SEF News

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STIFTUNG ENTWICKLUNG UND FRIEDEN
DEVELOPMENT AND PEACE FOUNDATION

Berlin Summer Dialogue 2008

Migration, Urbanisation and Development

A Review and Strategies for Urban Governance

Cities and metropolises exert a particular attraction for migrants. As a result of the rise in international and especially intra-state migration, over half of the world's population now lives in cities rather than rural regions. At the Berlin Summer Dialogue 2008, international experts and political decision-makers discussed the challenges of urban governance in various regions of the world. The key issue on the agenda was how urban development can contribute to the integration of migrants. The Berlin Summer Dialogue 2008 was organised by the Development and Peace Foundation in conjunction with the *Deutsche Gesellschaft für Technische Zusammenarbeit* (GTZ), the German Association of Cities *(Deutscher Städtetag)*, the Berlin Chapter of the Society for International Development (SID) and the Advisory Board "Development Cooperation" at the Senate Department for Economics, Technology and Women's Issues, Berlin.

Harald Wolf, Mayor of Berlin and Senator for Economics, Technology and Women's Issues, welcomed the participants and, in his opening speech, called for the issue of "Migration, Urbanisation and Development" to feature more prominently on the political agenda. This is the only way, said Wolf, to address the challenges posed by migration in such a way that they can also unfold positive impacts. In his introduction, Bernd Hoffmann from GTZ added that migration is often seen as a threat, rather than as an opportunity to capitalise on the positive potential that migrants offer for economic, social and cultural development.
The international debate on migration often ignores the realities, criticised Frank Laczko from the International Organization for Migration (IOM): contrary to popu- ▶

C O N T E N T S

Migration, Urbanisation and Development
Berlin Town Hall, 4 – 5 September 2008
In Cooperation with:

Kraas   Hoffmann   Laczko

Are there dramatic impacts of climate change on migration? Frauke Kraas, Bernd Hoffmann (in the chair), Frank Laczko (from left to right)

▶ lar belief, migration does not mainly flow from the South to the North: in fact, South-to-South migrants are about as numerous as South-to-North migrants, and around one-third of the 191 million migrants in the world have moved from one developing country to another. Similarly, internal migration has largely gone unnoticed and unresearched until now, even though it affects a much larger number of people. There was critical discussion of the extent to which environmental hazards will impact on migration flows in the future. Professor Frauke Kraas from the University of Cologne drew attention, in this context, to the sea-level rise associated with climate change. This, she said, could have dramatic impacts, given that around 60 % of the world's population lives in low-lying or coastal areas. If their home regions are inundated and rendered uninhabitable, untold numbers of people will be forced to migrate.
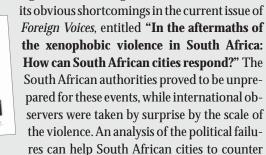
Cities in transition

The first panel considered how local politics can react to migration and its induced shifts in the demographic composition of the urban population, referring in this context to cities in various regions of the world. In South Africa, the Constitution guarantees a very wide range of basic rights for refugees, reported Dr Aurelia Wa Kabwe-Segatti, a Senior Researcher at the Forced Migration Studies Programme at the University of the Witwatersrand in Johannesburg. However, practical measures aimed at promoting integration are not yet adequately embedded at institutional level, and the political management of migration is failing, especially at the local level, as the outbreak of xenophobic violence in South African cities in May 2008 tragically demonstrated. By contrast, the Indonesian city of Banda Aceh faced a different problem in the wake of the tsunami disaster — the abrupt decrease in the size of the population due to the large number of casualties. After the tsunami, the city therefore actively encouraged immigration into Aceh, the Vice Mayor Illiza Sa'aduddin Djamal explained. The reconstruction of the city, much of which had been destroyed, was enabled by the finan-

cial assistance provided after the disaster and was used as an opportunity to set a new course in urban development. Healthcare and the city's administrative structures were improved and public participation in political decision-making processes increased.

