

OPENCities

Thematic Paper 1

Leadership and Governance (Full Version)

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Connecting cities
Building successes



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1. Leadership and Governance of Open Cities

1.1 Why a paper on leadership and Governance of Open Cities?

The proposition at the heart of the Open Cities project is that cities, in many situations, can be more successful over the long term if they attract international populations and enable them to make a full contribution to the future success of the city. As we shall observe, the attraction of international populations can support many aspects of city life: it creates a larger critical mass of people to support public infrastructures and private services, attracts specific skill sets that city economies need in leading sectors and in important services functions, fosters economic internationalisation and specialisation, and promotes a creative/cultural cosmopolitan milieu which is attractive for innovators, investors, visitors, and residents. We observe that there are different reasons, and different mixes of reasons, for cities deciding to be more international and open.

In our formulation, an Open City is one which is both attractive and open to international populations, with multiple strong reasons attracting international populations to locate there, coupled with low barriers to entry, and freedom to remain or return. There are other ingredients that become important too, but these are the fundamentals.

Our assumption is that, whilst national governments control immigration rules, regulate labour markets, and supervise other key macro level policies, different policy competences are widely diffused amongst a range of governmental bodies and tiers, and it is only local government leaders in cities that can articulate and co-ordinate an agenda for greater internationalisation and open-ness in any city. Such an agenda needs to:

- Make the case for internationalisation and open-ness in the city and promote its advantages
- Communicate effectively with citizens and stakeholder organisations, and win their support
- Translate the agenda into a programme of activities and governance arrangements
- Implement the programme with efficiency and effectiveness
- Advocate for support and flexibility from higher levels of government
- Pursue the agenda over a long enough period, and with sufficient resource mobilisation, to make change permanent and increase the quality of interventions

These activities are the necessary actions of city leadership, though they are seldom discussed or assessed. We identify 'city leadership' as including both elected city leaders, senior staff officials, and the civic leadership of business, institutions, and non-governmental organisations within the city. Cities are led by teams, not by single individuals. City leadership is not just about managing a given set of direct responsibilities, but it is also about agenda setting, co-ordinating, and influencing the actions of others. City leaders are responsible not just for how the city performs today, and how well they manage what the city government does, but also for the future of the city, something over which they do not have complete control, but can influence through action in the present.

This paper seeks to identify how far such an agenda for internationalisation and open-ness has indeed been orchestrated within a small select group of case study cities. It looks at the extent to which city open-ness has been operationalised or implemented, and what has been learned from the experience. This paper is not the product of an in-depth analytical study. It is a top level review based on limited desk research and short interviews with commentators from the case study cities, working within a modest budget and a limited time frame of less than 3 months. It is difficult to draw conclusive lessons from a limited study of this kind. Nonetheless, the intention here is to illustrate key issues and approaches taken, and highlight key themes for future work. We try to tell the story of how some cities have become more open, and what part city leadership and governance have played. It is intended to act as a stimulus for cities interested in how they might develop an agenda for internationalisation and open-ness. It will provide interesting insights and points of comparison, but will not provide hard or conclusive evidence.

3 thematic reviews

In order to produce practical insights, we are undertaking three thematic reviews on how openness can best be explored and enhanced through:

Leadership and governance of open cities.

The role of internationalisation in making cities more open.

This is the first paper in the series.

1.2 Why Open Cities?

OPENCities is a collaboration project between the British Council, European Commission, City Governments world-wide, and a growing range of institutional partners. It aims to develop a robust understanding of the potential for cities to more fully embrace the opportunities presented by international population flows, through local action and wider influence. Successful cities are often open cities, but can many more cities become open and enjoy the benefits of human diversity and global reach? With many more open cities, the world would provide better quality of life for mobile populations. It would also provide the benefits of diverse cities to many more ordinary citizens. Overall, it would create a tangible social globalisation where human capital and talent are valued as international assets, and cities contribute more to national success.

Table 1: Cities with 25% or more foreign born residents (by alphabetical order)

1.	Amsterdam	Netherlands
2.	Auckland	New Zealand
3.	Brussels	Belgium
4.	Dubai	United Arab Emirates
5.	Frankfurt	Germany
6.	Hong Kong	China
7.	Jerusalem	Israel
8.	Jeddah	Saudi Arabia
9.	London	United Kingdom
10.	Los Angeles	USA
11.	Medina	Saudi Arabia
12.	Melbourne	Australia
13.	Miami	USA
14.	Muscat	Oman
15.	New York	USA
16.	Perth	Australia
17.	Riyadh	Saudi Arabia
18.	San Francisco	USA
19.	San Jose	USA
20.	Singapore	Singapore
21.	Sydney	Australia
22.	Tbilisi	Georgia
23.	Tel Aviv	Israel
24.	Toronto	Canada
25.	Vancouver	Canada

Source: Migrant Policy Institute 2007

Across the world, diverse populations congregate in the most 'open' cities; the places which are able to provide temporary and permanent locations to foreign born populations, without incurring a social crisis or a loss of local and indigenous confidence. Indeed, these open cities appear to have a natural comfort with cosmopolitanism and enjoy their own diversity most of the time.

Such cities, and their diverse offering, are also often attractive to their indigenous populations, fostering creativity, energy, opportunity, and choice in many aspects of culture, public life and leisure, as well as work and enterprise. They provide a connection to the global flow of knowledge, capital, and services, and they offer a rich environment for lifestyles and quality of life for all city populations, when they are well managed and well led.

These cities, located in many different countries, are able to offer their citizens access to jobs and business opportunities, services and support, diverse amenities and housing choices, cultural expression and freedom of thought or freedom of belief. They are often cities that have embraced international economic roles, and/or global values, and/or international institutions, and they know how to make the most of linguistic and cultural diversity in serving global trade partners and visitors. These cities often provide some freedom for self expression and encourage a sense of belonging. There is an emotional logic, as well as a business case, for open-ness, diversity, and the advantages they bring.

People go to these cities to visit, to learn, to live, to earn a living, and to do business, to invest and to innovate. They also sometimes go to them to seek shelter and support. So, as the global population grows and becomes more mobile, the world faces an important dilemma. How can more of our cities become more open so that many more people, and many more nations, can benefit from these hubs of humanity?

- More open cities could mean better quality of life for all city residents and visitors.
- More open cities could mean more and better services and opportunities for all mobile people, and a better quality of life overall, with important implications for social justice and inter-cultural engagement.
- More open cities could also mean better integrated nations, more prosperous national economies, and enhanced international understanding.

The open cities project seeks answers to the question of how many more cities can become open cities, and how they can do it. We set out our initial thinking about open cities in our first publication: Towards OPENCities:

http://opencities.britishcouncil.org/web/download/conference/towards_opencities.pdf

1.3 The role of OPENness in City Success.

Previous analysis of city success reviews and city indexes shows some of the key ingredients of city success in the medium and the long term. The list below describes the themes common to successful cities and regions in the medium term:

- i. Connectivity and space to grow;
- ii. Quality of life and place (e.g. urban design);
- iii. Skills of labour force;
- iv. Innovation and creativity;
- v. Entrepreneurship;
- vi. Industrial structure;
- vii. Cost base of cities and regions;
- viii. Transparency of business environment;
- ix. Identity and brand building; and
- x. Ability to implement strategic change.

Long term city success, across many business cycles is different in certain ways however, and may require additional features. We can identify some additional key factors that show how a city performs over the long term. A key indicator is the ability of a city to attract international populations over time.

- i. Distinctiveness, values, and the power of the city identity and brand;
- ii. Location and access to growing markets;
- iii. Role of city in international trade;
- iv. Power of influence of languages and regulatory/legal systems;
- v. Depth of artistic, architectural and cultural endowment;
- vi. City leadership and regional co-ordination;
- vii. Success in adjusting to shocks and luck in being on the right side of conflicts;
- viii. Investment in the city from all sources (including higher tiers of government and PPPs);

- ix. Sustainability in terms of climate and environmental sensitivity; and
- x. **Openness to international populations.**

As this list suggests, a successful city strategy could focus on international positioning, sustainability, openness, branding, leadership, and the arts. Very interestingly, one of the factors identified in long term success is the ability of a city to adjust to shocks such as recession conditions, which highlights the need for city strategies to address the issue front-on to ensure resilience and to promote recovery. It is not the case that cities should seek to be less open during recession and shocks. It may be important for them to show a long term confidence in their chosen path.

City leadership plays a critical part in establishing a confident and inclusive position towards the outside world in general and towards mobile international populations in particular. In many of the reviews of city success, city leadership is identified as a crucial issue, but its precise metrics are hard to define and measure, as we shall see.

1.4 The case for internationalisation and open-ness. Why do cities want to be open?

In this paper we undertake a preliminary review of the experience in 4 cities of different sizes and locations:

Toronto
Auckland
Stuttgart
Dublin

We selected these cities because they provided readily available material, offer a range of different sizes and locations, and because they demonstrate different approaches.

Our first observation is that the most open cities appear to have a consciousness and a working consensus to become more internationalised and diverse. There appears to be a good measure of agreement and consent that open-ness and diversity have beneficial effects and should be encouraged.

So, an important starting point for considering the role of leadership and governance in open cities is how the case for internationalisation and open-ness has been made in cities. Who makes the case and? Do cities decide to become more open or is it a consequence of other decisions and actions? Or, are cities compelled to become more open by the arrival of international populations?

We have tried to assess how open-ness has arisen in each of our case study cities. We did not find a fully articulated single integrated case for internationalisation of population in any one city and most cities appear to have a mixture of different reasons for wanting to be open, and a range of different roles that international populations play. Within each city there are a mix of arguments and approaches from which we can identify four broad dimensions to the different 'cases for open-ness' that are made:

- i. Globalisation, Specialisation, Agglomeration, and Talent Attraction.
- ii. Population and skills replacement.
- iii. Managing diversity better.
- iv. Advantage of diversity and cosmopolitanism.

i. Globalisation, Specialisation, Agglomeration, and Talent Attraction.

Globalisation brings opportunities for some cities to break free from a given position within a national economic system (or 'urban hierarchy') and to seek additional higher value economic roles or functions in a more open international system. To be internationally successful some cities have to specialise in a limited

number of niches and sectors where they can develop a strong value proposition and concentrate attention in becoming internationally successful. This frequently leads to both clusters (or agglomerations) of specialist firms and institutions working together to provide a mutually reinforcing competitive platform at a city or regional level, and it frequently leads to the desire to attract additional talented workers from outside the region or country in which the city is based.

So, globalisation leads to greater opportunity and greater competition for cities, which leads to greater economic specialisation and agglomeration, which leads to demand for high value input in the form of specialist skills from outside the region, and other inputs such as technology, investment capital, and international corporate partnerships and joint ventures. In this way, an internationally open knowledge driven economy, drives a demand for open cities which can attract external human capital, which is seen as essential for local and national success. It is a highly mobile economic asset. Nations that seek to succeed in knowledge driven economies need cities that can:

- Build up human capital internally through good education and training
- Attract and recruit human capital from outside
- Retain enough human capital and use it fully

At the same time, an increasingly mobile, and ever growing, global population seeks locations that can offer the best combination of life chances and opportunities. Therefore cities, regions, nations compete to attract the talent they need to build the economic specialisation they seek. Becoming an Open City, which is attractive to such talent, is, in this context, a key branch of local and regional policy, just as seeking external trade, investment, and joint ventures would be.

So this case for open-ness is made most frequently in cities that are pursuing of the strategy of becoming an international hub of knowledge led industries.

Example city: Dublin.

ii. Population and skills replacement.

Many cities in the developed world have demographic trajectories which will not, without immigration, sustain their critical mass of taxes and public finance, economic activities, amenities, and infrastructure. They may also need people to provide services for which there are skills shortages or which pay wages that are not attractive to local populations. They need to 'recruit population' to replenish their population loss, and international immigration is one way to do this.

One common manifestation of this case is in the de-industrialising cities who lose population base as people move to seek work opportunities in other regions, and are then replaced by in-migration into the districts where industrial workers used to live. These districts are frequently not without their tensions but they are also places where population replacement arrests deeper decline, and sets the stage for future urban regeneration.

This argument also extends to the need to recruit population to undertake jobs which are not being easily by local populations ('key workers' they are often called). Often these are jobs with specific skills and/or lower wages that make them less attractive or accessible to existing populations. Good examples include lower paid public service jobs such as nurses and teachers, or wider job opportunities in construction or hospitality.

This case for open-ness often occurs in either de-industrialised cities where net population loss needs to be reversed or in cities where the needs to attract migrants for lower paid jobs is observed.

Example city: Auckland.

iii. Managing diversity better.

The reality of large scale immigration into some cities means openness, as an explicit strategy is also a means to manage diversity and population change better in cities. This is not an argument in favour of immigration itself but rather a means to manage the consequences of it purposefully, by creating an internal environment within the city that celebrates diversity and provides a sense of belonging for citizens of all backgrounds.

This case for open-ness is often made in cities where there has been in-migration over an extended period and there is now an opportunity to make more of the diversity it has brought.

Example city: Rotterdam.

iv. Advantage of diversity and cosmopolitanism.

In some cities, whether the argument for immigration is well made on the basis of one of the first two arguments, there is also an additional awareness that population diversity can bring competitive advantages in cultural, social, or economic realms. This argument is outlined more fully elsewhere in this paper, but it essentially rests on the proposition that diversity itself is a spur for quality of life, innovation, creativity, and entrepreneurship, and it contributes to the attractiveness of place by offering a milieu which reflects a wider range of cultural choices and opportunities that are attractive for visitors, immigrants, and domestic populations alike.

This is not necessarily a case for open-ness to support international competitiveness. Cities like Berlin and Amsterdam have sought to be diverse without seeing it as linked to competitiveness of international sectors.

Example city: Toronto.

Unsurprisingly, the cities we have briefly reviewed for this paper show a mixture of different and distinctive cases for population internationalisation and there are no cities that pursue one 'case for open-ness' purely in isolation of others. More often several different cases co-exist simultaneously. For example, in Dublin, Stuttgart, Auckland, and Toronto a strong case was made during our interviews for population internationalisation being a key element of wider economic strategy that supports the needs of specialist and internationally competitive sectors. But in these cities, other cases were also made for managing diversity because of the cultural variety it provides. In Rotterdam and Los Angeles the case was made that open-ness is a good means to better manage existing population diversity and in other ways to promote better creativity and fulfil the requirements for either populations replacement (Rotterdam) or for workers who would take lower skilled and lower paid jobs (Los Angeles).

Underpinning these broad features lies the observation that some cities are clearly targeting higher skilled immigrants for specific sectoral needs, others are seeking 'key workers' to fulfil otherwise vacant lower skilled and/or lower paid jobs, and many are doing a combination of both, but with more 'policy attention' focussed on one rather than another. At the same time, some cities see cosmopolitanism and diversity driven creativity as ends in themselves, others see them as means to achieving wider economic or social goals.

1.5 What role for city leaders in making and implementing the case for open-ness?

This thematic review covers the role of leadership and governance in cities that seek to be more open. We have begun by reviewing the 'case for open-ness' that is made in cities. When compared to issues such as Internationalisation and Inclusion (the themes of the next papers in this series), Leadership and Governance can be somewhat intangible elements. Our review of city cases from around the world suggest that there are

different strands of 'leadership and governance' that might usefully be addressed in order to make some more systematic comments about the role of city leadership in open cities.

