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PART FIVE: Developing an Influx Management Strategy and Integrating it into the Project



Once a project recognizes risk and management is aware of and understands potential management approaches, the next steps involve developing a management strategy and integrating it into the project. This section aims to answer the following questions:

- How do you develop an influx management strategy?
- Should the project develop a stand-alone In-Migration Management Plan?
- What should a strategy or plan look like?
- What combination of management approaches and interventions should be adopted?
- What is the minimum set of measures that a project should adopt and implement?
- What are the management implications associated with the strategy and selected measures?



Introduction

As indicated in Part Three, all projects where in-migration is likely to occur and is recognized as having the potential to cause changes in the project context need to conduct a situation analysis. This provides the basis for understanding the likely pattern of development of the in-migration phenomenon, and identifying its most significant potential environmental and social impacts. The situation analysis will inform management options and should lead to the development of a management strategy, and possibly a stand-alone implementation plan. Annex 6 provides a summary of project approaches to in-migration management. Annex 7 presents an outline of an influx management strategy and implementation plan.

Every project needs a strategy, but not every project needs a stand-alone plan.

PLANS THAT MAY INTEGRATE INFLUX MANAGEMENT INTERVENTIONS

- Human resource management plan
- Stakeholder engagement plan
- Resettlement action plan
- Indigenous peoples' development plan
- Environmental and social impact management plans
- Community development plans
- Security plans

Should a Project develop a stand-alone influx management plan (IMP)? In general, it is recommended that if selected interventions can be considered the responsibility of existing project operations or programs, they should be integrated into these operations and programs. For example, a project may already have developed, or be in the process of developing, plans and programs in support of project implementation and that address its environmental and social impacts. Human resource management plans will describe workforce recruitment and management; a stakeholder engagement plan will describe how the project will engage stakeholders; resettlement and indigenous peoples' plans will have been developed where needed, and community development plans will include sector-specific programs covering governance, law and order, banking, health, etc. In such cases, it is not recommended that projects establish parallel influx-specific programs.

Where such plans and programs are under development or already exist, implementation of the influx management strategy should include:

- (i) a review of these operational responsibilities and programs;
- (ii) integration of the selected influx management interventions (including objectives, actions, and M&E indicators) into existing operations and programs; and
- (iii) ongoing monitoring and evaluation to assess their effectiveness.

DETERMINANTS OF AN INFLUX MANAGEMENT STRATEGY AND IMPLEMENTATION PLAN

The development of a project influx management strategy, specifically the combination of management approaches and component interventions selected, will depend on several factors including:

- Definition of the project;
- The objectives of the strategy;
- The project context;
- Project status;
- Progress of in-migration phenomenon and its impacts;
- Buy-in and capacity of potential partners to collaborate in the design and implementation of the selected measures and their ongoing management requirements; and
- Resource costs of both the individual and the combination of selected management approaches.

The following sections consider these factors in more detail.

Defining the Project

A project in-migration management strategy must be based upon an agreed definition of the project. It is recommended that:

- Where project-induced in-migration is recognized as a problem at early stages of the project and for specific project locations, the analysis should still be conducted for all stages of the project cycle.
- Project-induced in-migration be considered for the project as whole, as defined by the project's physical footprint at operations and its broader area of influence, i.e., the likely project relationship to the local and regional context at the operational stage.
- An analysis of multi-local projects should consider each location. Projects whose footprint (or components thereof) changes over time should base the strategy on the core project footprint but incorporate approaches to address temporal changes in project focus.

In this way, the selected strategy will be based upon an end-game, rather than any specific project phase.

Objectives

At the outset, the project needs to define appropriate objectives in relation to management of project-induced in-migration and its impacts. Depending on the circumstances, project viability may be conditional upon broad-scale economic change, such as the development of mining towns providing goods and services for the mine. Therefore, no project should define success in terms of the absence of project-induced in-migration or its impacts. The

overarching goal is to successfully define and implement measures to manage the in-migration phenomenon, and avoid, prevent, and mitigate the direct and indirect adverse impacts associated with project-induced in-migration.