Whereas immigration into Banda Aceh served to promote the city's fundamental reconstruction, Dr Michael Waibel from the University of Hamburg used the example of Ho Chi Minh City in Vietnam to show how strong migration-induced population growth can contribute to economic development and increased investment in education. According to Waibel, however, it is important to consider that this type of dynamic may take place at the expense of migrants' living and working conditions. In the case of Ho Chi Minh City, mi-

Foreign Voices

In the wake of the xenophobic attacks in South African cities in May 2008, Dr Aurelia Wa Kabwe-Segatti explores the issue of governance of migration in South Africa and its obvious shortcomings in the current issue of *Foreign Voices*, entitled **"In the aftermaths of the xenophobic violence in South Africa: How can South African cities respond?"** The South African authorities proved to be unprepared for these events, while international observers were taken by surprise by the scale of the violence. An analysis of the political failures can help South African cities to counter xenophobia among their residents in the future. Dr Aurelia Wa Kabwe-Segatti from the Forced Migration Studies Programme at the University of the Witwatersrand, Johannesburg, was a speaker at the Berlin Summer Dialogue 2008.

http://www.sef-bonn.org/download/publikationen/foreign_voices/foreign-voices_2008-3.pdf

grants live in so-called "boarding houses", in overcrowded settlements on the edge of the city and are dependent on informal support structures as opposed to basic support from the state.

Professor Klaus Wermker, Head of the Bureau for Urban Development at the City of Essen, pointed out that European cities often face different urban governance challenges from those confronting the rapidly growing cities and metropolises of the global South. The challenges facing local politics in some parts of Germany could almost be described as "exotic", given that the main problem here is shrinking towns and cities. This is accompanied by highly diversified migration structures. The main task on the urban development agenda is therefore to promote intercultural communication.

Informal survival economies play a very important role: Herry Zudianto.

Cities as political actors in global transition

Upon exploration of the problems affecting various regions of the world, the two following panels focussed in detail on the challenges faced by cities and urban regions as a result of global transition, and identified possible policy solutions. Professor Hartmut Häussermann, a specialist in urban and regional sociology, made it clear that European cities are already undergoing a fundamental cultural transformation as a result of globalisation. "Heterogeneity is the key characteristic of urban culture", emphasised Häussermann, so the cities' main task is to avoid segregation and ethnic stratification. Dr Ulrich Nitschke from Capacity Building International, Germany (InWEnt) argued that cities must first be empowered to manage their diverse migration and urbanisation agenda successfully. They should therefore see themselves as independent actors, and their competencies should be strengthened within their respective national frameworks. Besides better management and planning capacities at institutional level, systematic knowledge transfer between cities is required. Beyond straightforward cooperation between cities, this must also include an exchange of best practice. In this context, countries and societies in the North can undoubtedly learn from the global South. Nitschke argued that this becomes evident in the model of the citizen's budget developed in Porto Alegre in Brazil, which is now also being applied in some German cities.

The Colombian city of Medellín is a good example of other possible responses by cities to current problems. Beatriz White, former Social Welfare Secretary in Medellín, reported that here, the city administration has successfully initiated a programme of radical political reform over the past six years, leading to substantial improvements in the security situation and living conditions. The city administration has also launched a reception and integration programme for displaced persons forced out of their homes and off their land by the armed conflict in rural regions, who would take refuge in the city.

The Mayor of the Indonesian city of Yogyakarta, Herry Zudianto, underlined the great importance of the informal sector of the economy for large sections of the population. To facilitate the integration of migrants in cities of the global South, he called for the formalisation of what he described as "informal survival economies". He criticised the "obsession" with "large-scale" activities as the sole guarantor of efficiency, pointing out that the informal sector provides livelihoods for large numbers of people — especially during global economic crises.

Cultural diversity: a source of enrichment

How can local communities open up to the benefits afforded by cultural diversity and integrate migrants into urban life? This question was explored in the final panel, with reference to specific examples. There was a consensus that public administrations have a particular responsibility in this context: their task is to influence attitudes in mainstream society in such a way that cultural diversity is recognised and valued.

In the German context, politicians must send out a clearer message to citizens that migration is essential if Germany is to remain internationally competitive, according to Rudolf Stummvoll, Deputy Head of the Department for Housing and Migration at the City of Munich. Looking beyond the issue of the practical benefits associated with migration, however, it is also important to foster a social consensus that migrants, who straddle two worlds and thus embody cultural diversity, are a source of enrichment for cities, added Helga Nagel, Director of the Department for Multicultural Affairs at the City of Frankfurt.

In his Political Outlook which concluded the event, Günter Piening, Representative of the Berlin Senate for Integration and Migration, was optimistic: in his view, Europe — despite its many problems — is currently positioned between a period of transition and an improvement in matters of migration. He called for immigration countries to treat the integration of migrants as a task for society as a whole. This means establishing new social alliances to champion the cause of cultural diversity. ■

http://www.sef-bonn.org/en/events/index.php

"Displaced persons have a right to a new life in the city"

Interview with Beatriz White, former Social Welfare Secretary, Medellín, Colombia

SEF News: Ms White, in Medellín, there are serious problems with the integration of displaced persons. What is the situation at present?