- i. The role of city leaders, and wider civic leaders in the city, in promoting diversity and open-ness in the city by thinking it to wider strategies for economic development, internationalisation, culture and creativity, or population replacement/growth. **The positive leadership agenda for open-ness.**
- ii. The role of city strategy and policy in setting the right context for open-ness. **The translation of an open-ness agenda into tangible policies and strategies which are operationalised through organisations and programmes.**
- iii. The role of special initiatives to enable immigrants and international populations to take leadership and participate more in urban governance. **The promotion of more diverse leadership in the city.**
- iv. The role of initiatives that aim to increase political participation of immigrants and international populations. **Fostering Political Participation and Open Governance.**

These four elements are observed, but there is clearly cross over between them and issues of phasing and sequencing that become evident.

We have tried to identify useful case studies and illustrations of these activities and have begun to undertake interviews in the cities identified to understand this better.

Why Leadership Matters in City Development.

Many cities seek to become more open as part of their long term development strategy. But in a complex, dynamic, and internationally connected world, locating roles and responsibilities for taking forwards the complex city development agendas becomes very important. City development does not usually happen by accident. City development is often undertaken by local governments but it is not like orthodox local public services, where a defined service is delivered to a relatively well-known population base within a defined geography. The core roles of services delivery, representation of people, and regulation of local environments are different from city development.

City development operates over longer time frames, with much more uncertain tools and instruments, and requires wider governmental co-ordination, and operates within markets. Many of the levers are well outside the control of local governments. City development processes also happen within a wider geographical space than local government boundaries usually, and in some cases at a larger space than provincial or national governments, which implies that substantial inter-governmental co-operation is required. Equally, the time frame in which city development outcomes appear are more akin to business cycles (12-15 years) than to the electoral cycles (3-4 years) of governments.

Given all of these factors, it is highly desirable that city development is orchestrated as a co-ordinated activity between public, private, and institutional sectors, with substantial vertical and horizontal collaboration on the public sector side.

All of these features means that city development is not a function which is wholly under the control of city governments but is an activity that is subject to the effective leadership the city can provide to influence the behaviour and activities of many other actors.

Promoting city open-ness is an important aspect of city development. But many of the levers of city open-ness do not lie with Local Government. Local Governments do not usually not control:

- Immigration Policies and Incentives.
- Labour market regulations.
- Activities of Universities
- Major employers
- Key parts of the international infrastructure

And in many cases City governments do not have complete control over such important aspects as:

- Housing policies.
- Education policies.
- Cultural policies.

And City Governments cannot control market based processes, but can only influence and persuade:

- Firms to locate or expand within their territory
- Investors to make investments that city wants to see
- People to make their home in the city
- Employers to employ certain people or recognise certain qualifications

This means that, in respect of City Open-ness there is a requirement for cities to influence and shape policies, programmes, and processes which they do not control. This influencing role is a leadership function. It may involve:

- Setting future direction for the city as a whole
- Intelligence gathering
- Advocacy and negotiating change
- Co-ordination and alliance building
- Joint strategising
- Joint ventures and investment
- Policy and practice innovation
- Promoting catalytic projects
- Persuasion and influencing public, media, and institutional opinion

From wider reviews of city leadership we know that successful cities have good leadership but that this leadership includes:

- City Political leaders (not just one good leader, but often several, and with continuity over time).
- City government officials.
- Business, Political, and Civic Leadership as part of leadership teams.
- Effective leadership from higher tiers of government.
- Effective governance and co-ordination between multiple entities.
- Strong and confident media which influences public opinion, rather than simply telling populist stories.

So, in this paper we try to identify these leadership agendas, and the kinds of strategies and governance implications that arise from them, and to identify the different leadership contributions that are made to open cities.

For the sake of simplicity we are defining our terms as follows:

Leadership:

Making the case for, and setting an agenda for open-ness, developing long term vision and strategy for an open city which is compelling, and influential upon the actions and behaviours of others

Governance:

Translation of such an agenda into programmes, coalitions and organisational arrangements that can deliver the vision and strategy in the long term.

2. The Case Study Cities, their City Leadership Agendas, and interesting practices.

The next section presents a review of relevant city leadership agendas which illustrate the OPENCities proposition, and some practical initiatives in each of the cities to operationalise such an agenda. It aims to present a background on the cities. In order to explore how openness can be addressed and enhanced through the leadership and governance we have selected the following four case study cities:

- i. Auckland, New Zealand.
- ii. Dublin, Ireland.
- iii. Stuttgart, Germany.
- iv. Toronto, Canada.

From our review it has emerged that all the selected cities have at some degree recognised that being attractive to international populations is increasingly important to their long term economic development and wider success.

In many of the case study cities, large numbers of foreign immigrants have been absorbed over the years without any explicit plan for integration. However, many are now beginning to apply policies toward immigrant attraction and retention at the local level.

In selecting the case studies we have looked at practical initiatives undertaken at city level which have already produced successful outcomes and can serve as a base to highlight transferable lessons.

In assessing the case studies we have investigated, firstly, how local level leadership and action can make a difference to city openness and/or contribute to changing the openness of cities; and, secondly, the role and the different forms of city leaderships and overall how city leadership, governance and programmes contribute to city openness.

The following table provides some elementary figures and a quick overview of the cities and initiatives analysed.

Table 2. Cities Case Studies

City	Population	Percentage of Migrants	Initiative
Auckland	1.4 mil	30%	Opportunities for Migrant Employment in Greater Auckland
Dublin	1.6 mil	15%	The Creative Dublin Alliance
Stuttgart	0.6 mil	30%	Pact for Integration
Toronto	2.6 mil	50%	DiverseCityProject

In order to assess the current models of leadership and governance agendas in the selected cities, key informant interviews were conducted with staff from city governments and other stakeholders. A list of the interviewees is recorded in Appendix 3. They were generous with their time and reflections, and provided many invaluable insights for the case studies.

3. Auckland, New Zealand

Introduction

The city of Auckland is located in the upper North Island of New Zealand, and is the country's largest and fastest-growing urban area, with a regional population of 1.3 million. The polycentric Auckland region, or Greater Auckland, is made up of four cities and 3 districts and is New Zealand's only city-region thought to be capable of competing globally.

Auckland has become a key Australasian hub for business, financial and professional services, reinforced by an emerging status as a site for Pacific creative industries. The region's commercial gateway status is supported by strong and complementary port and airport services, and leading educational institutions. It provides a highly attractive living environment and is the pre-eminent national centre for entertainment and recreation. The Auckland region has much to offer an internationalised economy, and while its development and global positioning of regional resources remains an incomplete project, positive steps have been made to create and consolidate regional governance.

Auckland's challenges are firstly associated with growth-related regional sustainability. Auckland's capacity to play a gateway role is compromised by limited international presence, skills development and productivity performance. A lack of investment in transport, water and community infrastructure has led to decreased livability in some areas, as road and environmental capacity has been reached. Oil dependence for personal mobility and goods transport threatens the viability of the region's low density urban form. Strong urban growth, housing unaffordability and changing migration and settlement patterns have fostered social polarisation between communities, producing new concerns about safety, security and health.

KEY AREAS OF GLOBAL STRENGTH

Quality of life – outstanding built and natural heritage means that Auckland consistently is among the most liveable and attractive global city-regions, replete with enviable recreational and cultural opportunities and highly distinctive demographic and lifestyle characteristics.

Tourism and events potential – a clear strategy is in place to develop the region as a global destination and major events location and equip Auckland with the cultural infrastructure to cement the region as a top-choice global visitor destination.

Established regional consciousness – local councils recognise the need to create a world-class city-region and have collaborated to identify the best ways to strengthen regional governance, resulting in a prospective regional government with a comprehensive remit

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Regional sustainability – overcoming a legacy of high car ownership/use, inaccessible urban centres and resource depletion is central to Auckland’s mission to become a sustainable region with reliable energy systems and heritage protection.

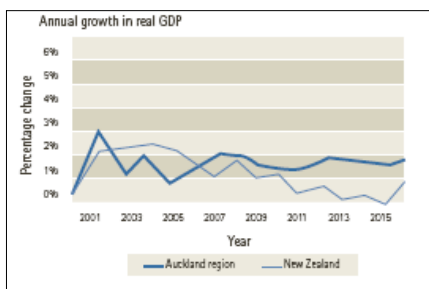
Skills and innovation deficit –regular skills shortages occur in a tight labour market, especially in engineering, medicine and management, due to pockets of low educational achievement and low technology uptake. This causes restrictions on private R&D investment and innovation.

Risk management - uncertainty over the security of energy supply remains a concern, while Auckland is increasingly vulnerable to possible disasters related to climate, disease and infrastructure failure.

Income inequality - while Aucklanders have comparatively high incomes, the city-region hosts exceptionally wide income disparities, with integration of new immigrants into local communities an ongoing challenge. Geographic concentrations of ethnically-defined deprivation have emerged.

The Stronger Auckland programme (2006) recognised that due to unavoidable increased interconnectedness, the city-region concept is emerging as a self-standing socio-economic entity, and that Auckland must therefore reconfigure its competitive offering at a city-regional level. The programme makes a strong case that Auckland is the only city-region in New Zealand with the current strengths to be globally competitive, and that given its potential, encouraging city-regional governance formation and consolidation should be a major priority at all levels of government. The Auckland region, it argues, can emerge as a genuine Australasian gateway to global markets, based on the city’s economic diversity and ‘emerging Pacific identity.’ If such an effort is not pursued vigorously and swiftly, the programme warns Auckland role as a prospective driver of New Zealand’s future could be jeopardised.

Economic Growth Projections, 2001-2015ⁱ



The Auckland region is projected to grow at a greater rate than the rest of New Zealand (see left). Growth is seen to be fuelled by the region’s well-developed internal transport links alongside strong complementary port logistics and airport services. The region consists of multiple nodes of production and distribution nourished by Auckland’s status as an international business centre. While the region plays host to world class food production, centred primarily on Waikato, the hubs of creativity and culture within Auckland and Rotorua are central to medium-term growth. Talented workers are attracted by the prospect of high-quality lifestyle living in

niche areas such as the Bay of Plenty, the Bay of Islands and Taupo.

Over the next decade Auckland is set to generate further sources of home-grown and international talent with its network of complementary tertiary education facilities (Auckland City, North Shore City, Manukau, Hamilton). Auckland’s sporting prowess is a notable pull factor, with the city home to a range of high-quality sporting venues and a pervasive sporting buzz. Elsewhere creating and maintaining rich routes of visitor activity and consumption, focused on long-standing tourist nodes, remain an economic priority.ⁱⁱ Therefore the Auckland region has much to offer in an increasingly internationalised economy; the key test is how Auckland develops such resources and positions itself on the global stage.

Internationalisation

Auckland has become a key Australasian hub for business, financial and professional services, reinforced by an emerging status as a site for Pacific creative industries. The region’s commercial gateway status is supported by strong and complementary port and airport services, and leading educational institutions. It provides a

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In an international context, the Auckland region is primarily a gateway to New Zealand in terms of trade, tourism, migration and communications. It is by far the largest logistics node for both imports and exports by both air and sea. Half of New Zealand's population and economy lies in a connected wider region encompassing the top half of the North Island, from Taupo north.

The recognition that Auckland needs to compete in an increasingly global economy has stemmed partly from an understanding of New Zealand's place in this economy. In a global economy of increasing complexity, which places renewed emphasis on quality and volume of economic output, New Zealand's lack of human and financial capital is a serious limiting factor, exacerbated by inescapable shortcomings of geographical detachment and lack of size. While the country has made notable progress since the 1980s to adjust to new challenges, policymakers at all levels appear to apprehend that innovation and change will be constantly necessary.

Many of New Zealand's top commentators advocate the 'pioneering of new business models and skills' to maximise the nation's distinct orientation towards global markets.ⁱⁱⁱ Such messages have been forthcoming in a number of national and regional reports, including the Growth and Innovation Framework (GIF) and the Auckland Regional Economic Development Strategy (AREDS). Auckland's destiny has been persuasively twinned with that of New Zealand. Both New Zealand's and Auckland's ranking in GDP per capita terms have slipped in comparison to competing western economies and cities. To improve its living standards and opportunities, there is a consensus that Auckland needs to innovate and improve economic productivity. This is being pursued through keynote economic development strategies, and through a range of other measures and initiatives.

International Events

Auckland will be a host city of the Rugby World Cup 2011. The city's policymakers regard such an event as a key driver of economic growth and a chance to raise the city's international profile if Auckland can provide outstanding and well-communicated visitor experiences. Smart planning and delivery looks to ensure that the World Cup can bring economic reinvigoration coupled with social cohesion benefits derived from improved facilities, transport and urban infrastructure that function as a long-term legacy. The tournament is seen as an opportunity to create an event management and planning structure that can be applied to future world-class events Auckland will bid for.

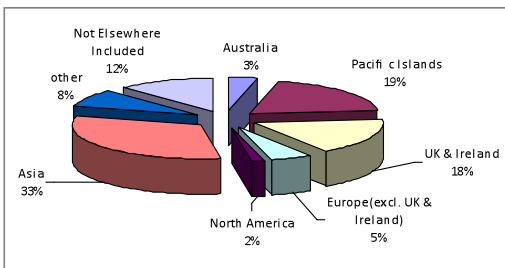
In the next five years the city will execute a tight portfolio of complementary changes and investments, ensuring strong links to an events strategy for the region and delivering multiple benefits: attracting talent and investment, building skills, strengthening infrastructure, generating revenue and instilling civic pride. The objective is to successfully host RWC 2011 and to ensure that infrastructure investments made are lasting, and benefit the whole region.

Elsewhere the city also benefits from holding other international events such as The Americas Cup.

Population diversity and openness

With the introduction of the new national immigration policy at the end of 1980s (Immigration Act 1987), the criteria for admission of new migrants into New Zealand were radically changed. Whereas previously there had been preferred source countries, the new policy focussed on the characteristics of individual migrants, especially favouring those with high levels of education and/or work experience, those who were relatively young, and those who would bring investment capital into the country. In 1991, the points system was established to precisely quantify these criteria, although the number of points needed fluctuated according to migrant quotas set by the government.

The majority of newcomers in New Zealand - approximately 70% - settle in Auckland. In the 2006 census, 181 different ethnicities were recorded as domiciled in the Auckland region. Given the population projections for the future, it can be expected that the City will become increasingly and more visibly multi-cultural in its make up.



The figure on the left shows the ethnic composition of usual residents in the Auckland region aged 15 years and over. In 2006, just over half of the population aged 15 years and over were born in New Zealand (57.6%), the next largest groups were those born in Asia, followed by Pacific Islands and Europe^{iv}.

New Zealand has a particular need for migrant expertise and skill due to its relatively small population base and the need to replace skills and expertise lost through emigration. International migration is an important element in the growth of the Auckland region, and it seems likely that this will continue to be a significant factor into the future. Immigration has resulted in substantial changes to the cultural and demographic characteristics of the Auckland region, as well as in the physical landscape.