Like other environmental and social programs, an in-migration management strategy and/or plan may only be necessary and/or relevant for a defined period within the project life cycle. Projects with high construction phase demand for labor and goods and services may only require an in-migration strategy during exploration, feasibility and construction. As the project moves into operations, in-migration management activities may be increasingly directed towards strategic contributions to the economic development of the region. However, projects with construction and operations phase demand for labor and goods and services may require a longer-term in-migration management strategy and plan. Ideally, all projects facing a medium to high probability of influx should integrate influx management considerations in their design.

The definition of useful project objectives will require reference to the project context and the time when management of influx and its impacts is considered, relative to the project cycle and the onset of in-migration and its impacts. For example, at the start of a project, where there may be scope to manage in-migration through appropriate design and planning, a project may consider successful management in terms of minimizing in-migration of speculative job seekers. As such, the objective may be expressed in terms of limiting the rate of population influx.

Where the project is more concerned with managing the in-migration footprint and/or where in-migration processes are already underway, a project may consider successful management in terms of objectives related to managing the influx footprint and/or specific influx-related impacts. Later, a project may seek to address the adverse social dynamics brought about by in-migration.

No project should define success in terms of the absence of project-induced in-migration or its impacts.

Ideally, all projects facing a medium to high probability of influx should integrate influx management considerations in their design.

Project Context

The project context is important in defining the probability of in-migration, the risk of in-migration induced impacts on the project context and the relevance of selected interventions. The tendency toward concentration and dependency and the assimilative capacity of the area are critical in determining the impacts of in-migration. Refer to Part 3 (p. 54) for an assessment of the probability and likely impacts of influx.

Status of the Project

The status of the project is important in that it determines the range of potential management options available to the project. Considering the risk of influx at the start of a project provides the opportunity to select from all identified approaches, and combine selected interventions from each of them.

By combining approaches involving reducing in-migration, managing its footprint and addressing its potential negative impacts, early consideration is likely to be associated with a greater degree of success in influx management. Early consideration also facilitates the integration of the selected interventions within the project, thereby also increasing their chances of success. Late consideration limits the range of options available, and often focuses on management of in-migration impacts, although opportunities to manage in-migration and its physical and social footprint should continue to be considered.

Progress of In-Migration Phenomenon

The status of the in-migration phenomenon – ongoing in-migration, its footprint, the type, scale and severity of impacts – will determine the need for and relevance of potential interventions. Where in-migration is already underway, projects often focus on management of impacts. Nonetheless opportunities to manage in-migration and its physical and social footprint should also be considered.

Key Actors: Capacity, Roles, and Responsibilities

At the outset, it should be recognized that all stakeholders have a role to play in managing in-migration. Private sector projects occasionally take the position that either in-migration is attributable to the broader economic development of the region, and/or the government is responsible for managing in-migration and its environmental and social impacts. However, this view fails to take account of two key issues:

- (i) The project role and responsibility in inducing in-migration in the project area of influence and the very real local impacts of in-migration felt by the project-affected population and the project alike; and
- (ii) The will, capacity, and resources of government (and other stakeholders) to act in a timely manner.

Whether project development serves to induce in-migration or is a catalyst for the broader economic development of the region, thereby leading to in-migration, it is still within the project's ability to contribute to a reduction in in-migration and to the prevention and/or mitigation of its impacts. It is therefore effectively "enlightened self-interest" for a project to address project-induced in-migration.

The section on page 68 describes stakeholder identification and assessment. The section on page 83 describes the need for stakeholder capacity building, recognizing that where government will, capacity, and resources are limited, there may be a need for additional project level investment and programming in advocacy, capacity building and resources. The issue of resources is discussed below.

Resources

One of the key issues associated with managing in-migration is who should provide the resources to support the development of the risk assessment and situation analysis and the implementation of the influx management plan and its component activities.

While the risk assessment, situation analysis, and development of an influx management plan are the responsibility of the project, implementation of the influx management plan may require the support, participation, and resources of multiple stakeholders.

At the outset, it should be recognized that, while triggered by the project, the major burden and costs of influx fall on the local population and local and regional governments responsible for public infrastructure, services, and utilities - although the latter often lack the capacity and/or resources to respond in a timely and adequate fashion. Influx costs also usually occur before the government is receiving any revenue stream that would allow them to address these costs. The project should recognize that management of project-induced in-migration is unlikely to become a government priority.