White: There are currently 120,000 displaced persons living in Medellín, and they are among the poorest of the poor. They were forced out of their homes and off their land by the guerrillas, paramilitary forces and the drug mafia. These people have not only suffered under these campaigns of violence and murder; most of them have lost everything they own as well. So when they arrive in Medellín, they have no possessions and are in a personal crisis situation. Settling these displaced persons is also very difficult as Medellín has only very limited housing space to accommodate them. They have a low level of education, which makes it difficult for them to find work and thus secure their livelihoods. In response to this humanitarian crisis situation, the city administration decided in 2004 to launch a displaced persons' programme.

What services does the city's integration programme provide for displaced persons?

The aim of the programme is to improve coordination of the reception and integration services provided for displaced persons, with a view to giving them a better start in life in Medellín. The city administration has therefore set up a dedicated project office with a budget of around 6 million euros. The office initially provides the displaced persons with humanitarian assistance, which in practical terms means food and clothing. However, the greatest challenge is to help them find accommodation. So far, 14 % of the displaced persons have received subsidies to buy an apartment; the rest are given rent compensation by the city. The second part of the integration programme aims to provide

"Life in the municipality would revert to a state of war unless there is investment in the social dimension": Beatriz White.

healthcare, as well as schooling for their children. The office also helps them find work, or grants them loans so that they can set up a small family business.

Very often, measures to support the social and political integration of displaced persons and other migrants cause envy or negative feelings in the local population. How is Medellín city administration avoiding this kind of negative impact?

The Colombian constitution recognises the victim status of the displaced persons, and that forms the legal basis for the support provided to them. However, it would have been quite impossible to implement these measures had it not been for the initiative of Sergio Fajardo, Medellín's mayor from 2004 to 2007. The city administration launched a publicity campaign to raise awareness of the plight of displaced persons. It explains that they have lost everything they own, and that they have a right to a new life in the city. In this way, the local community has begun to understand why a proportion of the city's budget has to be spent on the programme.

What has the administration done to improve security in the municipality?

The security situation has greatly improved. Previously, violence and abductions by the guerrillas were an every-day occurrence in Medellín. The police and particularly the army are now stepping up their presence in the city's problem districts and are thus making a key contribution towards this positive development.

Does Medellín also offer reintegration projects for ex-combatants?

Yes, there is a programme for the social inclusion of ex-paramilitaries. On request, these people are given psychological support together with their families, as well as practical assistance in finding work. In practice, it means that their children may well be attending

school with children of displaced persons.

What kind of contribution is the private sector making in the urban development framework, especially to the integration of displaced persons?

Companies are employing ex-paramilitaries and displaced persons without making a big deal out of it. Some companies offer training programmes which also facilitate the integration of these workers. Companies are very aware of their responsibilities and are playing an active part in the process. They know that life in the municipality would revert to a state of war unless there is investment in the social dimension and these people are empowered to become stakeholders in society.

Could other Colombian cities and municipalities with similar problems learn from Medellín's experience?

We ran a very interesting exchange programme together with the UN High Commissioner for Refugees. We travelled to various cities in Colombia and shared our experiences. It was very helpful for the people in positions of responsibility in these towns and cities to see how these problems can be tackled pro-actively. Political commitment is undoubtedly the key to success, along with a target-oriented and well-designed programme with adequate financial resources.

What policy measures are being adopted by the city to combat corruption and ensure that the funding is actually used for the proper purpose?

Firstly, the government has established various mechanisms to scrutinise the provision of financial resources. Secondly, the general public has a keen interest in this issue and is demanding full accountability on the use of funds. The mayor of Medellín is therefore committed to a process of public accounting. A list of the various projects undertaken and the associated expenditures are published in the local

Ex-paramilitaries and their families are given psychological support and are reintegrated.

newspaper and on the Internet. The mayor and councillors also disclose the city's expenditures during a one-day television broadcast and answer questions from the public live on TV. In addition, the local administration is promoting opportunities for participation by displaced persons, who are represented in the board responsible for programmes and budget. However, we are aware that we have not yet reached all the displaced persons living in Medellín and that more intensive efforts are needed.