City-Region Leadership and Governance

As recently highlighted by the Royal Commission on Auckland Governance^v, the current governance arrangements in Auckland are complex. Decision making of the region involves many layers including the central government, the Auckland Regional Council ("ARC"), seven territorial local authorities (or local councils) and 30 community boards. Central, regional, and local government each have specific responsibilities, but some responsibilities are shared. In particular, central government has primary responsibility for the delivery of social services such as health, education, and income support. The ARC's current primary responsibilities include regional environmental regulation, ownership and management of regional parks, regional growth, transport planning, and funding for passenger transport. The seven local councils provide a wide range of property-related infrastructure and services, including land-use planning, resource management, water, waste water, storm-water, solid waste, local roads, and local community facilities. Often they have different but overlapping responsibilities for transport, parks and reserves, economic development, civil defence, recreation, and events.

The seven local councils are Rodney District, North Shore City, Waitakere City, Auckland City, Manukau City, Papakura District, and Franklin District councils. In addition, most of the region's local councils also have community boards, which represent smaller geographic areas. These provide input to the decisions of local councils, and may undertake specific delegated local responsibilities. Councils also have the ability to create council-controlled organisations, which provide arms-length infrastructure and service delivery.

The public elects local body politicians to the ARC, territorial authorities, and community boards every three years. The mayors of the local councils are elected directly. The chair of the ARC is elected as a member and appointed as chair by fellow members of the ARC.

The Royal Commission on Auckland Governance was established by the Government to investigate and make recommendations on local and regional government arrangements for the Auckland region in the future. It

proposed a radical plan to merge all councils in the metropolitan region in one Greater Auckland parliament with one powerful elected mayor and 23 councillors - 10 elected by all Aucklanders, 10 from the six local councils and three Maori councillors. If the proposals had been approved by the government, Greater Auckland would have become the single biggest metropolis in Australasia by the end of 2010. However, the government has chosen not to adopt many Royal Commission recommendations, with a new bill on governance arrangements and high level functions currently undergoing the Select committee process. The government is proposing an alternative system which provides less local input, based on one Council, one long-term council community plan, 8 councillors elected at large and 12 at ward level, 20-30 local boards with reduced powers and without independent staff or budgets. While the Commission placed considerable emphasis on a core social role for a new Auckland Council, including a social issues advisory Board capable of directing government regional social spending, this proposal has been replaced by an as yet unspecified Social Policy forum.

City Leadership agendas and vision

The immigrant-related diversity in Auckland has grown since central government changed immigration policy in the late 1980s. Today nearly one third of its population is foreign born. Attracting migrants is recognised at both national and local level as an important prerequisite to a vibrant, well performing Auckland economy.

Ensuring positive outcomes for both immigrants and hosting society is the core of the national Immigration Settlement Strategy (New Zealand Immigration Service 2004). To complement the national level focus, in 2006 the **Auckland Regional Settlement Strategy (ARSS)** was launched^{vi}. It was developed in partnership with central and local government, non-government organisations and other stakeholders with settlement-related interests including migrants, and refugees. It includes a vision - *Migrants, refugees and their families have a sense of belonging through opportunities to fully participate and contribute economically and socially in the Auckland region; and by being recognised and respected as equal and valued New Zealanders* - and identifies regional settlement goals. The strategy has associated a Plans of Action that outlines regional initiatives aimed at improving settlement outcomes for newcomers. ARSS has been developed under the umbrella of the Auckland Sustainable Cities Programme.

The strategy acknowledges that long-term immigration is an essential component of Auckland's contribution to the ongoing economic transformation of the New Zealand economy and building on existing settlement initiatives in the region aims to enhance these through a collaborative approach.

Councils in the Auckland region are already providing a wide range of services directly, or in partnership with non-government and community agencies, to support the settlement of migrants and refugees in their region and to help them to connect with their wider communities. For example, Auckland City Council has also developed the strategy 'A Bridge to Our New People' which provides both a platform and a framework for Auckland City to meet settler needs over the next five years and achieve its vision. This is achieved by:

- actions directed toward and in response to the needs of the new settler community
- leadership within the host community at large by promoting the positive image of this community
- Building the capacity of the organisation to support and deliver high quality services and customer response to its diverse constituency.

The Manukau City Council's "New Settlers Policy and Action Plan" articulates the aspirations and priorities of new migrants and has an annual programme of actions and projects. North Shore and Waitakere also support initiatives. In many ways, settlement support is becoming 'business as usual' for the four metro councils in the region.

The case for diversity and openness.

Auckland is a magnet for international migrants but is losing New Zealand citizens to other parts of the country. The country is expected to experience a so called 'demographic fault-line', with a consequent decline in the supply of labour and a global skills shortage in 2025. According to a study released by KPMG in

September 2008 this fault-line hits Auckland in ways similar to other cities including Toronto, Sydney, Melbourne and London at the same time, and will generate competition for scarce internationally qualified professionals. As outlined in the report *Growing Auckland, Growing New Zealand*, Auckland and New Zealand need to be the location of choice for talent. A systematic long term and positive approach to immigration is required to address the 2025 fault-line.

A related issue concerns the contribution skilled migrants are making upon arrival. There is strong evidence of barriers to full participation, with talented immigrants driving taxis and otherwise contributing at levels well below their abilities.

Overall, Auckland's strategic framework sees it becoming:

- An undisputed global city in the Pacific region
- A centre for knowledge intensive industries and services
- A region with exceptional quality of life
- A diverse and globally connected centre
- A creative and cultural city

Openness Index: Commentary on Governance and Leadership Factors

Our review of Auckland enables us to offer a brief commentary on Governance and Leadership Factors as identified by Bak Basel.

In relation to the Leadership Factor of Welcome Services, the City Council website, www.aucklandcity.govt.nz, is available only in English. However, it offers detailed information to international populations via the web and also through a downloadable guide to city services and opportunities, *Our home is your home*. Furthermore, Auckland and Waitakere councils provide the language services to customers, funded by the Government, while city-regional leaders put considerable emphasis on welcoming migrants, and attending festivals/cultural functions. As described above, multi-agency initiatives have been significant, such as 'A Bridge to Our New People' which provides both a platform and a framework for Auckland City to meet settler needs over the next five years and achieve its vision. The Auckland Regional Settlement Strategy focuses on host communities as well as migrant and refugee communities across the Auckland region, taking a regional interagency approach to facilitate local, central, and non-governmental agencies working in collaboration across the region. The Strategy builds on existing settlement initiatives in the region, and aims to enhance these through a collaborative approach.

Many Councils in the Auckland region are already providing a wide range of services directly, or in partnership with non-government and community agencies, to support the settlement of migrants and refugees in their region and to help them to connect with their wider communities. The Omega case study is an example of this approach, but in terms of the special start coaching programme for migrants, there are a number of other local initiatives that help migrants to quickly enter the labour market (among them, the 'Pathways to Employment' initiative and the Special Interest Group for Immigrant Engineers and Institute of Professional Engineers, both supported by the Auckland Regional Migrant Services Charitable Trust).

Agencies, Coalitions, and Alliances.

AucklandPlus has been developed as the regional economic development agency, to play a role within the wider city leadership agenda for the Auckland economy. AucklandPlus builds on the progress made by the Auckland Regional Economic Development Strategy (AREDS), and aims to reinforce the regional and strategic approach needed to implement the Strategy. Auckland Plus is essentially a business unit of the Auckland Regional Council which brings together board members from business and politics to ensure effective partnerships with a wide range of industries and agencies.



It is charged with:

- Regional promotion to attract national and international business to the Auckland region.

- Acting as a single point of contact for current and potential investors. This includes information management and communications, promotion, enquiry response and aftercare.
- Facilitating regional economic development projects (large, multi-agency, cross-boundary/council projects that receive external funding)

AucklandPlus essentially acts as a 'one-stop-shop' for regional investment, and as a key contact point for those looking to invest in the region. AucklandPlus also makes sure the needs of current businesses are being met. It helps to link and co-ordinate activities with other agencies including local councils, local economic development agencies, central government and key stakeholders throughout the Auckland region.



The Committee for Auckland is an important business and civic leadership organisation. This is a not-for-profit company set up to help make Auckland one of the world's great places to live and work. It is an independent alliance of corporate directors and chief executives, tertiary sector, not-for-profit leaders and Mayors, working in the public interest.

The Committee for Auckland evolved out of an organisation named Competitive Auckland. Competitive Auckland was a not-for-profit charitable trust formed in March 2001 by a group of business leaders concerned about the loss of business and talent from the Auckland Region. They gathered support and pro-bono/voluntary resources from a broad cross section of Auckland business, the tertiary institutions and local government. Over five-months, a well articulated strategy for the development of the Auckland region as an internationally competitive business location was developed, and out of the process an economic development agency for Auckland, the region, was created (www.competitiveauckland.co.nz).

The Committee for Auckland's work programme is designed around an understanding that initiatives which foster a great place to be, talented people and a dynamic city-region economy will deliver a successful international city. Underpinning people, place and economy with leadership and good governance is a 'recipe for Auckland's future as a world city.' Five goals are worked on through Committee for Auckland's portfolio:

- i. igniting leadership and momentum
- ii. dynamic and collaborative business region
- iii. accelerating liveability
- iv. generating talent and knowledge
- v. global relevance.

In a city characterised by a weak regional government, it must be acknowledged that the role of Auckland Plus, the region's economic development agency and the Committee for Auckland, an independent non profit organisation, have been precious in leading the effort to position Auckland as an internationally competitive city-region and a world class destination. "Bringing the world to Auckland" is the vision behind the work of Auckland Plus.

The Committee for Auckland instead has identified that attracting, developing and retaining talent is an area in which Auckland can do more and that Auckland's employers have a lead role to play in integrating international talent in the workplace. The Committee has already done some work in this area with the initiative OMEGA, which aims to help talented people to properly integrate in the labour market (see below).

Another organization particularly active in the area is the Auckland Regional Migrant Services Charitable Trust (ARMS), a non-profit organisation which helps migrants and refugees to settle successfully in the Auckland Region. It works closely with a wide range of service providers and has programmes to assist new settlers. ARMS advocates the right for migrants to be given equal opportunities with the New Zealand born population in the areas of employment and retention. Services offered range from free workshops on how to find employment in NZ to assistance, information, support, advocacy and advice for newcomers in 26 different languages.

Auckland: Opportunities for Migrant Employment in Greater Auckland (OMEGA)

In the last two decades Auckland has experienced considerable population growth, and much of this increase can be attributed to international immigration^{vii}. Today almost one third of Auckland's 1.4 million residents is foreign born. Demographic projections anticipate that the city will have 2 million residents by 2050^{viii} and that this growth will be largely driven by minority ethnic groups, especially Asian and Pacific peoples.

Opportunities for Migrant Employment in Greater Auckland (OMEGA)

Since the early 1990s, Auckland has encouraged immigration of skilled, qualified personnel^{ix}. As immigrant-related diversity has grown in Auckland, appropriate integration in the labour market has become an increasingly pressing issue. Unfortunately, the absence of experience in New Zealand labour markets is identified as the main barrier that prevents many skilled immigrants from gaining appropriate employment.

Aiming to strengthen underemployment among newcomers, the Future Auckland Leaders (FAL), an alliance of city leaders, piloted a mentoring program leading up to the official launch of the Opportunities for Migrant Employment in Greater Auckland (OMEGA) initiative in March 2008 to integrate skilled foreign workers into the New Zealand labour market.

Modelled on Toronto's Regional Immigrant Employment Council (TRIEC), OMEGA is the result of a collaborative exchange between The Committee for Auckland and TRIEC in 2007. Initially launched through a 6 month pilot called Skills for Auckland, the program is designed to match migrants with mentors who can provide advice, support, information and contacts, so that each migrant can obtain employment in the industries in which they are qualified.

The project, funded by the Tindall Foundation for 3 years, include 3 initiatives:

- i. Omega Internship Programme: Paid Internships of 3 - 6 months, designed to give skilled immigrants meaningful kiwi work experience and tackle the initial barrier of "No New Zealand experience, No work".
- ii. Omega Mentoring Programme for Skilled Migrants: matching new kiwis with mentors who can provide advice, support, information and contacts. Its also an opportunity for mentors to develop leadership capabilities and fine-tune their coaching skills.
- iii. An Inter-Government Relations Group: a think tank designed to inform government planning and programming work.

OMEGA is endorsed by more than 40 of Auckland's top employers, from both the public and private sectors, including the City Council, Deloitte, Vodafone and Air New Zealand. Since its launch in March 2008, over 50% of the migrant applicants have been matched with Mentors; over 70% of mentees that have completed the programme have found relevant employment; and the overall programme satisfaction is high for both mentors (90%) and mentees (87%). *Businesses are already seeing the benefits of having a diverse workforce,"* Justin Treagus, Omega Program Director says, *"Migrants are a resource that are bringing different ideas and different ways of working to an employer. This is a strength for any organisation. It is about effective integration into the labour market"*.

According to Justin Treagus, the successful results achieved by OMEGA in such a short time is due to the collaboration with TRIEC. *"Following the TRIEC model was invaluable in the amount of time and resources we saved – we were easily able to fast track our program by six months or even a year. We had our site visit in June 2007, officially launched in March 2008 and by April of that year had our first set of mentors"*.

Organizations, coordination and key agendas

OMEGA project is the result of a joint initiative of employers, agencies, governments and the transnational collaboration with TRIEC. The goal is to assemble these key players to find and implement local, practical solutions that lead to meaningful employment for skilled immigrants. The presence of the Tindall foundation

as funding partners has contributed to give a business-oriented approach to the project and to produce a win – win experience for both migrants and employers involved.

FAL is a programme funded and delivered by the Committee for Auckland to support the Committee's goal of promoting leadership and knowledge of Auckland within a young group of Aucklanders. Formed in 2003, the Committee for Auckland is a not-for-profit private sector organisation, which brings together individuals from a wide range of sectors, and seeks to leverage influence in the enhancement and development of Auckland as an *exciting and dynamic place to live*. Supporting labour market integration of skilled immigrants is considered essential for the economic growth of the city. The exchange visit with TRIEC in Toronto was fundamental in setting up and implementing the OMEGA initiative (see above). (The FAL ran the pilot based on input mainly from the Committee for Auckland. Kaaren, in her capacity in CFA attended the learning exchange in Toronto. Based on the success of the pilot, and the learning exchange the connection then went through to Tindall and funding was provided to launch Omega)

According to Justin Treagus, strong collaboration with business and community partners have been fundamental to seeing this approach succeed. Working closely with organisations such as the Auckland Regional Migrant Services (ARMS) and the Chamber of Commerce, the organisations have been able to support new migrants transition to meaningful employment in Auckland. Each organisation plays a specific role in the pipeline of support services.

The next step is to begin piloting an Omega Partnership model that can be rolled out to all interested community agencies. The new OMEGA core purpose is now more firmly focused on working with business to create opportunities and solutions for job ready skilled migrants to step into, and this will be achieved through a stronger collaboration with ARMS. The Tindall Foundation funded the Omega start up but now the project is moving to a stand alone entity. New shareholders, who are already industry leaders in the area of 'developing talent' are being sought out to invest and help Omega achieve its vision to create a more innovative and efficient labour market in Auckland. Omega shareholders will shape Omega as a new independent entity and ensure that Omega's capacity and delivery grow, year on year. The budget to deliver Omega's core programme is \$500,000 annually, which will be made up from the shareholders investment in the Omega Trust. The trust will be launched in October 2009

4. Dublin, Ireland

Situated over just 921km² in Eastern Ireland, the Dublin city-region (Greater Dublin Area) comprises four city/county council administrative areas and has a population of 1.2 million. The city itself – home to 500,000 people – is at the centre of a small but expanding metropolitan region which is home to almost half of Ireland's national GDP (€60 billion). The city-regional population is set to rise by 440,000 by 2021, alongside an anticipated 50% increase in economic activity.