With limited government human and financial resources, government contributions to influx management programs will inevitably rely on securing additional resources. There are various opportunities for securing additional financial resources for local and regional governments, including:

- (i) Multi-partite infrastructure contribution agreements involving central, regional, and local governments and the project that define what infrastructure is to be provided, when, by whom, and how it will be financed, and who will be responsible for management;
- (ii) Use of tax breaks or royalty offsets for company contributions;
- (iii) Promotion of more rapid and direct tax and revenue distribution by central government to regional and local governments carrying the burden of influx; and
- (iv) Partnership with MFIs and/or bilaterals.¹

¹MFIs and bilateral agencies can provide loans against future government revenue streams associated with the project.



The selection of interventions should also consider the resource costs of individual approaches, or the combination of selected management approaches. Where interventions involve the development of infrastructure, services, or utilities, the construction, operating, and maintenance requirements of these interventions, including technical skills, supply logistics (source, transportation, cost, reliability), and financial resources needs to be considered, agreed upon, and verified prior to agreeing on specific actions.

SELECTION OF INTERVENTIONS

In Part 4 of this document, three management approaches intended to address the key aspects of the in-migration phenomenon and its impacts were described. The key objectives of each of these approaches were as follows:

- Management of project-induced in-migration into the project area, which includes minimizing in-migration, managing the inflow of in-migrants, and managing the physical and social footprint of in-migration within the project area;
- Improved stakeholder engagement and monitoring and information flows; and
- Mitigation of adverse impacts associated with in-migration.

It is likely that the project strategy will comprise interventions from all three approaches, although as discussed the relative emphasis will depend on when, in the project cycle, influx management is considered. This section addresses the basis for selection of interventions.

Assessing Potential Interventions

5 KEY STEPS IN ASSESSING POTENTIAL INTERVENTIONS

1. Define Scope and/or Need
2. Assess Design, Construction and Management Requirements
3. Assess Resource Requirements
4. Compare Alternatives
5. Finalize Objectives

Step 1: Define Scope and/or Need for Possible Interventions

The first step in the selection of interventions is to define the scope and/or need for the interventions. The need for the intervention is based upon the assessment of probable impacts conducted in the situation analysis (Part 3). In addition, there should be an assessment of whether the intervention is still possible and relevant, given the state of the project and the project-induced in-migration impact. The existence of the programmatic intervention in other project programs (impact mitigation, CSR) should also be taken into account. Table 11 provides a template for documenting relevance and impact for the interventions identified in Part 4.



Given that project-induced in-migration is an early onset and rapid phenomenon, it is critical that the project develop and implement early and effective monitoring systems to inform management of influx and its associated impacts on a timely basis. Further adoption of appropriate labor management and recruitment policies should be done as a matter of best practice. Finally, stakeholder engagement and a clear definition of Project Affected People and benefits should be a matter of best practice. Accordingly, in the table these interventions are ticked in the affirmative.

TABLE 11

Intervention	Applicable/ Identified Impact Y/N	Existing Program? Y/N	Comment
<i>Stakeholder Engagement and Monitoring of the Migrant Population</i>			
1 Stakeholder engagement	Y	Y	
2 Monitoring the migrant population	Y	Y	
<i>Managing Project-induced In-migration (Inflow and footprint)</i>			
1 Promotion of regional diversified growth strategies			
2 Use of buffer zones			
3 Planning access routes			
4 Initial project footprint			
5 Spatial planning, administration, and resource allocation			
6 Planning infrastructure, services, and utilities			
7 Workforce recruitment policy and management	Y	Y	
8 Planning worker transportation			
9 Planning worker housing			
10 Procurement of goods and services			
11 Definition of project-affected people (PAPs) and benefits	Y	Y	
12 Local and regional government capacity			
<i>Mitigating the Negative Impacts of Project-induced In-Migration</i>			
1 <i>Effective Delivery of Project Benefits</i>			
PAP definition, compensation and benefits			
Vocational training			
Banking services			
Enterprise development			



