local associations which have been working on human rights promotion over the last decades - an especially relevant issue given how local priorities on this issue have not always been that aligned.

At a practical level, the Plan for Conviviality is already in motion, allowing, for example, an **extensive training program** to be put in place last year. Public workers have received human rights training to better interact with residents and be in a better position to understand and respond to their needs.



Source: Courtesy of Valencia

As a result of the Plan's mandate, Valencia is also launching its new **Office and Observatory of Non-Discrimination**, both of which should be fully operational by 2022. These new institutions will contribute to the recognition and mainstreaming of inequality and intersectionality within social agendas. On one hand, the Office of Non-Discrimination will organize human rights promotion events while offering legal advice and access to justice mechanisms. On the other hand, the Observatory will focus on monitoring social trends to better inform city officials and stakeholders working on this agenda.

In summary

Challenge:

- Rising inequality

Strategy:

- Rethinking local social contract and actors post-COVID-19
- Training public officials
- Office and Observatory of non-discrimination

Lessons learned

- Taking a leading role in coordinating efforts
- Taking on a human rights approach

Sousse, Tunisia

Reinforcing migrant participation and engagement in civic life

Sousse implemented a renewed approach to its local policies on migration in parallel with the consolidation of local autonomy and democracy after the Jasmine Revolution. As such, many of these policies strongly foster migrants' civic engagement and inclusion in the host society through participatory democracy mechanisms and supporting grassroots organizing.

The city first developed a guiding vision to mainstream the issue of migration in local administration. To this end, the signing of a **local charter** to defend the rights of migrants, refugees and asylum seekers was crucial. This document expressed local public authorities' commitment. It further established the main coordination lines within local government departments as well as between the city and existing solidarity initiatives.

The **"Solidarity without borders"** initiative brought together municipal actors, civil society working on migrants' rights and migrant associations. This informal taskforce of stakeholders facilitated the organization of different awareness raising events, particularly seeking to address prejudices among local residents. It also focused on building the capacities of local actors working on the issue of migration on the ground. Ultimately, the initiative strengthened the coordination of social assistance efforts, establishing a unique program for migrants, refugees and asylum seekers.



Source: Courtesy of Sousse

Another component of Sousse's policy efforts in this field is based on strengthening the participation of migrant residents in local public events. On one hand, this goal has been achieved by cooperating with migrant associations directly. As seen in other contexts, this type of cooperation gave more prominence to migrant residents' demands within local policy making efforts. On the other, several public events have been held to showcase the value of diversity and emphasize the inclusion of migrants in the Sousse and Tunisian society.

The Sousse case highlights the importance of raising local officials' awareness on their role in migration governance, which is often seen as a national government affair only. In order to implement these actions, Sousse relied strongly on its partnership with both international organizations - such as the IOM or UCLG, ICMPD and UN-Habitat through the MC2CM project - as well as local actors and solidarity networks. These efforts have allowed Sousse to develop its own policy vision and gain more legitimacy for its local action.

In summary

Challenge:

- Lack of competences
- Migrants in positions of vulnerability

Strategy:

- Civic engagement and encouraging grassroots organising.
- Raising local officials' awareness on their role in migration governance

Lessons learned

- Many ways to engage, including informal taskforce and direct engagement with migrant associations
- Local charter to defend rights of migrants
- Increasing legitimacy through partnerships.

4. Shifting the narrative on migration

Human mobility has been acknowledged by the UCLG World Council as a key axis of the Pact for the Future. Building on the legacy of the Charter-Agenda for Human Rights in the City, the Marrakech Mayoral Declaration and the Durban Manifesto on Migration, as well as in the UCLG Regional voices, namely the Charter of Subnational Governments of Africa on Migration and the Gaziantep Declaration, UCLG works to shape a global notion of human mobility that is embedded in human rights and protects the Right to the City for All.

Building on this legacy, **Totó Martello**, Mayor of Lampedusa and Policy Councilor on the Right to the City and Inclusive Territories, shared with the Peer Learning participants the proposal to co-create a **Global Charter on Human Mobility and Diversity** to foster, from the local and territorial level, a shift in the narrative on human mobility.

Engaging UCLG's entire membership in its development through a series of consultations with international partners, civil society and communities involved in human mobility governance, the "**Charter of Lampedusa**" will foster the construction and implementation of inclusive local citizenship approaches across the world.

The Charter of Lampedusa, to be launched at the end of 2021, will be guided by the following principles:

Charter of Lampedusa

Dignity: Ensuring the dignity and protection of all persons at all stages of the migration process, regardless of their reasons behind migrating and regardless of their legal status.

Equity: Promoting universal access to basic services and public space in a safe and unconditional manner regardless of migration status.

Recognition: Promoting a shift in narrative that recognises diversity as an asset and acknowledges the contribution of all communities to the development of cities and territories.

Participation: Opening spaces and channels for migrants, displaced persons and refugees to be part of urban planning as de facto residents, transforming the vision of the migrant population from mere users of services to agents of community development, particularly where public policies directly concern them.