Dublin has emerged as a vibrant European city-region functioning as Ireland's primary gateway to the global economy, marked by a decisive shift from traditional manufacturing sectors to high value-added financial and professional services, knowledge and retail sectors. The city-region has established itself a world leader in software development, and despite the economic recession, Dublin's consistently high productivity levels ensure it remains competitive regionally and capable of attracting inward investment.

Dublin's economic transformation has presented many challenges in the spheres of spatial planning, transport, migrant integration and shifting demography. While Dublin has been the key growth driver of the national economy, its success has led to urban sprawl well beyond the city-region, resulting in long-distance commuting, suburban congestion, and greenfield sites remote from existing social infrastructure. For the city-region to achieve sustainability, its future growth demands a focus on higher density development aided by enhanced public transport. Elsewhere unemployment remains a serious challenge as skill development lags behind the ambition to anchor the city-region firmly to knowledge-based sectors. Many of its European competitors have deeper skills bases and superior infrastructure than is currently available in Dublin. While some progress has been made in developing co-ordinated strategies to tackle new challenges, regional-level implementation has yet to be consolidated beyond isolated programmes.

KEY AREAS OF GLOBAL STRENGTH

Capital status - As international capital of a small country, Dublin has the political and institutional requirement to play a central role in the economic, social and cultural life of the country.

International connectivity – Dublin's port and airport are a crucial gateway for access to the EU and the Western Hemisphere; connectivity to and through the city-region will continue to be a matter of national importance and be carefully managed

Strong knowledge economy assets – The city is home to a high concentration of institutes of Higher Education and Research and Development and scientific know-how in both public universities and private research and innovation organisations.

Vibrant and open identity – A traditionally warm and welcoming culture is supported by excellent entertainment and sporting opportunities which combined with the city's strong historical and cultural identity render Dublin an attractive and liveable city

International outlook – Dublin's policymakers have recognised early that it is in competition with other international knowledge hubs in the spheres of IT, bio science, financial services, creative industries, retail, high-tech investment, and tourism, rather than with other gateways in Ireland.

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Management of growth and infrastructure investment - The surge in development associated with sustained economic growth has eroded the quality of the natural environment and created unsustainable commuting patterns which put strains on public infrastructure. The infrastructural deficit requires expenditure exceeding national forecasts over the next decade

Moderately skilled labour force – Despite fast growth and high productivity, outside the knowledge sectors Dublin’s workforce is comparatively under-skilled and may lack the versatility to adapt to new economic imperatives. Economic attractiveness is also threatened by the high cost of living and rising business costs.

Under-developed metropolitan and regional planning – Regional frameworks do not yet incorporate a comprehensive set of challenges, for example green infrastructure, economically strategic transport policy, settlement patterns or branding. No all-inclusive planning database exists amid a general lack of regional consciousness. This challenge is mirrored in the lack of concrete and clear regional governance structures.

Deprivation and inequality – Dublin’s high levels of persistent poverty and social exclusion threaten sustainable economic development.

The emergence of the ‘Celtic Tiger’ economy in the 1990’s has transformed the country and in particular Dublin which in few years has become a magnet for new creativity and innovation, international populations, and foreign investment. A positive climate for business investment, an internationally recognised educational system and scientific community, an international Irish diaspora of successful corporate leaders and investors, and a well-developed tourist industry have all contributed to this growth. Currently, some 15% of Dublin’s population is made up of immigrants that come from over 100 different countries, working both in advanced knowledge industries and in the service sectors that support them.

The emergence of the ‘Celtic Tiger’ economy in the 1990’s has transformed the country and in particular Dublin which in few years has become a magnet for new creativity and innovation, international populations, and foreign investment. A positive climate for business investment, an internationally recognised educational system and scientific community, an international Irish Diaspora of successful corporate leaders and investors, and a well-developed tourist industry have all contributed to this growth. Currently, some 17 per cent of Dublin’s population is made up of immigrants that come from over 100 different countries, working both in advanced knowledge industries and in the service sectors.

In 2009 the former Lord Mayor, Eibhlin Byrne, acknowledged the important contribution of migrants to the cultural and economic vibrancy of the city:

Cities are shaped and created by their people. Dublin has been shaped throughout its history by people from many lands and many cultures. Cities thrive and prosper where they are open to the world and embrace diversity.

Dublin is very much an international city. It welcomes and embraces the creative energy of people from many different places across the globe. The life of this city is enriched by these new Dubliners. They are the bridge that ensures Dublin is and remains a truly global city.

4.1 City leadership

Dublin City Council (formerly Dublin Corporation) is the authority responsible for local government in Dublin City. There are four local authorities within the Dublin metropolitan region. Of these four local authorities Dublin City Council is the largest and is at the heart of the region. Overall responsibility for the implementation of the decisions of the City Council lies with the City Manager, who is responsible for the day-to-day operations of the Council and plays a key role in the strategic leadership agenda of the city. The Lord Mayor, elected each year by the members of the City Council is the First Citizen and fulfills a largely ceremonial role, acting as an ambassador for the city. The Dublin Lord Mayor does not have formal executive powers as Executive Mayors in many other cities, but individual office holders can, with the moral authority of the office, develop their leadership agenda on key themes and priorities of their choice.

The current City Manager, John Tierney was appointed to this position in September 2006. The Lord Mayor, Councillor Emer Costello was elected in June 2009.

The Local Government Act, 2001 had sought to enhance the powers of the Mayors of local authorities, primarily by extending the term of office to five years and filling the position by direct elections. However,

further legislation in 2003 abandoned this provision and the Lord Mayor continues to be elected annually by the City Councillors. The Irish Government recently proposed a reform of local government, including a directly elected mayor for the Dublin Region. The mayor's strategic functions would include planning, housing, waste, water provision and waste disposal. The Mayor would also act as chair of the Dublin Transport Authority. These proposals are being given active consideration. If the proposal were realised it would provide an integrated governance structure for the metropolitan region. It remains unclear how this structure would relate to the existing management and elected functions of the current four local authorities in the region.

Dublin City Council works in partnership with other agencies to secure the maximum social and economic development in the Dublin area. The City Council sits on key committees and boards active in economic and social development. The City Council's key partners include the Dublin Chamber of Commerce, Digital Hub Development Agency, Temple Bar Cultural Trust and Dublin Docklands Development Authority. The Dublin Regional Authority is a collaborative governance system that brings together representatives of the four local governments to address issues of common interest and concern. It has no formal executive authority over the member local authorities.

The Dublin City Office of International Relations and Research, established by the City Manager in 2007, seeks to enhance the international position of Dublin in a way that enriches the city's economy, builds positive relationships worldwide, and engages the city in practical projects that serve its development as a sustainable and cosmopolitan city^x. A key element of this Office is the Research function which focuses primarily on developing indicators of performance for the City and Region and benchmarking Dublin internationally.

The City Council is an active member of different International Associations of Cities including the Union of Capitals of the European Union (UCEU), Eurocities and Cities of the Isles (COTI) and participates in international networks which work on a common purpose such as OPEN Cities, The International Regions Benchmarking Forum, Cities for Local Integration Policy (CLIP) and ICING (Innovative Cities for the Next Generation).

4.2 Key issues in the leadership agenda of the City

Dublin is one of Europe's fastest emerging international cities. The rise of the Irish economy over the past 10 to 20 years and its orientation towards advanced knowledge-based industries has been largely led by activity within the Dublin region. At the same time it has created the need for a level of strategic intervention to better foster successful growth.

The fields for strategic intervention include:

- Dublin's role in the Irish economy and the case for Dublin
- Dublin's rapid internationalisation
- The need for more effective regional governance and metropolitan co-ordination
- The need to organise the key players in the knowledge economy

The National Competitiveness Council recently stated that:

City leadership is critical to the development of competitive cities. To achieve and retain competitiveness, key policy decisions need to be made for the city region by a strong leader or leaders. This leadership must be responsible for providing a co-ordinated approach to tackle the issues faced by the greater city area. Transparent and accountable leadership facilitates efficiency and greater competitiveness^{xi}.

Dublin's role in the Irish economy and the 'Case for Dublin'

Dublin plays a pivotal role in promoting national economic growth and prosperity. Dublin has increasingly become a node of specialisation in a number of knowledge intensive and creative sectors which demonstrate agglomeration advantages and clustering tendencies. Fast emerging world cities with such clustering tendencies amongst their leading industries frequently need intensive growth management tools and

investment beyond that which existing governance arrangements and public finance tools will provide. They often have to invent new ways of working. Within Dublin City Council this has already led to internal structural innovations such as the creation of the Office of International Relations and Research, the Economic Development Unit, and the Office for Integration. Externally, this has led Dublin City to develop and lead the Creative Dublin Alliance and to work with regional partners on improved metropolitan governance.

Whilst there is a strong consensus towards maintaining and enhancing Dublin's attractiveness as a location in which to do business and to live and work, there may be limited national understanding of the need for Dublin to lead national economic development and of the necessity of better equipping the Dublin region for sustainable growth and development. In the last five years, government policy has attempted to address 'regional imbalance' and promote more equitable growth that reduces regional disparities. This is one of the major themes of the National Spatial Strategy 2002 - 2020 and has been the subject of some controversy. Many commentators argue that this approach could damage economic competitiveness in an increasingly cut-throat, global economic environment yet government policy has favoured the creation of a number of 'gateways' to channel regional economic development, complemented by a significant number of 'hub' towns^{xii}.

The Greater Dublin Area (GDA) is the only internationally competitive gateway in the country with a population that now comprises 39.2 per cent of the national population^{xiii}. Dublin is the key driver of the national economy and as Ireland's knowledge and creative hub accounts for almost 48 per cent of economic output. However, there has not been sufficient investment in the infrastructure required to foster this role.

The National Competitiveness Council is clear on the importance of Dublin in relation to national competitiveness:

As Ireland's only city of international scale, continued investment in Dublin is necessary to maintain and improve its position as an internationally competitive location. A competitive Dublin can serve to strengthen the performance and attractiveness of other Irish cities and provide them with opportunities that may not be accessible otherwise^{xiv}.

Dublin's leadership agenda must seek to both effectively make the case for Dublin as the key national economic asset, and develop the programme for continued effective economic development in Dublin with a clear focus on the national impact of Dublin's ongoing success and the potential national cost of failure to meet Dublin's growth needs.

Dublin's rapid internationalisation

A second key theme is Dublin's rapid internationalisation. With economic growth and success has come an imperative for internationalisation. There have been multiple drivers of this:

- Dublin has become a competitive location for specialist international activity in IT, Finance and Science sectors
- A powerful diaspora of successful corporate leaders who were brought up in Ireland but are now in business in other countries have shown enthusiasm and commitment to invest in Ireland
- Dublin has grown rapidly as a hub of international higher education and research
- Dublin has continued to grow and succeed as a centre for international tourism
- Dublin's position as a welcoming, fast growing and English speaking capital within the EU and Euro zone has made it an attractive magnet for inward migration from other EU states. While the free movement of labour within the EU and Ireland's "open door" policy after EU enlargement resulted in large inflows of economic migrants from eastern Europe, there were also significant inflows from Asia, Latin America and Africa.

Prior to 2008 the internationalisation of Dublin happened rather than was planned. The active management of internationalisation internally and externally is now a key agenda in Dublin.

Regional governance and metropolitan co-ordination

A third theme is the need for more effective regional arrangements. In tandem with new structures within Dublin City (see above) Dublin is also taking steps to lead on regional and metropolitan governance issues.

Dublin City is the core city of the Dublin Regional Authority made up of four administrative areas - Dublin City, South-Dublin County, Dún Laoghaire-Rathdown County and Fingal County. This metropolitan Dublin area together with the Mid-East Region (Counties Wicklow, Kildare and Meath) forms the Greater Dublin Area, the geographic concept of which was coined in 1999 and used for planning purposes for the first time in the Planning and Development Act, 2000.

Being an open, vibrant and attractive city region is a recurrent theme of the Dublin Regional Authority vision. Established in 1994 as one of the eight Regional Authorities set up under the Local Government Act, 1991 its vision is based on four main facets: Living City-Region, Metropolitan Region, The National Capital and Leading European City.

Growing Dublin as the knowledge and creative hub of Ireland will require a regional platform for infrastructure, services, and spatial development, as well as a coherent and shared vision of the future. This is now the subject of leadership action.

A debate has now begun within the region about the possible advantages of a Greater Dublin Mayor and Strategic Authority with an ambition to establishing such an office by 2010.

Stakeholders in the knowledge economy

Because Dublin is a knowledge hub, many of the key stakeholders in an effective economic strategy will be businesses, education and research institutions, investors in knowledge, talented individuals, and international partners and customers. None of these are under the control of local government. Therefore a major leadership task is to convene and foster alliances and collaborations that can do this effectively.

As we shall see, Dublin is making active progress on all of these themes.

4.3 City Leadership agendas and vision

In Dublin there is broad agreement that for the city's long term competitiveness, success and development attracting international talent is of vital importance.

This vision has been clearly stated in long term strategic plans and by alliances for Dublin including

1999 Dublin – A City of Possibilities, Dublin City Development Board

2005 Dublin City Council Corporate Plan

2008 Creative Dublin Alliance

1999 Dublin – A City of Possibilities, Dublin City Development Board

Representatives from Local Government, Statutory Agencies, Local Development and Social Partners are partners in the Dublin City Development Board (DCDB). The board is an independent body that works under and is supported by the Local Authority, to establish a strategy for social, cultural and economic development and to oversee its implementation.

Following extensive consultations with all sectors of the community, DCDB developed a strategy which was launched and agreed by the City Council as a whole in 2002. The Strategy, *Dublin a City of Possibilities 2002-2012* aims:

to facilitate challenge and change, actively involving citizens, businesses, communities and statutory agencies in determining and developing a strong, vibrant, successful, inclusive, multi-cultural and healthy city where all can achieve their full potential^{xv}

The Strategy was reviewed in 2006 and a range of key priorities were agreed for the period 2006-2008. These priorities reflect issues identified by the Board and emerging national priorities as highlighted by Government policy. The strategic priorities for the period 2006-2008 include Social Inclusion, Enterprise and Economy, Family and Children, Neighbourhoods: Building Communities, Migrant New Communities and Active Citizenship.

2005 Dublin City Council Corporate Plan 2005-2009

The Corporate Plan is the key strategic business document dealing with the operations of the City Council for the five-year life of the elected Council. The Plan is a high level statement of objectives with accompanying strategies. In 2005 it adopted the second of such a plan which set out the priorities to address over the period 2005 - 2009.

The overall mission of the Plan is:

to foster a vibrant, attractive, safe and environmentally sustainable capital city with a strong human focus and to advance and promote the physical, social, cultural and economic environment of the city, through effective civic leadership and through the active democratic participation of our citizens^{xvi}

Diversity, social inclusion and quality of life are core principles guiding the work of the Council in fulfilling its leadership role and democratic mandate.