TABLE 11 CONTINUED

Intervention	Applicable/ Identified Impact Y/N	Existing Program? Y/N	Comment
2 <i>Strengthening Project Capacity</i>			
Security			
Stakeholder engagement and M&E			
3 <i>Negative Environmental Impacts</i>			
4 <i>Negative Social Impacts</i>			
Governance			
Law and order			
Managing social change			
Reversal of negative social dynamics			
Spatial planning, housing and water and sanitation			
Mitigation of health impacts			
Legacy issues			

NB. The boxes ticked in the affirmative indicate the minimum requirements for an in-migration mitigation strategy/ plan



Table 12 sets out the relevance of interventions at different stages of the project cycle. Interventions requiring modification of project design need to be identified and adopted early in the project cycle - often prior to the ESIA and any physical presence of the project on the ground. Programmatic interventions can be implemented throughout the project cycle, although their impact is greater when implemented early in the cycle.

TABLE 12

Selected Approach and Intervention		Design	Construction and Operations	Programs
<i>Stakeholder Engagement and Monitoring of the Migrant Population</i>				
1	Stakeholder engagement			X
2	Monitoring the migrant population			X
<i>Managing Project-induced In-migration (Inflow and footprint)</i>				
1	Promotion of regional diversified growth strategies	X		X
2	Use of buffer zones	X		
3	Planning access routes	X	X	
4	Initial project footprint	X	X	
5	Planning access control	X	X	
6	Spatial planning, administration, and resource allocation	X	X	X
7	Planning infrastructure, services, and utilities	X	X	X
8	Workforce recruitment policy and management		X	
9	Planning worker transportation	X	X	
10	Planning worker housing	X	X	
11	Procurement of goods and services	X	X	
12	Definition of project-affected people (PAPs) and benefits	X	X	
13	Local and regional government capacity	X	X	X



TABLE 12 CONTINUED

Selected Approach and Intervention	Design	Construction and Operations	Programs
<i>Mitigating the Negative Impacts of Project-induced In-Migration</i>			
1 <i>Effective Delivery of Project Benefits</i>			
PAP definition, compensation and benefits		X	X
Vocational training		X	X
Banking services			X
Enterprise development			X
2 <i>Strengthening Project Capacity</i>			
Project security		X	
Stakeholder engagement		X	
Monitoring and evaluation		X	
3 <i>Negative Environmental Impacts</i>			
3 <i>Negative Environmental Impacts</i>		X	X
4 <i>Negative Social Impacts</i>			
Governance			X
Law and order			X
Managing social change			X
Reversal of negative social dynamics			X
Spatial planning, housing and water and sanitation			X
Mitigation of health impacts			X
Legacy issues	X	X	X



Step 2: Assess Design, Construction, and Management Requirements

Program design, construction, and/or management may involve various stakeholders, including the project, local and regional government, non-governmental organizations, community-based organizations, and the affected communities.

The project should conduct an analysis of the proposed interventions in terms of the need for stakeholder involvement in design, construction, and/or management of the selected interventions. Often, a project elects to design and implement the selected intervention because it is an acute problem and government lacks the will, capacity, and resources to effectively participate. This is often done with the intention of handing over the intervention to local government for ongoing management. However, with limited engagement, limited capacity, and resources, government may be reluctant to assume responsibility and by default projects get drawn into functioning as de facto government or public service providers. Table 13 outlines typical responsibilities for design, implementation, and management, highlighting those interventions which often, by default, become the ongoing responsibility of the project.

Many projects demonstrate good intentions by recognizing the risk of in-migration and induced impacts, but subsequently lose focus in defining programs.

Step 3: Assess Resource Requirements

The resource requirements for the design, implementation, and ongoing management of selected interventions should be assessed. Interventions requiring public sector contributions should be identified and means of securing public sector commitment to provision of resources identified.

Step 4. Compare Alternatives – Outcome, Cost, Time

The project should conduct a thorough analysis of the potential effectiveness, complexity, and cost of each of the proposed interventions by considering:

- Their ability to address the key in-migration and negative environmental and social impacts experienced by the project;
- The timeframe in which these outcomes are to be achieved;
- The requirements for stakeholder participation and action in design, construction, and management; and
- Their cost.

While the majority of interventions are complementary in nature, where resources are limited and/or competing interventions are being considered, this analysis should inform decisions regarding the final selection of the interventions.