Medellín is not alone: the security situation and living conditions are improving in other cities across Colombia as well. But don't the many urban development projects distract attention from the major problems facing the rural regions?

The "democratic security" process launched under Alvaro Uribe in 2002 has achieved impressive improvements. Of course it is difficult to assert the state's presence nationwide, especially since Colombia is a large country

with many inaccessible regions. There is a lot of work to do, but it has indeed been possible to regain control of substantial areas which were previously the strongholds of guerrilla groups and drug barons. In my view, it is essential for social and economic investment to target the people who are suffering from violence and displacement in rural regions as well. These measures should focus especially on education and vocational training, but healthcare and agriculture are also important. However, this process can only be successful if it has the backing of the local security forces and is flanked by measures to combat drug cultivation. ■

Profile

Beatriz White was until recently the Social Welfare Secretary in Medellín, Colombia. She has previously worked as a consultant for USAID and *KfW Bankengruppe.*

SEF Policy Paper

Afghanistan:
Policy Adjustments or Withdrawal?

Political Implications of the Escalation of Violence

Seven years after a small contingent of US special forces plus Afghanistan's Northern Alliance succeeded in toppling the Taleban and their Al-Qaeda allies in autumn 2001, the international community's engagement in Afghanistan appears to be on the verge of collapse in the face of escalating violence. In SEF Policy Paper 29, Dr Jochen Hippler explores the causes of the current situation. As such he identifies as a lack of an overall strategy in German and international policy and problems in the state-building process.

Can security be achieved through an enhanced military presence?

Hippler criticises what he sees as the failure to develop a realistic political strategy for the engagement in Afghanistan. Instead, an attempt has been made to create security through an enhanced military presence — and yet even a fourfold increase in the number of foreign troops has not improved the security situation. The Afghan state is "extremely top-heavy", which poses serious problems for state-building. President Karzai has attempted to bring about an extreme degree of centralisation of state structures in Kabul and the larger cities, with the formal structures of power being tailored to Karzai, as President, himself. In rural regions, by contrast, there is little to no state presence. "In many villages, the only representative of the state is, at best, a poorly trained teacher", warns Hippler. What's more, Karzai has integrated local commanders and warlords into the state structures in order to prevent them from resorting to overt opposition. In large areas of the country, however, this has resulted in the new state being identified with the notorious old violent actors.

State-building is the key

As a way out of the current situation, the author recommends putting the development of effective governance structures at the heart of state-building efforts in Afghanistan and subordinating military and development policy measures to this key objective. In this context, establishing a justice system and police that are capable of functioning fair and, as far as possible, free from corruption is particularly important for the country as a whole, as this is the only way to win over hearts and minds and foster citizens' ownership of and confidence in the state. "Security and development are important, but without successful state-building, they take place in a vacuum, are not sustainable, and miss their target, which is to achieve long-term stability." In

the event that the international community is unwilling or unable to drive forward state-building in Afghanistan with real vigour, or if this shows little prospect of success in the foreseeable future due to the conditions within Afghanistan itself, the German government and other countries should consider pulling their troops out of the provinces and redeploying them in the larger towns and cities. This stopgap solution is preferable to a rapid or over-hasty troop withdrawal from Afghanistan as it would gain time, without the troops becoming drawn into what would probably be an escalating conflict. This concentration of the foreign military in the towns and cities would also demonstrate whether the Afghan government and their armed forces are up to the job in the foreseeable future. ∎

http://www.sef-bonn.org/download/publikationen/
policy_paper/pp_29_en.pdf

Foreign Voices

Since the outbreak of fighting in 2003, international attention has increasingly focussed on the Sudanese province of Darfur. However, the full deployment of the joint African Union/United Nations Hybrid operation in Darfur (UNAMID) mandated by the Security Council has so far been delayed by the obstructive policies pursued by the Sudanese government and a lack of international support. In issue no. 2/2008 of *Foreign Voices*, entitled **"The UN/AU-Hybrid Mission in Darfur: Challenges of Implementation"**, Henri Boshoff from the Institute for Security Studies (ISS) in South Africa discusses the practical problems arising in the implementation of UNAMID. They include the lack of a clear chain of command or division of responsibilities between the AU and the UN, and the force's lack of capabilities. Boshoff therefore questions whether the international presence in Darfur can genuinely fulfil its mandate to protect civilians.

http://www.sef-bonn.org/download/publikationen/
foreign_voices/foreign-voices-2-2008.pdf

State-Building Must Be the Priority

The Policy Briefing held by the Development and Peace Foundation focussed on recommendations for German and international policy towards Afghanistan

At an SEF Policy Briefing held at the Representation of *Land* North Rhine-Westphalia in Berlin on 24 September 2008, Dr Jochen Hippler, author of the SEF Policy Paper "Afghanistan: Policy Adjustments or Withdrawal? Political Implications of the Escalation of Violence", presented the Policy Paper to an audience of Members of the German *Bundestag*, senior ministerial officials and representatives of civil society.