The Dublin City Development Plan is the planning and development template for the city. It sits in a network of plans that include the National Spatial Strategy and the Regional Planning Guidelines. The overall vision for the city as outlined in these plans and strategies is to enhance the quality of life and experience of the city for the residents, workers, commuters and visitors and to consolidate the urban form of the city and to do so in conjunction with improvements to the public transport network. The aim is to ensure that Dublin remains an attractive, vibrant location for industry, commerce, recreation, and tourism and continues to be a major focus for economic growth within the country.

The Plan refers to the introduction of new management structures and local community based office. These management structures set up by Dublin City Council in 2001 saw the city divided into five administrative areas or area committees, based on the Local Electoral Areas. This area focus allows for local issues to be decided at area committee level, thus helping to streamline local decision-making and encouraging local participation in the democratic process. To help support community development and the delivery of services at the local level, Dublin City Council also operates thirteen area offices throughout the city.

2008, on-going Creative Dublin Alliance

In 2008, the City leadership began the process of building a wider leadership agenda for the city engaging multi-sectoral and metropolitan/regional partners. The Creative Dublin Alliance (CDA) sets the agenda for the city's international knowledge and creativity led growth into the future and makes the case for an Open City. This is described in detail below as an example of how the leadership of the city can develop an agenda for openness.

4.4 Internationalisation and Economic Growth

Dublin has had a distinctive history relative to other European capitals. While many European cities were transformed by the Industrial Revolution, the economy of Ireland stagnated in the nineteenth century. This was slowly reversed following the restoration of capital city functions to Dublin. During the 1960s Ireland's economic development strategies focused largely on industrialising a predominantly rural society and

decreasing levels of unemployment by attracting branch-plant manufacturing activities. This was followed by a prolonged economic depression throughout the 1980s with high levels of unemployment and emigration.

A new strategy for economic development introduced in the early 1990s reoriented Ireland towards new high-tech, knowledge-based economic sectors, in particular the information technology, biotechnology and financial services sectors. Knowledge and skill have become the central drivers of prosperity and companies such as Intel, Sun Microsystems and Wyeth Pharmaceutical now have major branch plants in the greater Dublin region. Ireland's recent economic strategy has focused on creating an attractive fiscal financial environment to complement the English speaking, young and well-educated population that has facilitated a major economic boom, which has been labelled the 'Celtic Tiger'. Ireland's sustained economic growth is especially obvious in the Dublin region, which now contains almost 40 per cent of the national population. Construction boomed with new office blocks, commercial centres and residential areas developed throughout the region. Inner-city revitalisation and redevelopment policies have been a focal point of urban planning policies and the numerous areas which have been regenerated now act as thriving points for tourism, business activities and housing.

In a report published in 2003 in the AT Kearney / Foreign Policy magazine Globalisation Index, Ireland emerged for the second year running as the most globalised country in the world. This index took account of not only economic factors but also societal factors and how networked Ireland was in global terms. In the 2007 index, Ireland was ranked in fifth place.^{xvii} Given the primacy of Dublin within the Irish urban network, this suggests a growing role for Dublin in global terms.

In an attempt to study how Dublin is becoming increasingly embedded in the global urban system, Moore found that in terms of *command and control functions* within the global economy, Dublin had no precise leadership role. However, when *network functions* are assessed Dublin is generally ranked at a higher point on a scale^{xviii}.

It is important to recognise the sheer size of the Dublin economy relative to the national economy and the role it plays as the engine of growth for the whole country^{xix}:

- Economic activity in the Greater Dublin region accounts for 47 per cent of national GDP^{xx} and its Gross Value Added per capita is 40.9 per cent higher than the national average^{xxi}
- The Greater Dublin Region accounts for over four out of every ten jobs, just under half of all goods and services produced and nearly half of Ireland's tax revenue
- The Greater Dublin Area has been the focus for foreign direct investment in Ireland and has developed into a significant centre for international trade
- Dublin is home to Google's EU headquarters, e-Bay's European headquarters and Yahoo's European headquarters
- In 2008, the Dublin City Region secured 18 new IDA investments. These new investments totalled €240 million and are creating nearly 1,350 new jobs. Companies such as IBM and Citi are significantly expanding their R&D activities in the region while others such as Facebook are opening brand new operations
- The Dublin City Region is the centre for learning in Ireland and is home to numerous universities and institutes of technology, including University College Dublin; NUI, Maynooth; Trinity College, Dublin; Dublin City University; Dublin Institute of Technology
- Dublin ranks 25th of 215 in the Mercer 2009 Quality of Living Global City rankings, ahead of several major cities including Paris (33rd), London (38th), and Barcelona (42nd)

Dublin's economic transformation has presented many challenges in the spheres of spatial planning, transport, migrant integration and shifting demography. While Dublin has been the key growth driver of the national economy, its success has led to urban sprawl well beyond the city-region, resulting in long-distance commuting, suburban congestion and the development of greenfield sites remote from existing social infrastructure. For the city-region to achieve sustainability, its future growth demands a focus on higher density development aided by enhanced public transport. How best to provide the level of infrastructure

which the city's growth demands is a critical issue to resolve. This in part helps to explain the drive for better regional governance.

Elsewhere unemployment remains a serious challenge as skill development does not yet fully support the ambition to anchor the city-region firmly to knowledge-based sectors. Many of Dublin's European competitors have deeper skills bases and superior infrastructure than is currently available in Dublin. While some progress has been made in developing coordinated strategies to tackle new challenges, regional-level implementation has yet to be consolidated beyond isolated programmes.

4.5 Population diversity and openness

The Irish economic boom of the 1990s reversed historical patterns of outward migration, transforming the country into a destination for migrants. Historically a location for Irish individuals and families searching for better economic, social, and educational opportunities, Dublin has now also become the main draw for foreign nationals.

Table 1 Population Change of State and GDA, 1996 – 2006

Area	1996	2002	2006	Change 1996 – 2006 %
Dublin	1,058,264	1,122,821	1,186,159	+12.1
Mid East	347,407	412,625	475,026	+36.7
GDA	1,405,671	1,535,446	1,661,185	+18.18
State	3,626,087	3,917,135	4,234,835	+16.8

Source: CSO 2007

In 2006, the population of the Dublin region stood at 1.66 million, having increased by over 18 per cent since 1996.

The recent growth of international populations in the city has been staggering. People born outside of the country accounted for 5.3 percent of the population in the state and 5.5 percent of the residents in the Dublin Region in 1986 (this does not include people born in Northern Ireland as born outside the country). By 2006, the percentage of foreign-born population had increased to 14.5 percent for the state and 17.3 percent in Dublin. This represents an increase of over 329 percent in the state and 367 percent in the metropolitan area over the twenty years. There are now over 100 nationalities living in Dublin. Within the city core the largest groups are from the UK (24%) and Poland (12%).

Table 2 Top 10 foreign born population groups in Dublin City

Country of birth	Foreign born nationals living in Dublin City %
UK	24.2
Poland	11.9
China	6.3
Phillippines	3.3
India	3.2
USA	3.2
Romania	3.2
France	3.1
Lithuania	2.9
Spain	2.8

Source: CSO 2007

4.6 The case for diversity and openness

Ireland's recent economic strategy has focused on creating an attractive financial environment for investment. A fundamental part of Ireland's attraction to investors is its young, English speaking, and well-educated population. Ireland's economy grew by an average of 8 per cent per year between 1995 and 2002, far outstripping the EU-15 average of 2.5 per cent.

Thanks to this growth Dublin has transformed itself into a lifestyle destination, with a large and growing group of foreign and home-grown technology companies, proficient technical colleges and universities, and a thriving artistic and cultural scene.

One argument for diversity and openness in Dublin focuses on the economic future of the city. To develop further as an international creative and knowledge city requires the capacity to attract foreign investment, internationally mobile talent and to create strong and enduring collaboration with other global cities. In addition to migrant workers, Dublin also has a significant international student body. According to Ireland Embracing Cultural Diversity (IECD) approximately 15 per cent of students in third level colleges in Ireland are from countries outside of Europe and North America, and the City region currently earns a quarter of a billion Euro annually from international students. Dublin is attempting to promote the City as major destination for international students (see Section 3 for further detail).

It is important to highlight that the city and state are currently experiencing a severe decline in economic growth with a rise in unemployment as well as a decline in GDP. In the context of this changing environment the city is refining its work programme in relation to the open cities project. The focus will be on attracting international populations in specific sectors as well as targeting international students to come to the city. This will all be developed through a newly focused internationalisation agenda for the city.

As a capital city we are competing for skills and knowledge with other cities internationally. Managing our new diversity as an asset for the city, attracting and retaining migrant populations, fostering a culture of openness in social, economic and cultural life will add competitive advantage and be one of the key drivers to achieving a successful city.

John Tierney, City Manager

4.7 Coalitions and Alliances

The small size of Ireland and its centralised administration involves a strong leadership framework at national level, with three development agencies, **Forfás**, the **Industrial Development Agency (IDA) Ireland** and **Enterprise Ireland** working to support the development of enterprise, trade, science, technology and innovation in Ireland.

Forfás is responsible for traditional industrial policy and modern enterprise policy. Forfás coordinates the activities and sets the policies of IDA Ireland and Enterprise Ireland.

In particular, Forfás is working to promote scientific research and innovation in close association with the Science Foundation Ireland (SFI) and the Irish Council for Science, Technology and Innovation (ICSTI) and the IDA. Technology innovation, business development, and internationalisation are the three key strategic priorities of Enterprise Ireland, charged with the development of Irish industry.

In 2008 the higher education institutions in the Dublin region came together to form the **Dublin Regional Higher Education Alliance (DRHEA)**. The group will work together to improve the quality of the higher education system as a whole in Dublin and to market Dublin as a single international centre for learning and research. The alliance will encourage greater differentiation between the eight colleges involved. The collaboration is funded centrally under the Strategic Innovation Fund (SIF).

The **International Advisory Group**, lead by the Office of International Relations and Research at Dublin City Council, comprises the key regional and national stakeholders involved in international contact. The Group

advises on policy formulation, collaborates on international programmes and identifies opportunities to promote the city internationally.

4.8 Openness Index: Commentary on governance and leadership factors

The key capacity of leadership is the ability to articulate and win support for a vision while building coalitions of stakeholders around that vision. In Dublin this is evidenced by the commitment of the City Manager to the internationalisation of the city and the focus on developing the Dublin Regional economy as a globally competitive city region economy that would drive and ensure national economic success. That vision led to the creation of an alliance of key stakeholders that include the other local authorities, the business sector and the higher education sector. These stakeholders are currently working together within the Dublin Creative Alliance.

The ability of leadership to make manifest its vision is evidenced by the creation of structures and programmes that express and realise elements of the vision. In Dublin the City Manager established three new units that collectively address the issue of openness. The Office of International Relations and Research focuses on the internationalisation of the city. The Economic Development Unit works towards developing an economy that is innovative and attracts foreign investment and migrant workers. The Office for Integration acts to support and integrate new communities established within the economy of Dublin.

4.9 A shared vision and a new governance for Dublin

Over the last decade Dublin has grown to become a city of international importance and is now renowned as a successful and prosperous capital city. The economy of the city has been transformed and is now centred on a number of areas, including financial services, tourism and life sciences. Foreign Direct Investment has played a pivotal role in this transformation, and continues to be vitally important to the future of the economy, both to the city and to Ireland as a whole. Economic growth has been accompanied by an unprecedented growth of population: the Greater Dublin Area is now home to 1.6 million inhabitants, 15 per cent of which are newcomers.

In order to maintain its international competitiveness, the City aims to further enhance the development of Dublin into a Knowledge City Region by 2012. To this end, the city intends to offer cultural, social and recreational lifestyle options that position Dublin as an attractive and fulfilling place for talented knowledge workers.

The recognition of the role of the knowledge economy in the development of the city and its region has been clearly confirmed by the Dublin Regional Authority which has emphasized the role of technology, innovation, education and training in developing the knowledge economy of the City. This is considered to be of vital importance not only for the success of the Region, but for the success of the country as a whole.

Within Dublin this vision has been translated into new governance arrangements.

New municipal functions have been created, realising aspects of the openness agenda through action programmes/initiatives:

The **Office of International Relations and Research** is delivering the Indicators and Benchmarking project, leading Dublin's involvement in Open Cities, developing the attractiveness of Dublin for International students through the Lord Mayor's international Student Scholarships, and building links that support economic, educational and city exchanges with major global cities.

The **Economic Development Unit** is developing an economic action plan for the city region. It is also organising the Innovation Dublin Festival.

The **Office for Integration** is active in supporting new communities through festivals, events and activities such as the Chinese New Year, the provision of information in languages other than English, the demonstration of

the integration of new communities through the City Fusion Pageant in the St Patrick's Day parade, and the recent campaign to support registration of migrants for voting in Local Government and European elections.

New civic alliances have been established:

The **Creative Dublin Alliance** is a leadership alliance drawing together the city, higher education, business and the other local authorities in the Dublin region. This Alliance is adopting and supporting initiatives led by Alliance members that address the need to develop an internationally open and competitive economy in the Dublin region.

In addition to the above governance initiatives a new agenda for metropolitan government is emerging in the thinking of National Government with the plans for a directly elected Mayor and stronger strategic metropolitan governance. It remains to be seen how such a governance structure would take on or subsume the internal new functions outlined above that now exist within Dublin City Council and the external governance structure of the Creative Dublin Alliance.

4.10 Creative Dublin and the Creative Dublin Alliance

At local leadership level, there are already different projects and initiatives aimed at positioning Dublin as a leader in the global creative economy. The Creative Dublin Alliance is one of them.

Formed in 2008, the Creative Dublin Alliance (CDA) is an example of collaborative leadership between academic, business, institutional sectors and citizens groups who have joined forces to work toward a new level of innovation and collaboration for Dublin's development as a Creative Sustainable City. The CDA has identified the following six objectives:

- i. A Committed Leadership with a Unified Vision and Critical Mass of Influence
- ii. A Clear Vision of our Unique Strengths and the Future Potential of the City
- iii. An Excellent Third and Fourth Level Sector that is Internationally Competitive
- iv. A City Region delivering excellence in Innovation and Enterprise
- v. A Strong Accessible Information, Communications and Transport Network
- vi. An Open, Merit Based Tolerant and Inclusive Society

The CDA's ambition is to build a network of diverse urban leaders that gathers to identify, discuss and distribute solutions in response to the challenges that Dublin faces in the 21st Century.

Within the Alliance Public and Private entities share outcomes and tools. The City Council has the responsibility for the management core and objectives while members are responsible for collaborating, bringing their expertise to projects and distributing the projects.

The Alliance is still at early stage of development but has already adopted a series of evident projects and initiatives to support the objectives. Among them is the **Innovation Dublin Festival** (October 2009) which will showcase the innovation and creativity that is happening in businesses, universities, and organisations across Dublin through a series of events.

The Alliance is also working to identify a new city brand identity that enhances the international recognition of Dublin as a magnet for good investment and talent.

Creative Dublin Alliance priorities and current actions

The CDA is developing and launching collaborative leadership actions:

- Revised and enhanced **Economic Action Plan** for the city region. This initiative is being led by the Economic Development Unit at Dublin City Council.