Community: In cities and territories, communities must actively participate in the elaboration of strategies, decision-making and implementation of activities that promote coexistence, equality and access to the Right to the City for all.

5. Key Learnings & Recommendations

As hubs of innovation, economic opportunity, sociopolitical and cultural exchange, cities need to acknowledge and recognize the contributions of all inhabitants, temporary or permanent and regardless of legal status. Adapting local measures to territorial realities with a view to include all residents is key. Municipalities can act as facilitators of bolder cooperation and coordination among citizens and stakeholders committed with inclusion and social cohesion, promoting, from their own example, community-driven and intersectional approaches to foster a more inclusive notion of local citizenship across all levels of government.

The notion of citizenship is closely linked to the idea of the city, yet the term citizenship is used primarily to define a person's legal and administrative affiliation on a national level. Cities and territories lack the legal mandate to intervene directly in the procedure for granting citizenship. However, the sense of belonging and the right to inhabit transcend the administrative sphere.

In cities and territories, all people are first and foremost neighbours. Despite scarce resources and limited mandates, a number of tools exist for local governments that serve to broaden the concept of citizenship and include all communities. Such mechanisms are to be backed by a political vision which is people-centred and respectful of human rights. From universal access to basic services to the articulation of administrative mechanisms to guarantee the right to participate in local life and recognise the contributions of all people, local governments have adopted a variety of pragmatic and innovative solutions in cooperation with other actors to make the Right to the City a reality for all.

Drawing from the key exchanges among LRGs representatives and other stakeholders during the peer learning, the following lessons can be drawn:

Shared vision

1. Local citizenship: A fundamental shift of narrative

Local citizenship is part of the shift of narrative promoted by local and regional governments, beyond border centred approaches and towards a focus on the people. This shift is to be done from a two-fold approach at all levels of governments: Recognizing migrants as rights holders but also as full members of society and community developers.

2. Reshaping citizenship requires political vision and leadership, regardless of mandates

Local leadership is key to make all residents feel included and able to trust institutions, regardless of their legal status. Unconditionality is key to inclusive urban governance, whereas diversity should be leveraged as an asset of local identity and a source of wealth and opportunity. Tailor-made, context-specific responses are needed: each territory develops its own narrative.

3. Beyond administrative barriers, other factors preventing inclusion need to be accounted for

Cultural and social factors also need to be considered, and call for comprehensive approaches through education, cultural, social policies and legal resources. Xenophobia and discrimination should be actively prevented and systems implemented for residents to be able to report it, regardless of origin and legal status. Difficulties to access employment, housing and education can reinforce socio-economic inequality, marginalization and exclusion.

From vision to policy

4. Enhancing local inclusion: building citizenship through trust and diversity

Trust is key to building bridges between all citizens and institutions. Consistent data collection managed with proper firewalls are essential to address all communities and tailor public policies to existing realities on the ground. Accessible information for residents and capacity-building for municipal staff are key, as well as taking an affirmative role in addressing social issues

5. Overcoming administrative barriers to secure access to human rights and legal safety in the city

Different tools exist to enhance the inclusion, participation and access of all people to local services and spaces, ranging from local support to migrants undergoing regularization processes, to local ID cards guaranteeing rights and fostering participation. These tools include mechanisms to protect and promote human rights, like offices for non-discrimination and human rights reporting systems.

6. Recognizing and leveraging diversity by enhancing cultural exchange and participatory democracy mechanisms

Cultural institutions and facilities play a key role in fostering a collective identity that is based on the celebration of diversity and recognizes the contributions of all communities, visions and approaches to the construction of societies. Mechanisms to enhance participatory democracy are also essential to reflect all views and needs in local policy making and budgeting. Language learning support, cultural exchanges, sporting events, exhibitions and music programmes can all play an important role to foster social cohesion and enhance political participation of all residents.

Engaging all actors

7. Working with civil society and other local stakeholders

Municipalities can act as facilitators of bolder cooperation and coordination among citizens and stakeholders committed with inclusion and social cohesion, adopting community-driven and intersectional approaches to curb discrimination and exclusion. Civil society organizations, migrant associations, faith-based groups, and neighborhood associations can facilitate outreach, foster inclusion, and strengthen local government policies' impact.

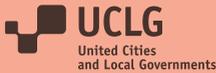
8. The role of city-to-city cooperation and advocacy

Policy coherence and knowledge transfer are key to address human mobility, as a phenomenon that happens across territories. Decentralized cooperation is key to foster a shift in the narrative, facilitate the implementation of innovative and inclusive policies at the local level, trigger bolder cooperation with national governments, and influence the international agendas around human mobility.

9. Enhancing vertical coordination and multi-stakeholder partnerships

Dialogue and coordination with national and supranational levels is essential. From their knowledge of the realities on the ground cities can be key players in the implementation of national migration strategies that look at human mobility and diversity from a holistic approach. LRGs are increasingly acknowledged as relevant interlocutors in global migration governance and their innovative solutions to address local communities are key to overcoming border centered approaches that criminalize human mobility.

Partners



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