Hippler began by observing that the German debate about Afghanistan is very strongly fixated upon military intervention, even though it is repeatedly emphasised at the same time that the conflict cannot be resolved by military means alone. What is lacking, said Hippler, is an overall strategy for Afghanistan which defines the various policy objectives and methods by which to achieve them and establishes clear priorities. In contrast however, three separate aims are being pursued simultaneously: to create the security envelope, promote development and build functioning governance structures. Hippler called for state-building in Afghanistan to be given clear priority, as this will ultimately determine the success or failure of policy towards Afghanistan. At a national level, institutions associated with statehood exist, such as a President, government and courts. In rural regions however, state structures are either virtually non-existent or the state's representatives are perceived by the local population as being part of the problem. Drawing upon one example, he highlighted the case of a notorious warlord who was appointed as governor of Kandahar. If efforts to build a functioning state nationwide in Afghanistan fail, the only other—and by far the second-best—option is to pull the troops back to the larger towns and cities.

Building local structures

Hippler's recommendations were then commented on by Ruprecht Polenz, MdB, the Chairman of the German Bundestag's Committee on Foreign Affairs, and Colonel Roland Kaestner from the Federal Armed Forces Command and Staff College, before being discussed in detail by the audience. There was general agreement among participants that building governance plays a key role in peace and reconstruction in Afghanistan.

However, it is important not only to focus on building a central government via a top-down approach. Indeed, central governments have often been a cause of conflicts throughout Afghanistan's history. Instead, establishing and strengthening local structures in a process which involves influential local actors such as tribal elders is crucial.

Taking down the flag?

According to some of the participants, a focus on state-building also raises various problems however. In Afghanistan—one of the world's poorest countries, where three-quarters of the population is illiterate—the framework for functioning governance is far from favourable. Nor is identifying a viable political elite in Afghanistan an easy task. Some participants also pointed out that it is illogical to call for Afghan "ownership" when state-building is actually being driven by external, not Afghan, actors, and the "owner" therefore remains in the process of being established. Some members of the audience felt that more effort should be made to "sell" the positive outcomes of reconstruction projects as successes achieved by the Afghan state, but this requires external actors to adopt a lower profile and occasionally "take down their own flag".

The overall strategy called for by Hippler also proved contentious: prioritising objectives is a difficult task and is sometimes only possible with hindsight. According to some participants, it is doubtful whether this type of overall strategy, in the future, can be put in place prior to deployment as it generally takes place under time pressure. Hippler's "second-best" option—to pull back troops to the larger towns and cities—was also criticised: this, it was argued, would increase the likelihood that the international community's efforts will ultimately end in failure. ■

Prioritising state-building in Afghanistan? Jochen Hippler (second from left) with Colonel Roland Kaestner, Michael Mertes (in the chair) and Ruprecht Polenz MdB (from left to right)

SEF Policy Paper

Civil-Military Cooperation in Post-Conflict Rehabilitation and Reconstruction

Recommendations for Practical Action

The cooperation between military and civil actors in foreign deployments remains problematic. Professor Michael Brzoska and Dr. Hans-Georg Ehrhart from the Institute for Peace Research and Security Policy (IFSH) provide an overview of contexts, concepts and experiences in civil military interaction in crisis and post conflict regions. Upon this foundation they give practical recommendations.

Within post-conflict rehabilitation and reconstruction, civil-military interaction remains indispensable despite its inherent problems. Military and civilian actors often times lack a common perception of local circumstances, are grounded within opposing organisational cultures, have different instruments and adhere to contrasting principles, such as distance to the civilian population vs. proximity to the civilian population, political vs. humanitarian interests, short term security interests vs. long term development goals.

The authors criticise a tendency to militarise post conflict rehabilitation and reconstruction, arguing that "when complex interventions involve military assets, they should follow a development policy, not a power-political logic, that means that the development of the target country should take precedence over military, geostrategic, ideological or Alliance policy."