The emphasis here is threefold:

- to create stronger leadership of the economy making the case for Dublin more effectively nationally and internationally
 - to build a vibrant place for advanced economic activities
 - to attract and retain creative people
- The **Dublin Innovation Festival** is a week-long festival of events highlighting and promoting innovation in the city and providing an opportunity for entrepreneurs, students, researchers, artists and corporations to promote and celebrate their new ideas and initiatives. Led by the Economic Development Unit in City Council, the festival includes seminars, workshops, discussions, exhibitions, performances, showcases and competitions and is aimed at a wide population.
 - **UniverCities** is led by the Planning Department within City Council. The initiative makes the role of Universities more central to the city and enlists the support of the Universities in thinking about the future of the city. It aims to identify areas for collaboration between academic research and policy making.
 - **Dublin Brand Platform and Strategy** describes the development of a new approach to branding and positioning Dublin as an open and international knowledge hub.
 - **Designing Dublin – Learning to Learn**, led by Design Twentyfirst Century, is a creative initiative combining the expertise, creativity and knowledge of 17 individuals (10 citizens and 7 local authority employees) to research, invent and prototype solutions for a Dublin city project. The process will be informed by ideas and suggestions put forward by in excess of 1,000 Dubliners over a three week period.

CDA - Government and Governance

This CDA agenda actively brokers collaborative governance for knowledge and creative economic activity and for action on the future of the city. It is also complemented by a considered debate about how to progress formal governance of the Dublin region, perhaps in the form of a strategic regional authority and directly elected Mayor.

Other city case studies (Stuttgart) demonstrate some of the potential of this leadership model. A similar debate has just been concluded in Auckland, which will soon have a Mayor for its strengthened regional authority.

CDA - Collaborative Leadership

The Alliance is a joint initiative formed by a high-level leadership group which include the academic sector, with the participation of all the City universities (University College Dublin, Dublin City University, Dublin Institute of Technology, Trinity College); business sector (Dublin Chamber of Commerce, IBEC); and different City Council departments (Office of International Relations and Research, Planning & Development); members of government agencies such as the IDA and Enterprise Ireland; and also a citizens' group led by Design Twentyfirst Century. The CDA defines itself as an 'Action Group'.

CDA - International Post Graduate City

An example initiative of the Creative Dublin Alliance is the International Post Graduate City.

As *the* key driver of economic development, the knowledge-intensive economy framework stresses the importance of links between higher education, government bodies and the broader society. Statistics show that Dublin has not only the

Imperial College London	6
University College London	7
University of Chicago	8
Columbia University New York	10
Australian National University, Canberra	16
University of Tokyo	19
King's College London	22
University of Edinburgh	23
University of Hong Kong	26
New York University	40
Boston University	46
Table 3 Times QS University Rankings, 2008	
Tokyo Institute of Technology	61
London School of Economics	66
University of Geneva	68
University of Glasgow	73
Technical University of Munich	78
University of Helsinki	91
University College Dublin	108
<i>Source: The Times Higher Education Supplement, 2008</i>	

highest proportion of people with a 3rd level qualification in the country, but also that Dublin is an important location for international students, with more than 10 per cent of students in third level colleges coming from countries outside of Europe and North America.

The Times QS University rankings (Table 3) are based on peer review and recruiter review assessments, the number of citations, ratio of faculty to student numbers and success in attracting foreign students. It identifies Trinity College as Ireland's leading institution, ranking it 49th out of 200 institutions internationally, while University College Dublin ranked 108th.

As described above, the Office of International Relations and Research has an active role in internationally promoting Dublin as an open city, diverse in culture and focused on creativity and knowledge. On its current agenda, there is a project to brand Dublin as an *International Post graduate City*. In order to achieve this vision and attract high calibre international students, the Dublin universities and Institutes of technology agreed with the City Council to promote international scholarships as 'The Lord Mayor of Dublin International Scholarships'.

The re-branded scholarships will create closer links between the relevant institutes of education and the city and aim to attract top international students to come and study in Dublin. International students are perceived as an important asset for the city's success not only for their contribution to the urban labour market but also for their role as 'new Diasporas', providing important bridges of connection and trade possibilities between their country and Dublin. International students contribute to the local economy through fees paid to colleges and cash spent in the local economy. According to Robert Flood, Head of International Affairs at the Dublin Institute of Technology (DIT) every 100 people studying in Dublin may support up to 15 jobs and that *'between DIT and TCD alone that equates to 214 jobs and over €14m to the local economy in Dublin City'*^{xxii}.

Dublin City Council will welcome the new scholarship recipients annually in the Mansion House and the Lord Mayor will honour students completing their research and study, by presenting them with a City Scroll, acknowledging their contribution to the City. The costs of these events would be met by the City Council. The initiative is intended to commence in the academic year 2009 – 2010 and will provide the branding identification of international education with the city of Dublin^{xxiii}. Peter Finnegan, Director of International Relations and Research within Dublin City Council points to the potentially positive effect of the scholarships on the City's marketing efforts^{xxiv}.

Conclusion

Dublin City and its metropolitan region are actively engaged in developing the openness agenda on the basis of its importance to the future economic development of Dublin and Ireland. Ireland is a small open economy and has always relied upon its global positioning to develop economic opportunities and provide market outlets. Dublin, as its capital, is no different. For many years Dublin was a net exporter of human talent. This outward migration reversed with the birth of the 'Celtic Tiger' economy and its need for labour. Dublin's future lies in the development of creative and knowledge businesses and these require the ability to attract internationally mobile investment and talent. This must be combined with the capacity to open up global markets and support internationally traded products and services. The main change evident in recent years has been a move away from the accidental embracing of openness and international populations to a more planned and deliberate commitment by city leaders to developing actions designed to open the city and its economy to the world.

The current leadership of Dublin City Council is committed to developing Dublin's economy and further opening Dublin up to the world. This is evident in the vision and actions of the current Dublin City Manager. This vision based on an internationalisation of Dublin and its economy is shared by a range of stakeholder leaders including business, higher education, state agencies and community. It finds expression through a number of governance structures that have been created or led by the City Council. The current region wide structure that expresses this commitment to a shared leadership agenda is the Creative Dublin Alliance. The Alliance is developing an action programme that is based on initiatives identified and developed by its members.

This governance agenda is also being advanced by internal units that have been established within Dublin City Council to serve the region and the city. The Office of International Relations and Research develops the international dimensions of Dublin's connection with the world. The Economic Development Unit leads on the development of a shared economic action plan for Dublin. The Office for Integration works on supporting new communities of economic migrants in the city. Collectively these three units address the key elements of an openness agenda namely:

- 1) Clarity as to why the openness agenda is important to the city. This is evident in the economic case for openness reflected in the work of the Economic Development Unit and the emerging economic action plan centred on the Knowledge / Creative economy.
- 2) The ability to proactively and in a planned way engage with the world - the internationalisation agenda. This is evident in the work of the Office of International Relations and Research that is developing international linkages around work programmes that are strongly economically focused and linked benchmarking/research.
- 3) The ability to proactively work with new migrants to make them feel welcome and at home in the city - the integration agenda. This is evident in the work of the Office for Integration.

A range of practical actions giving expression to the work of the Creative Alliance and the three City Council units above mentioned are emerging. Some of these will be the subject of the case studies to be delivered by Open Cities Urbact under the themes of Internationalisation and Integration.

5. Stuttgart, Germany

The Stuttgart city-region is an established hub of economic, technological and political life in South-western Germany with a GDP of close to €100 billion. While the city itself has a steady population of just 600,000, the wider Stuttgart region, 3,700km² in size, is among the most densely populated in central Europe and consists of 2.7 million inhabitants.

Stuttgart has witnessed a number of recent structural changes brought about by globalisation and demographic change, but the city has successfully adapted to these demands and retained its status as one of Europe's key economic engines. While having effectively retained a vibrant manufacturing sector, the region is now rich in cutting-edge scientific, academic and research organisations, of global and regional proportions, with almost a quarter of regional employees working in the high-tech sector. The city's expertise in mobility and IT technologies is backed up by strong universities and technical colleges. The consistent capacity to retain blue chip high-tech industries is responsible for Stuttgart's high quality of life and low unemployment, while international investment and co-operation has also been achieved in the fields of media, film, medicine and tourism.

The city has a new dynamic self-image compared to the 1990s - one of modernity, east-west connectivity, and multicultural harmony - which it has projected globally with some success. Thanks to visionary city leadership and a robust metropolitan government, Stuttgart is the near the centre of global exchange of best practices. Moreover the city has become a leader in environmental policy and sustainable urban development, and is also internationally respected for its youth engagement policy.

A number of challenges are nevertheless emerging that present a risk to the region's status. Dependence on the car industry and other manufacturing technologies, threatens the long-term adaptive capacity of the region, given the threat of industrial shrinkage or outsourcing. The region will need to be at the forefront of creating new opportunities for growth in new products and technologies, while also maintaining the human capital and infrastructure necessary to facilitate economic changes.

KEY AREAS OF GLOBAL STRENGTH

R&D strength – 6% of regional GDP – most privately funded - is spent on R&D, ensuring the city has retained its status as the leading centre for mobility R&D in Europe and a hub for cutting-edge knowledge exchange

Authoritative metropolitan government model - The Stuttgart Regional Association has wide cross-sectoral capacity over economic development and land-use, and has successfully attracted intergovernmental grants for regional transport projects.

Sustainable mobility - In a city where the car industry has been an indispensable part of the local economic fabric, public transport has been put at the centre of Stuttgart's social and economic development, aided by the transformative 'Stuttgart 21' rail project.

Business and civil society leadership – Regional planning, governance and economic development receives considerable input from Stuttgart's big-business community and active private media, while sports and women's organisations are also well-accommodated in the planning process.

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Narrow economic base – regional reliance on a handful of mature and vulnerable manufacturing industries poses doubts about the long-term economic future

Limited capacity for high-calibre employees – the region does not produce sufficient numbers of high-skilled staff and engineers to cater for both blue-chip companies and SMEs, a problem set to intensify with predicted demographic changes.

Aging infrastructure - Stuttgart regional infrastructure is comparatively outdated and overburdened; funds and political leverage will need to be sought to overhaul infrastructure in the medium-term, although federal funding restrictions may prevent this.

Lack of entrepreneurial flair - The strong labour market has encouraged university-leavers to pursue careers in large companies, resulting in a deficiency of SME innovation and technical dynamism.

City Leadership

The city of Stuttgart is governed by the Lord Mayor and the municipal council that consists of 60 members elected every five years. The council is the political representation of the citizens and the main agency of the city: it determines the general strategies, decides on important affairs and provides the framework for the activities of the municipal administration. The Lord Mayor, directly elected by the citizens to serve for eight years, is both the councils' chairperson and the head of the administration. His personal responsibilities are, amongst others, coordinating the units of Business Development, Controlling, Integration Policy, Equal Opportunities for Women and Men, Coordination and Planning, Communication, as well as the unit of European and International Affairs.

Dr Wolfgang Schuster has been the Lord Mayor of Stuttgart for over a decade, succeeding Manfred Rommel in 1997. Schuster's decade-long reign as mayor of Stuttgart has contributed significantly to Stuttgart's adaptation to the demands of the world economy. Stuttgart is now a hyper-modern metropolis with strong connections to the west and east, and has become a comparatively harmonious multicultural offering a high quality of life (and income) to those that settle there.

An accomplished student, Schuster graduated from Humboldt High School in Ulm, and went on to study law and political science in Tübingen, Geneva and Freiburg between 1969 to 1973. From 1976 to 1977 Schuster studied at the Paris École nationale d'administration (ENA), focusing on governance and international economic policy. When Schuster ran to succeed Rommel as Lord Mayor in 1996, he won the office in the second ballot, defeating Rezzo Schlauch, the candidate for the Alliance '90/The Greens by a relatively narrow margin. In October 2004, Schuster was re-elected to the mayoral post in the second ballot, comfortably defeating opponent Ute Kumpf (SPD). Schuster successfully gained the support of rival Boris Palmer (Alliance '90/The Greens), who indirectly recommended his supporters to back Schuster after being defeated in the first round.



Schuster has operated on the board of a number of major public bodies and city government boards. He has been chairman of the supervisory board of Stuttgart trams, traffic organisation and water supply. He has also been President of the German Council of European Municipalities and Regions (CEMR), based in Cologne, and Vice President of the Council of European Municipalities and Regions (CEMR), which works out of Brussels. He is also a member of the Executive Board of the World Association of Local United Cities and Local Governments (UCLG) in Barcelona. In December 2007, Schuster was elected European vice president of the world association United Cities and Local Government.

Schuster has been short-listed for the 2008 World Mayor award and was voted second most successful Mayor in Germany in a survey by *Wirtschaftswoche* magazine. In 2004, he was the only (active) local politician nominated for the *Frankfurter Allgemeine Zeitung* 'Reformer of the Year' award. Schuster is married to a female doctor and has three children.

Schuster has had considerable funds to address both international economic development and diversity in Stuttgart. His goal has always been to create a city environment in which the whole population feels middle class, with access to transportation, child care, schools and meeting facilities. Schuster sees the expense of such measures as cheaper than the effects of emerging social ghettos.

Schuster has shown equal interest in Stuttgart residents' latent potential, regardless of their ethnic or socio-political background. He recognises the fact that in some parts of the city Germans are in a minority, but sees this as an excellent means to integrate – coupled with strong educational infrastructure and community organisation. He has encouraged a scheme to sell immigrant families apartments at discount prices, so that they feel closer to the heart of the community. For Schuster, this course of development has "an organising effect on the entire environment." As far as he is concerned, "anyone who lives in Stuttgart, is Stuttgarter. Simple as that". This reflects the broader leadership mentality that a city which relies on exports needs an international population.

City Leadership agendas and vision

Stuttgart's leadership and vision in the field of openness has been apparent for several decades. In 1971, when the city recognised that the number of migrants was increasing and some challenges arose, the municipality established the first advisory committee on foreigner issues (*Ausländerbeirat*) with members from the municipal council as well as foreigners. In addition, the municipality organised initiatives supporting the integration and well-being of immigrants, often in cooperation with welfare organisation

As we will observe in the case study, the City Council has adopted a wide municipal integration policy to strengthen social cohesion and the integration and participation of migrants as an overall strategy implemented on a daily basis in every facet of public life. The responsibilities for integration, equality and diversity-related measures are strongly intertwined. Since the year 2000, the central coordinating function for all integration and diversity-related measures lies with the *Department for Integration Policy (Stabsabteilung für Integrationspolitik)* which is directly answerable to the Lord Mayor. Furthermore, an International Committee (*Internationaler Ausschuss*) is in charge of advising the municipal council and the administration concerning all matters of integration and diversity.

Together with 4 other German cities (Augsburg, Cologne, Frankfurt am Main and Munich), Stuttgart is part of the 'Diversity Charter' (Charta der Vielfalt) initiative, which strongly supported by the Federal Government, involves more than 240 companies and public organisations that jointly signed the charter titled 'Diversity as a chance' and have thus obliged themselves to acknowledge and promote diversity .

Stuttgart has been a leader in its efforts to deepen political participation. In order to improve the identification of migrants for the city of Stuttgart, the city has consistently aimed at enhancing the political participation of migrants. The International Committee has been institutionalised so that it does counselling work on topics concerning the migrant population of Stuttgart.

Coalitions built and leverage achieved.