Step 5. Final Selection and Definition of Objectives

On the basis of Step 4, the project should select its interventions. Subsequently, in addition to definition of a project-level objective for management of project-induced in-migration and its adverse environmental and social impacts, the selection of specific policies and sector-specific programmatic interventions should be accompanied by a statement of the objective of the intervention (*vis-à-vis* project-induced in-migration and its impacts), how the intervention will help achieve the objective, the intended outcomes (*vis-à-vis* in-migration), and the time frame within which these outcomes might be expected.

Many projects demonstrate good intentions by recognizing the risk of in-migration and induced impacts, but subsequently lose focus in defining programs. For example, adoption of a preferential local workforce recruitment policy can lead to increased employment of local people on the project, but will not in and of itself necessarily stem project-induced in-migration. Similarly, implementation of a vocational training program may be useful to develop the capacity of the local population to participate in the project, but in itself will not have any impact on in-migration. In both examples, the objective of the interventions relate to protection of the benefits of PAPs. It is worth noting that in both cases the interventions need explicit definitions of the target group and appropriate enforcement and M&E is required.

Minimum Requirements

Minimum requirements comprise a project commitment to: (i) stakeholder engagement - development and use of appropriate communication media and messaging beyond the immediate project area of influence; (ii) development and support of appropriate workforce recruitment and management policies and procedures; (iii) a monitoring, evaluation, and response plan, including monitoring of in-migration and potential impacts together with a response plan; and (iv) the definition of project affected people and benefits.

Integration into the Project

The above analysis will provide a final list of selected interventions, together with information about their overlap with existing programming initiatives, resource requirements, and third party involvement in design, implementation and management.

The final step is to either: (i) integrate an in-migration dimension into existing programs; or (ii) design, plan and implement new programs. Integration into existing operational or programmatic initiatives should be a thorough and rigorous exercise involving meeting with owners of the existing activities and integration of objectives, activities, monitoring, and evaluation into the activity and an agreed reporting requirement. New resources may be required to be added to existing departments and programs, and new initiatives need to be assigned to the relevant department, and planned, resourced, and implemented as appropriate.



TABLE 13

Intervention	Design			Implementation			Management			
	Prjt	Govt	Other	Prjt	Govt	Other	Prjt	Govt	Other	
<i>Stakeholder Engagement and Monitoring of the Migrant Population</i>										
1	Stakeholder engagement	X			X			X		
2	Monitoring the migrant population	X	X		X	X		X	X	
<i>Managing Project-induced In-migration (Inflow and footprint)</i>										
1	Promotion of regional diversified growth strategies	X	X		X	X			X	
2	Use of buffer zones	X								
3	Initial project footprint	X			X					
4	Spatial planning, administration, and resource allocation	X	X		X	X		X	X	
5	Planning infrastructure, services, and utilities	X	X		X	X		X	X	
6	Workforce recruitment policy and management	X			X			X		
7	Planning worker transportation	X			X			X		
8	Planning worker housing	X			X			X		
9	Procurement of goods and services	X			X			X		
10	Definition of project-affected people (PAPs) and benefits	X			X			X		
11	Local and regional government capacity	X	X		X	X		X	X	



TABLE 13 CONTINUED

Intervention	Design			Implementation			Management			
	Prjt	Govt	Other	Prjt	Govt	Other	Prjt	Govt	Other	
<i>Mitigating the Negative Impacts of Project-induced In-Migration</i>										
1	Effective Delivery of Project Benefits	X			X			X		
2	<i>Strengthening Project Capacity</i>									
	Security	X			X			X		
	Stakeholder engagement	X			X			X		
	M&E	X			X			X		
3	Negative Environmental Impacts	X			X			X		
4	<i>Negative Social Impacts</i>									
	Governance	X	X			X			X	
	Law and order	X	X			X			X	
	Managing social change	X	X		X	X		X	X	
	Reversal of negative social dynamics	X	X		X	X		X	X	
	Spatial planning, housing and water and sanitation	X	X		X	X		X	X	
	Mitigation of health impacts	X	X		X	X		X	X	
	Legacy issues	X	X		X	X		X	X	