Impartiality at risk?

The military is dependent upon the support from civilian actors within rehabilitation and reconstruction operations in order to attain a level of stabilisation. Cooperation is perceived as particularly vital when the local security situation becomes highly insecure. Under such circumstances, civil military cooperation can provide necessary information on sentiments among the local population. Furthermore, humanitarian aid can contribute to a higher level of acceptance with regards to the military presence in the country.

Under difficult security circumstances civilian aid organisations are highly reluctant to cooperate with military actors. By increasing their operational proximity to potential or current conflict parties the underlying principles of impartiality and independence become undermined. Cooperation threatens the security of civilian aid workers, complicates contact to the local population and makes the implementation of projects difficult. On the other hand, civilian aid organisations become reliant upon the cooperation with military actors in order to minimise the security threats for their employees. Civil military interaction (CMI) at the local level is therefore said to remain context specific.

"Quick Impact" Projects are identified as a relatively unproblematic field of cooperation, as these projects can be carried out even when there are an insufficient number of civilian aid workers present. They include less complex infrastructure projects such as the building of homes which can be carried out by soldiers and through the use local expertise. It remains important however, that projects are subsequently transferred to civilian aid experts and national/local actors. The authors recommend that projects carried out in the frame of civil military interaction (CIMIC) should be "aligned to a greater extent with medium-and long-term development projects."

Unclear task allocation

Provincial Reconstruction Teams (PRTs) in Afghanistan are presented as an integrated approach which brings together military, diplomatic, development and police actors. It remains acknowledged however, that in the case of Afghanistan this model of integration is not an all-round solution for the identified problems of civil-military interaction. In Afghanistan, PRT/CIMIC projects only account for one third of the total reconstruction and development projects. Furthermore, the task allocation between the different PRT actors remains unclear and the division between military and humanitarian engagement remains difficult to discern. ■

http://www.sef-bonn.org/download/publikationen/policy_paper/pp_30_en.pdf

Civil-military interaction is an essential element of post-conflict rehabilitation and reconstruction.

Supporting the UN Development System: What Role for the European Union?

Workshop Panel at the ACUNS Annual Meeting 2008 in Bonn

At its 2008 Annual Meeting in Bonn, the Academic Council on the United Nations System (ACUNS) offered several concurrent workshop panels which took place at the Gustav Stresemann Institute. The workshop panel on "Supporting the UN Development System: What Role for the European Union?" was organised by the Development and Peace Foundation (SEF) together with the European Association of Development Research and Training Institutes (EADI) and the Düsseldorf Institute for Foreign and Security Policy (DIAS).

Panellists Fatoumata Siré Diakite, Mali's Ambassador to Germany and her country's delegate at many UN conferences, Sir Richard Jolly from the University of Sussex, Co-Director of the UN Intellectual History Project, and Professor Siegmar Schmidt of the University of Koblenz-Landau, together with Professor Uwe Holtz in the chair, discussed the role of the European Union in the global development architecture.

Together, the 27 EU member states comprise more than one-eighth of all votes in the UN General Assembly. They are the largest financial contributor to the UN system and to official development assistance (ODA). The EU member states pay more than one-third of the UN's regular budget, around one-half of all UN member states' contributions to UN funds and programmes and more than two-fifths of UN peacekeeping operations.

Stronger leadership by the EU in the UN is necessary in order to achieve the MDGs.

The EU does not speak with one voice

Given the EU's important role within the UN, several key problems and challenges for the EU were identified by the panellists:

- The EU does not speak with one voice. It does not present a common position vis-à-vis the IMF and World Bank. Reasons for the EU's lack of coherence include the member states' national interests and competition in leadership.
- More coordination, better representation and increased visibility in the UN development system are therefore required. Besides the European Commission and the EU member governments, the European Parliament must play a greater role. In particular, a stronger relationship between the European Parliament and the UN Economic and Social Council (ECOSOC) could be established.
- The EU does not have a clear and alternative conceptual voice on world development issues. Despite the end of the cold war, in many respects we still have one Western bloc, based on the Washington Consensus. However, the EU has to react to new challenges such as China's recent activities in Africa.
- The EU is still too "shy", while the UN is underperforming. The EU should be more outspoken in the UN and assume a balanced role on political, economic and security issues.
- Hence, stronger leadership by the EU in the UN is necessary, for instance in order to achieve the MDGs and "human security", in moving away from the Washington Consensus, in striving for genuine and real partnerships (above all with Africa), in combating global warming, and in contributing to fair and lasting solutions in the Middle East.
- Europe should rely on its own historical experience in civilising conflicts, in recognising the relevance of democracy and the different generations of human rights, and in recognising that—instead of capitalism à la USA or IMF—an international social and ecological market economy could be the answer to globalisation.