Mayor Schuster is not the sort of figure who is loved by his friends and enemies alike. There are many who are averse to his detached, businesslike style. However he has shown tremendous patience in his negotiations for the construction of Stuttgart21, the rail project that has divided the city for over a decade. His conviction in the importance of the project to Stuttgart's future success has won over many detractors. Despite the continued protests of much of the city's population, Schuster has not backed down from his position yet has remained an accessible figure who seeks dialogue to resolve problems, even when such an approach has obviously irritated him. He considered his major task to make it clear through the powers of articulate persuasion that everyone would benefit from Stuttgart21. His belief that relieving people from ignorance and polemic is central to the progression of the project is symptomatic of his approach to conflict and his leadership style in general – "the more people know, the greater the agreement", he said in 2007. Partly for this reason, Schuster also promotes the interests of intercultural dialogue and the sharing of religious ideas and is the founder of the Stuttgart Religious Round Table.

Telling the story of the city.

For Schuster, Stuttgart has "a long, colourful history, shaped by inventors and thinkers." He does not tend to offer a negative narrative of the city's history, preferring to highlight its role at the forefront of social and technological development. He stresses that Stuttgart is experiencing a number of fundamental structural changes, brought about by demographic change, globalisation, technological development, and the evolution in shared common values. This is affecting work, family, and city life – but Stuttgart's leaders have been clear that the change can be seen as an opportunity not a threat.

Schuster argues that the region of Stuttgart is a leading economic centre and is "indisputably number one" in R&D throughout Europe. He creates a firm image of Stuttgart as a centre of expertise for automobile and mobility technologies, backed up by outstanding universities and technical colleges, such as the Fraunhofer-Gesellschaft, Max Planck Institute and the German Aerospace Centre (DLR). For Schuster, "there is no other regional network like this in the world."

Beyond economics, Stuttgart has well articulated internationally its possession of a special range of cultural offerings. As far as Schuster is concerned, Stuttgart offers families the chance to bring up children in a secure and enriching environment, enabled through high-quality recreational facilities. For Schuster, Stuttgart is a city of solidarity and diversity – "a community of old and young, of healthy and sick, of German and non-German citizens."

Schuster's excellent handling of Stuttgart's economic prosperity has been a major source of his popularity. In 2004 Schuster's re-election to office was attributed to Stuttgart's favourable economic development during his first term.

The mayor regards his governing project as being to retain the city's leading edge economically, amid industrial restructuring in the wider German economy and its attendant effect on other municipalities. Stuttgart is renowned for its high quality of life, owing to the presence of a number of blue chip companies (Daimler and Porsche; IBM and Hewlett Packard) and as a longstanding base for high tech industries. Schuster has made a conscious effort to reflect the trend in globalisation and 'Europe-isation'. He has been at the forefront of ten city partnerships and municipal development partnerships, including the 'One World' initiative. He usually heads city delegations when visiting foreign cities, with the aim to present Stuttgart as an economic hub and to gain co-operation partners for the fields of media, film, IT, medicine and tourism. Schuster has been quick to strengthen contacts with rising Asian economies, and opened the Indian Business Center (IBC) in Stuttgart in 2005, which helps Indian firms gain a foothold in the German business market.

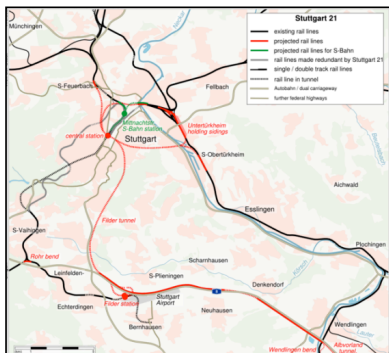
Transport-led redevelopment and Stuttgart 21

Transportation was described as a "fundamental component of social and economic development" by Schuster, especially in Stuttgart where the car industries have been an indispensable part of the local economy. Schuster



has led a leadership team which recognises the urgent need to adjust transport practices to make them more environmentally friendly. Stuttgart has argued that the global exchange of experiences and good practices is essential to find innovative approaches for sustainable mobility, with Schuster a key figure in the establishment of an international network of cities, businesses and scientific institutions to exchange experience. Entitled 'Cities for Mobility', the network now has members in over 40 countries and is one of the major facilitators of city-to-city collaboration in the world. The network is set to reach 500 members in 70 countries soon.

Schuster has got several NGOs and corporations behind the proposed 'Pedelec Promotion Month'. The NGOs Stuttgart Solar, ExtraEnergy and Cities for Mobility are mutually promoting pedelecs as an energy efficient and zero emission means of transport especially for hilly urban areas. This is part of Schuster's bike traffic plan, which intends to bring the bike traffic percentage in Stuttgart up to 20% (from 7% in 2005).



Arguably the biggest and most high-profile project in recent years in Stuttgart, the Stuttgart 21 rail project facilitates a new underground through station for Stuttgart for long-distance high-speed trains, also including connections to existing surface and underground lines. Stuttgart 21 has been a hotly debated issue among politicians and local residents since the idea was first put forward in the 1980s. Schuster was instrumental in agreeing favourable risk for the city in terms of construction costs. Although initial promises proved hard to maintain during the negotiation process, Stuttgart's leadership successfully deflected criticism among city residents and has shown how to manage the delivery of a transformative central city infrastructure project.

The mayoral leadership has successfully made the case, amid much controversy, that regional train services will be significantly improved by Stuttgart21, relieving congestion and thus helping the environment. By stressing that in the long-term the city will gain more tax revenue to make up the cost, and promising the maintenance of children's and social issues, Schuster has managed to pacify most voices of discontent. Furthermore, the environmental opposition has been diminished by city government reports that 70,000 tonnes of CO₂ would be net saved annually, and that the city's park would expand by 20 hectares.

Children and Education

Stuttgart's leadership have invested considerable time into developing Stuttgart as a knowledge economy – starting with its commitment to children and young people's education. While the governing project has initially aimed at retaining the city's leading edge economically, leaders have also made Stuttgart the most child-friendly city in Germany, establishing the EU Cities for Children network and pursuing a number of child-centred policies. For Schuster, "the most important raw materials are human knowledge and ability". Big play is made of the city's successful university and scientific institutions, and their offering of unique courses of study. Constant educational development is put forward as necessary to maintain Stuttgart's regional position. Schuster has also pushed the teaching of English in primary school children, alongside that of German.

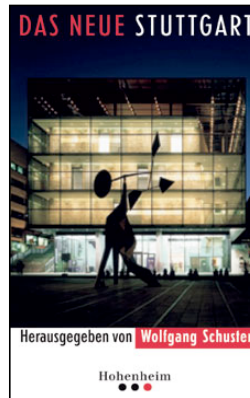
Schuster has a declared aim to turn Stuttgart into Germany's most child-friendly city, helping to formulate the 'Stuttgart – City for Children' working agenda. Schuster established the EU Cities for Children network in cooperation with the Robert Bosch Foundation and Stuttgart-based carmaker Daimler. Schuster has promoted the Pact of Generations, which has set up 5 major goals under the City for Children initiative. These are increasing child opportunities for a quality education, safe housing, recreational spaces, health care and parental access through an improvement of the work-life balance. 12,500 flats have been made available to families and single parents, while 24 supervised adventure playgrounds have been constructed.

Education is also forefronted in Stuttgart's innovative integration policy. Currently the education system continues to disadvantage children of migrants, but in 2007 the City of Stuttgart launched a joint municipal/state educational initiative - the Stuttgart Partnership for Education – to create a coordinated

system that will keep full track of new migrant children's language and learning development and ensure adequate progress. The Competence Centre Stuttgart Partnership – which reports to the Mayor - is the main engine of this effort, harnessing local innovation, developing quality criteria for further education and building strong networks with businesses. By 2010, specific language support will be practiced in all Stuttgart day-care centres.

For the recent FIFA World Cup, Schuster was at the centre of organising a diverse, multifaceted party for visiting fans in the 2006 World Cup. His priority was to make sure guests experienced Stuttgart's diversity first hand. A new gallery at Kleiner Schlossplatz was undertaken, and was seen by Schuster as a major cultural project that would show visitors Stuttgart's true face of a modern yet historically aware city. Schuster has highlighted Stuttgart's sporting prestige. In 2007 alone, Stuttgart hosted world championships in four different sports, thanks to its outstanding facilities.

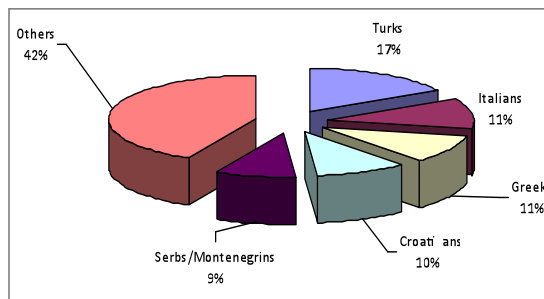
Stuttgart has become a world leader in environmental policy and sustainable urban development, and youth engagement policy, for which it is internationally respected. Developing an attractive cities for both companies and family of every background are top priorities of the mayor's leadership agenda. *"We want Stuttgart to become a preferred place for children's and families by providing everything children need and families most desire"*, Schuster has said.



Population diversity and openness

Today, people from over 170 countries live in Stuttgart. According to the City Council, 38% of the population have a migration background: a quarter (22%) of the city population – or 126,000 people - are foreigners, a further 10% are naturalised Germans with foreign origins, and about 6% of the population are ethnic German *Spätaussiedler*, most of them stemming from the former Soviet Union or from Poland. The population with a migration background is constantly increasing; more than half of the children living in Stuttgart have a migration background.

Since the municipal *Office for Statistics* has only recently begun collecting data concerning its citizens' migration backgrounds, most of the following information refers to foreigners only (i.e. non-German citizens) and not to people with a migration background in general.



Of the foreign population, the Turkish citizens make up the largest migrant group, representing 17% of all foreigners. They are followed by citizens from Italy and Greece (11% each). Croatians and citizens from Serbia and Montenegro make up 10% and 9% respectively^{xv}. A large portion (39%) of Stuttgart's foreign population has lived in the city for 15 years or more. Many migrants were born in Germany and belong to the second or third migrant generation. Foreign children make up a large portion of Stuttgart's young population: in 2005, the percentage of non-German primary school pupils was 27%.

The case for diversity and openness

Since the beginning of the new century, the city of Stuttgart has explicitly considered immigration as normal and desirable for the development of the region. The Lord Mayor and other municipal officials have stated that the large percentage of people with a migration background is seen as a benefit and resource for the city as a whole.

At the beginning of the 1990s, Stuttgart's population rose significantly and, in 1992, it reached its peak of 613,316 residents. After this peak, the population began to fall steadily. Since 2000, a slight rise in the population has been documented.

Stuttgart is at the heart of one of the strongest industrial regions in Germany. The city is a major location for the automotive industry, as well as for science and technology: companies such as Daimler-Chrysler, Porsche, Bosch, Hewlett-Packard and IBM have all settled in the Stuttgart region. In addition, almost 45% of Baden-Württemberg's research and development capacities can be found in Stuttgart and the city is one of the federal republic's top educational locations. The region is also well-known for its wines.

The main argument for openness is demographic and economic. As in many European cities, Stuttgart is facing the challenges of an aging population without an adequate birth replacement rate. Currently, there are no children or adolescents under the age of 18 in 82 % of households in Stuttgart. Without immigrants, only 18% of households would include children. As a result, Stuttgart recognises that the effective policy of openness towards international populations is essential to augmenting the skilled labour force required to maintain and attract industry leaders in the region.

Coalitions, Alliances.

The City of Stuttgart is an active member and one of the founders of the European network of Cities for Local Integration Policies for Migrants (CLIP), created in 2006 with the European Foundation for the Improvement of Living and Working Conditions and the Congress of Local and Regional Authorities of the Council of Europe with the aim of sharing experiences that enable local authorities as well as national and European policymakers to learn from each other and thus pursue more effective integration policies for migrants at a regional, national and European level. The network is supported by a scientific support group which conducts migration-specific case studies currently in 35 cities in 21 countries to enable the exchange of good-practice examples. Overview reports on housing and segregation, service provision, intercultural policies and intergroup relations have all been as of late 2009.

From a wider economic point of view the city's leadership is highly involved in strengthening the position of the Stuttgart region as an economically attractive location nationally and internationally through the Stuttgart Region Economic Development Corporation (Verband Region Stuttgart). The Corporation was established under provincial (*Land*) law as an independent regional organization in 1994. The Association's mandate is to attract companies to settle in the Stuttgart region and to support them during all the phases of their investments. It also seeks to support companies already present in the planning and execution of their market activities, and to carry out strategic projects to foster the regional economy with the main focus on SMEs. The list of regional responsibilities includes economic promotion and tourism marketing, transport (with responsibility for the *S-Bahn* (suburban rail service) and regional traffic planning) housing, land-use and infrastructure development using regional planning procedures. Additional areas of interest include culture, sport and conventions. The Association is also a partner in several major infrastructure projects: the Neue Messe (convention centre), the Stuttgart 21 rail project and the freight handling centre (gateway infrastructure).

Coalitions to internationally support the IT and research sectors such as the *Forum IT-Region Stuttgart* and *Open Source Initiative in Stuttgart* are participated in by numerous companies, educational and research establishments, The Stuttgart Region Economic Development Corporation also aims to reinforce the area's position at the forefront of the international information technology business. FIR_st's approach is to push the innovative capacities of the region, to deploy existing resources by identifying future IT-related issues, to create awareness among prospective clients, set up platforms, support first steps of projects before releasing them to operate autonomously. The Economic Development Corporation is a public founded agency, created by the regional parliament of Stuttgart to support and establish cutting-edge business in the region. Its annual operative budget in 2004 was at €8 million. The funding of the initialized projects by FIR_st consists of 95% of non-monetary resources (knowledge, networking etc.).

Outcomes

Since April 2004 FIR_st has organized 50 events with more than 4000 participants. It has created 40 million media contacts (newspaper, TV), registered 1 million visitors on its internet pages, started three (now independent) initiatives, and created four networks with 120 member companies and institutions.

Case Study: Stuttgart's Pact for Integration.

Openness Index: Commentary on Governance and Leadership Factors

In Stuttgart, there are many indicators confirming the open attitude of the city towards international populations at both leadership and governance level. Besides German, the city website is available in English and provides general information on the city services with particular support to foreign students and business oriented newcomers. The existence of a wide range of both welcome services and wider city council actions has been found outside the web, in the Pact for Integration. As reported in box 3 of the city background, the Municipality organises and offers many services in partnership with other local bodies ranging from language support and start-coaching programmes to increasing public awareness and political participation. All these activities are run under the umbrella of the Department for Integration Policy, directly established by the Mayor which works to ensure a diversity policy as a cross departmental task. The Department is supported by the International Committee, whose work is to offer advice on integration and diversity matters; the Department's work is directly answerable to the Mayor. In addition, the city finances a municipal interpreting service for municipal offices and schools. About 150 interpreters are available to translate in 55 languages. In 2006, the city spent over \$80,000 on this service. The city is currently working to ensure its city government functions are more open to migrant employment; as pointed out in a report by the Department for Integration Policy^{xxvi} the percentage of foreigners employed in the municipality is only 14% of the workforce, which does not reflect the percentage of foreigners living in Stuttgart (22%).