Less of a broker, more of a catalyst

Despite the dire need for improvement in the EU's UN policy, the participants agreed that there is hope: EU coordination is to some extent already taking place, for instance during UN conferences or in specialised agencies. Moreover, in many cases, the EU has been a constructive bridge builder between different groupings in the UN system. Eventually, however, it should become less of a broker and more of a catalyst for some new initiatives. ■

http://www.sef-bonn.org/en/events/index.php

"Democracy should go past the ballot box into your every-day life"

Interview with Mandeep Hothi, Young Foundation

SEF News: Mr Hothi, a recent report authored by you is entitled "Neighbourliness + Empowerment = Wellbeing". Could you please explain what this equation stands for?

Hothi: We see a link between people's wellbeing and their local community. Neighbourliness means that regular and meaningful contact with your neighbours can increase your wellbeing. Then empowerment comes in, which aims to give people more influence and control over decisions, such as the local environment, housing, crime and community safety. In those areas where the local government has given this opportunity, people are then able to steer their neighbourhood into a direction they feel it should be going in.

How would you define wellbeing?

Social scientists and economists have been observing that we have been getting richer in the last 30 years, but we are not getting happier. But if money doesn't make us happier then what does? You can define the concept

How do we create a sense of identity that people can feel comfortable being a part of? Mandeep Hothi.

of wellbeing quite intuitively — the relationships with your family, the kind of work you are in, level of education, your personal values, level of freedom and maybe religion/spirituality all have an impact on your wellbeing.

You advocate stronger direct democracy measures at a local level. How does this increase the participation of citizens in developing their cities?

Democracy should go past the ballot box into your every-day life. In most cities, decisions are made by people who sit in offices and have the technical knowledge of city planning — but don't have the understanding of what people want. Historically we have seen cities making hugely bad decisions, because the people making decisions are so far removed from the local realities. By increasing the citizen's participation in decision-making you bring that local intelligence and passion to the table and, vitally, you are involving the very people decisions affect.

Where do you see the limits of direct democracy?

It is necessary for the government to voluntarily hand down power to the people with regard to local issues. However, if you hand down all decisions there is a very good chance that this might also have some perverse outcomes. There are clearly some decisions that need to be made on a more strategic level. For example, issues over immigration or how people are allocated social housing should never be decided at the local level.

How can urban governance improve those city districts with high rates of ethnic segregation?

The issue of ethnic and religious communities living side by side in the same neighbourhoods not interacting with each other is an extremely difficult one to solve, unless you want to be very totalitarian about it and move people out of houses and create some sort of artificial social mix. It is not going to happen that way. It is a long process which involves bringing local people together to work towards a common goal. This can help bring commonalities into focus and increase understanding between different groups.

What forms of political membership are needed for migrants to claim their rights in cities?

In the UK you can observe one of the downsides of multiculturalism, be-

Profile

Mandeep Hothi is an Associate in the Local Innovation Team at the Young Foundation, a centre for social innovation based in London. His current work is mainly associated with the concepts of neighbourliness and belonging, and on how you measure wellbeing at the local level. Mr Hothi has experience of working with communities in both rural and urban areas. Prior to this he worked in a neighbourhood in West London, helping to tackle entrenched problems in areas such as housing, community cohesion and the environment.

cause ethnic groups and organisations are often only focussing on the interests of their own communities. This makes it harder to get lots of different people from different countries of origin to subscribe to a shared set of values and norms which are identified as, for example, being British or being a Londoner. How do we create a sense of identity that people can feel comfortable being a part of? We should be promoting membership of place as being more important than membership of a group.

What should be the role of migrants in development cooperation?

Let me answer this on a personal note. When I think of the small and very poor rural villages in India, where my parents came from, it is paradoxical that you can find the most extravagant Sikh temples next to schools that are practically falling apart. My diaspora — and I am sure this applies to others — needs to value social investments as a route to leaving a legacy in the towns and villages they or their ancestors came from. ■

Migration as an Impulse for Sustainable Urban Development

Workshop organised by the Development and Peace Foundation during the 13th International Metropolis Conference 2008

How can economic and social development potentials of urban migration be optimised? This question formed the underlying thread of discussion at the workshop organised by the Development and Peace Foundation in the context of the 13th International Metropolis Conference in Bonn. The workshop focussed on the potential political involvement of migrants and their participation in development processes. Increasing engagement of migrants was considered to offer potential for empowerment and improved social status within urban communities. Participants highlighted wide-ranging potentials of migration for sustainable urban development.

Global ecological and socio-economic changes have led to the settlement of the majority of the world's population in urban areas and the emergence of so-called "megacities". International and national migration manifests itself as a strong factor within the relatively new phenomenon of worldwide urbanisation. Introducing the topic, Dr Ulrich Nitschke from Capacity Building International, Germany (InWEnt) argued that in the case of Asian megacities, rapid urban population growth is accompanied by numerous challenges, in particular with respect to loss of governability. Nitschke added that African metropolises are especially vulnerable to the effects of rapid urbanisation as urban growth in the African context remains strongly accompanied by widespread poverty.

Migrant organisations as independent actors within the field of development cooperation: the SEF's Metropolis Workshop.

organisations to the challenges caused by international and national migration remain problematical when these fail to adequately consider local circumstances.

Getting rid of myths associated with international migration

Dr Aurelia Wa Kabwe-Segatti from the University of the Witwatersrand argued that in the case of South Africa, international migration into the country remains overstated, playing only a secondary role alongside national migration. However, immigrants from other African states are publicly perceived as a major risk factor, often being identified as the "human tsunami" inundating South Africa. Wa Kabwe-Segatti argued that "it is important to get rid of such myths" and enable necessary dialogue among international experts. However, short-term solutions proposed by donors and international

Experiences of intercultural urban development

A case study highlighting migration's positive impetus for development was presented by Mandeep Hothi from the Young Foundation, London. New means of participation and empowerment within local governance have been developed in the ethnically differentiated neighbourhoods of north-east London, giving migrant populations a greater influence on urban development processes. A vital component of neighbourhood development has been projects promoting intercultural dialogue. So-called neighbourhood policing, involving strong cooperation between residents and neighbour- ▶

▶ hood police, is also deemed to be successful. Conflicts within neighbourhoods become potentially more identifiable and mutually solvable.

Engagement of migrants

In the discussion, Nitschke argued that "integration efforts need to be jointly encouraged from both the upper and lower sectors of a community". Dialogue between communal governance institutions and migrant associations was identified as a vital element within such efforts. Hothi added, however, that dialogue promotion in Great Britain has been met by considerable challenges as national multicultural policy has often led to the polarisation of different ethnic groups. Ethnic groups perceived themselves as opposing contenders in an effort to gain state recognition and financial resources, and therefore rejected the establishment of mutual goals. Furthermore, it was perceived that intercultural dialogue should not be restricted to established representatives of a community but should also actively address younger generations.

Engagement in regions of origin

Jenni Winterhagen from the University of Bremen presented her case study on Yugoslavian guest workers in Germany who showed different forms of engagement with their hometown Imotski in the 1970s. The guest workers supported their regions of origin through direct financial support of relatives, the payment of local taxes on remittances, financial support for the establishment of textile factories, and donations and private investments. These were motivated by guest workers' aspiration for social recognition and, often, the intention to return to their home community. The investments therefore offered the prospect of a new livelihood in the hometown. The involvement of local actors in the hometown and their understanding of the opportunities and risks associated with the guest workers' engagement were considered crucial.

Migrants and development cooperation

The transnational engagement of migrants is usually termed "co-development" in the field of development cooperation. Nitschke argued that the term underlines the basic tenet of the concept: to combine migration and development. Transnational engagement, such as the sending of remittances, could foster cooperation between the countries of residence and the countries of origin and provide essential impetus for development. As the discussion proceeded, the following question was raised: to what extent is it fundamental to foster the opportunity for migrants who endorse such a strategy to return from their country of origin to their country of residence after a period of absence? Furthermore, it was argued that it is vital to recognise and integrate migrant organisations as independent actors within the field of development cooperation. This also requires the inclusion of representatives of the second generation. In his closing remarks, Nitschke pointed out that Germany, compared with other countries, lags far behind in the realisation of co-development. ■

http://www.sef-bonn.org/en/events/index.php