Background

Stuttgart has a long history of immigration, from which it has profited in terms of skills pools, ideas and international connections. The city has attracted a large number of immigrants since the end of the Second World War and today nearly one third of its population (590,000 inhabitants) has a migrant background. Almost 40% of Stuttgart's foreign population has lived in the city for over 15 years, indicative of its consistent capacity to retain international populations.^{xxvii} The city of Stuttgart has recognised that *successful integration* is an essential requirement to attract and retain migrants, along with the investment of international corporations – and the attraction of migrants is ultimately vital to Stuttgart's economic prosperity. The successful integration of migrants is perceived as the 'glue' for social cohesion which requires a strong leadership approach implying active partnership between the public sector, the private sector and civil society. Consequently, Stuttgart city council has adopted a comprehensive integration policy concept in the form of the *Pact for Integration*.

Pact for Integration

Launched in 2001 the Pact for Integration aims to strengthen social cohesion and the integration and participation of migrants, through an overall strategy implemented on a daily basis in every facet of public life. In so doing, Stuttgart became the first major city in Germany to develop a holistic integration concept as part of its long-term strategy, and continues to lead in this domain, sharing its success nationally and becoming a model for the European Council to uphold. Stuttgart's aim has been to ensure a participatory integration whereby new immigrants are not just a workforce pool but become active members of the social community. Recognising that cultural diversity alone does not guarantee social cohesion, Stuttgart's initiative look to create a 'socially just urban society.'^{xxviii}

The Pact for Integration has been developed following a top-down process which involves the municipal administration, the private sector, civil associations, community groups and NGOs representing civil society (of both natives and migrants). The Pact for Integration specifies three goals for the municipal integration policy: participation and equal opportunity for everyone, peaceful cohabitation and social cohesion, and the capitalisation of cultural diversity to extend competences within the international municipal society.

In particular, the latter goal seeks to gain advantage from Stuttgart's multicultural population. Talents and potential of migrants in the fields of sport, culture, science and economy and, above all, their variety of languages are seen as a potential asset for an export-orientated economy and the local service sector. In this context, the quality of municipal services and local integration has to be improved through an 'intercultural orientation of the city administration'. This intercultural orientation has been developed through three parallel processes: The Lord Mayor, the small *Department for Integration Policy*, the *Department of Social Affairs, Youth and Health*, as well as some individuals strongly support the approach and have implemented diversity-oriented guidelines and measures. The strategy aims to offer services according to the needs of migrants, cover intercultural and cross-national offers and focus specifically on the quality of provision. This is being carried out through a combination of intercultural training, intercultural teams, intercultural guidelines and strong monitoring processes.

For the structural implementation of the three goals, the city has defined 15 fields of activity (increased from 12), seen as the most important services for people with a migration background. Many of the services provided by the municipality are organised and offered in cooperation with other local bodies such as schools and NGOs (see box 3).

Since its launch, the Pact for Integration has gained national and international recognition and reputation. In 2003, Stuttgart won UNESCO's 'Cities for Peace Prize'. However, the designated officials consider its activities to be a 'work in progress'. Commenting on the overall city policy, the Lord Mayor said in 2003, 'contemporary and future developments and migration flows will require a thorough rethinking of our policies on integration. Strategies and measures will have to be adapted or redrafted. New ways will have to be found and developed' (LHS 2003: 48). Hence, an enhanced version of the *Pact for Integration* was published in 2007. Currently, the *Department for Integration Policy* fosters the cross-departmental understanding and implementation of the 'diversity' topic. Amongst other events, regular meetings with the heads of all municipal offices will take place and monitoring systems regarding diversity in the provision of services and in employment policy will be set up.

Box 3. Pact for Integration: fields of action

The Pact for Integration has defined the following 15 broad fields of activity to achieve its goals:

Language support for newly arrived and established migrants. Besides the nationwide integration and language courses financed and organised by the *Federal Office for Migration and Refugees (BAMF)*, the city of Stuttgart offers local, district-based courses. Some of these courses have special target groups such as mothers (e.g. the project *Mum learns German*, including childcare during the courses) or unemployed migrants.

1. Language and education support. The city provides multilingual information on language and education support to both children and parents (e.g. the project *Einstein in the nursery*, including German language proficiency or *Family Information – Registration, selection and admission of children in day nurseries for children*, a booklet published by the *Registry Office (Standesamt)* available in four languages, English, Greek, Italian and Turkish). The overall aim is equal opportunities in schools and in education. Stuttgart conducts several projects to enable more teenagers to achieve a good graduation level and hence gain professional perspectives. Among them there are initiatives promoting children's language abilities, additional tuition for elderly people, students or former pupils acting as mentors for the teenagers, as well as the intercultural orientation of schools.

2. Integration in the workplace. Within this area, there are four main municipal fields of action: (1) specific qualification measures linked to language courses, (2) individual consultation and qualification, (3) supporting self-employment and (4) the u25-support-system for graduates with low or no qualifications. Amongst the initiatives are: the municipal *Jobcentre*, a consortium of the city of Stuttgart and the employment agency; and the *Youth Welfare Office*, for young people (u25), offering placements and qualification.

3. Social integration. Socially, the Pact looks to improve the integration potential of migrant families through the intercultural orientation of public service delivery. This is especially focused on those with the most challenging prospects – women, senior citizens and refugees – all of which are well represented among

migrants in Stuttgart. The city has set up a working group 'Older Migrants in Stuttgart' to address the problems of acute vulnerability that arise. The regimes of counselling, health services, kindergartens and asylum centres are being radically overhauled to make the process of arriving in Stuttgart more manageable.

4. Integration and participation in neighbourhoods: integration initiatives across the City's districts to enhance respect, tolerance and openness to diversity are supported by municipal programmes (e.g. *Integration through Sport – for an active cooperation in the city*). Stuttgart tries to prevent segregation with a housing policy which aims to achieve mixed population structures within the neighbourhoods and good living standards for its inhabitants.

5. Civic engagement - putting integration policies at the heart of the city institutions. The City Council aims to increase the active participation of migrants within the municipal services, in order to improve the municipality's international and intercultural orientation, thus fostering diversity mainstreaming within all of the city's offices and companies. Initiatives include the health project *MiMi (With Migrants – For Migrants)*; the *Specialist Unit Migration (Fachstelle Migration)*, which belongs to the *Office of Social Services* and aims to enhance the legal and social integration of people with a migration background and to contribute to the intercultural orientation.

6. Political participation. The *International Committee* has been institutionalised so that it does counselling work on topics concerning the migrant population of Stuttgart.

7. Inter-religious dialogue. In order to improve tolerance, a *Round Table of Religions* has been established, Islamic classes at school are being trialled and Koran classes are held in German.

8. Internationalisation to drive city-regional science and business - improving Stuttgart's appeal to internationally qualified experts and business entrepreneurs is a key target. This is being achieved through incentives to emerging economy businesses and investment in higher education provision and enhancing Stuttgart's international university reputation.

9. Cultural diversity – investment in cultural associations of migrant groups – primarily through the Forum of Cultures which brings together non-German cultural institutions to organise major festivals and celebrations. The action group on the Intercultural City Stuttgart IKIS and the Institute for Foreign Cultural Relations (ifa) strengthens the city's intercultural character and impacts upon business networks.

10. Integration through sport. Sports, is seen as a 'social cement' for Stuttgart's urban community, capable of breaking across ethnic and linguistic boundaries. The long term participation programme especially focuses on the equalisation of involvement of women, and is harnessing interdisciplinary cooperation among 150 partners from schools, sports clubs, children and youth welfare services.

11. Stuttgart Partnership for Safety and Security. A 'security partnership' has been established with the Stuttgart police department in order to prevent crime and ensure security in the Stuttgart region.

12. Intercultural and international orientation: Stuttgart aims to use its diversity as an opportunity in which to face globalisation and demographic change. Hence, the *Cultural Office* supports a variety of initiatives and cultural (migrant) organisations (e.g. *Forum of the Cultures*, the umbrella association for non-German organisations and intercultural institutions which organises, amongst other measures, cultural festivals and issues a monthly magazine called *Interculture Stuttgart*).

13. Inter-city cooperation in areas of migration and integration: exchanging experience internationally to enhance integration work at the local level across Europe. CLIP is the major mechanism for this, while the Municipal Quality Circle for Integration Policy is a new effort in 2009, funded at the European level, aiming at concrete integration measures at the municipal tier.

14. Stuttgart Partnership One World – aims to support cities in developing countries to solve their own problems so that each society can be more self sufficient and internally generate its own potential. The Stuttgart Partnership One World looks build a network of solidarity and international cooperation with target cities, giving rise to new forms of collaboration among and between diasporic communities.

15. Public awareness, PR and media: The City recognises that integration is a lifelong learning process, not only for immigrants, but also for the autochthonous population. Communication through the media, publishing magazines or exhibitions has a key role in raising the public awareness (e.g. the *Cultural Office*, works on intercultural municipal history, publishing life stories of inhabitants with a migration background).

Source: Cities for Local Integration Policies for Migrants (CLIP), Stuttgart Pact for Integration Update (2009)

Organisations, coordination and key agendas of the Pact

Stuttgart's integration strategy was developed with scientific support in a top-down process and passed by the City Council within just ten weeks. In a second stage, the areas requiring action, agreements on goals and the need for further education in the various departments and administrative districts were clarified, and the required resources and established posts were defined. In a third step, key measures upon which to focus were developed with partners of the integration process.

"The new element is that we are no longer merely pursuing a classic integration policy for migrants which classifies foreigners as people with language and other problems, but that we are saying: Stuttgart is an international city, with a 35 to 40% migration background, and we need a well mapped-out integration strategy covering the needs of equal opportunities", explains Gari Pavkovic, Head of the Department for Integration Policy.

As this statement makes clear, Stuttgart city leaders headed by Lord Mayor Schuster have recognised that the large percentage of people with a migration background is a benefit and resource for the city as a whole. Hence, the municipal integration policy has been re-orientated towards a resource based approach.

Stuttgart city leaders have also recognised that to be effective, the strategy had to address long-term goals, requiring the application of system-wide programs and policies across all sectors. A patchwork of uncoordinated integration activities would not work. Hence the Stuttgart Pact for Integration was formulated as an "alliance" for integration within a broad framework comprising many sectors and all age groups –from kindergarten to adult education. By accommodating all these various interest groups, the Stuttgart strategy recognized the value of the city's potential human capital in all its diversity.

This human resource based approach is equally directed at newly arrived migrants, established immigrants and the native German population in order to emphasize that integration is a two way process involving both migrants and the receiving community.

Furthermore, communication with regard to integration policy is also more than just a dialogue between interest groups. The Integration Department assigned to the mayor's office is working on bringing the positive aspects of immigration into the public forum and successfully involving the media in this process. Success in these areas is confirmed by the fact that the local newspapers often provide information about the integration policy in reports, series, and portraits. An essential aspect of public relations in Stuttgart is the so-called culture of recognition. The public recognition of participation and civil commitment, for example in the field of social affairs, health, and crime prevention, is also an example that serves as an incentive for others to do the same.

The Lord Mayor

As mentioned previously, a central figure in the development of the Pact for Integration, is the Lord Mayor Dr. Wolfgang Schuster who has recognised and declared integration policy to be a top-level priority and a focus of his work. Thanks to his personal commitment, the city's first "Office of Integration Policy" was created to involve as many different city stakeholders and sectors as possible.

"Our trademark" is Lord Mayor Dr. Wolfgang Schuster's description of the strategy behind the Pact for Integration. According to him, the Pact's goal is to provide immigrants and their descendents with the qualifications they need to thrive in the international business location that Stuttgart is, set against the background of demographic change. The Pact clearly articulates the political mandate to the entire city to

commit itself to Stuttgart as a socially just, international civil society. Allegiance and identification with the intercultural city form the foundation for participation, commitment, and proactive initiatives.

His work is undertaken on a double level: *internally* by holding the chair in several integration policy committees, and *externally* by advocating a positive integration climate among the population. Two things are high on the list of priorities: firstly the so-called culture of recognition, which publicly honours volunteer commitment, and secondly personal encounters with immigrant associations and organizations. In addition, the assignment of the integration commissioner and the integration department to the mayor's staff unit sends a positive signal. This combines effectively with the long term electoral mandates which lead to leadership continuity and coordination

Department for Integration Policy

Established by the Mayor in 2000, the *Department for Integration Policy (Stabsabteilung für Integrationspolitik)*, aims to establish an integration policy as a cross-departmental task and responsibility. Administered by the Integration Commissioner (Gari Pavkovic) this department develops official policy strategies and concepts, such as the *Pact for Integration*, and gives impetus, recommendations and support to the other departments. The central unit is directly answerable to the Lord Mayor.

Its work is also supported by an International Committee (*Internationaler Ausschuss*) which is in charge of advising the municipal council and the administration concerning all matters of integration and diversity. The Committee consists of 13 members from the municipal council and 12 informed residents, chosen from recommendations made by the Lord Mayor.

In 2009 the Department began playing a leading role in the 'Municipal Quality Circle for Integration Policy' project, funded by the European Integration Fund, which is administered by the Federal Office for Migration and Refugees (BAMF). The aim of the project is to further develop successful integration strategies with concrete measures at the municipal level.

Department of Social Affairs, Youth and Health

In the context of diversity the *Department of Social Affairs, Youth and Health* also merits mentioning for providing and organising social, medical and financial information, counselling and services. The Department cooperates with a variety of welfare organisations and non-profit associations. It is also in charge of the annual collection of population data which compares those with and without a migration background, within the different municipal districts.

Key Agendas

Through its own efforts towards investments and investment promotion, the City of Stuttgart as a corporation is successfully preserving its status as a location for new high quality SMEs. In the high-tech sector, Stuttgart is aiming to train and retain the finest minds in the city-region and simultaneously attract highly-skilled workers from abroad. Stuttgart's appeal to qualified specialists and entrepreneurs worldwide is mainly focused on expanding international relations in the fields of science and business. The Pact especially targets Indian and Gulf region companies to locate in Stuttgart. The City of Stuttgart, together with partners in Stuttgart-Vaihingen, has set up an Indian Business Centre (www.ibcstuttgart.com), with an Arab Business Centre currently in development.

Stuttgart also recognises the contradictory developments that emerge from the influx of immigrants in many world cities; high availability of cheaper skilled and unskilled workers, alongside high unemployment and generally low educational and skills attainment. Its Pact for Integration employment promotion offices aim to orient training and language skills specifically to local business needs, increasing migrant representation in the public sector and promoting start-ups among new residents.

Higher education is also a key focus. Although the city has a modest track record in this area, more students are being welcomed, especially from Asia. More than 2,000 Chinese students now study in the city-region. The Pact has prompted initiatives such as "Welcome Week" and a "Flying Citizens' Advice Bureau" to facilitate

international student experience. The city now has the highest percentage of foreign students in Germany, at 22%. The Pact's goal is to retain this 'creative intercultural class' locally and involve it substantively in the integration process.

Stuttgart is also working to adapt its provision to a new creative cluster of artists, musicians, singers and designers, which has sprung up amid recent waves of international population influx. The city is preparing a much more intense intercultural and international orientation of all the city-region's cultural institutions, enabled by the decade-old "Forum of Cultures Stuttgart eV" umbrella organisation.

Over the next two years up to the end of 2011, the Pact's major goals are in the fields of education, municipal job diversity, and naturalisation. In education, the city aims to make the diversity commitment effectual across all ages – in particular by implementing the partnership for education between child day care centres and primary schools. The further involvement of Muslim communities into local working groups and education integration projects is seen as particularly urgent. Municipally, the proportion of trainees and employees with a migration background in the city administration will be dramatically increased, with a particular focus on apprentices. The intercultural orientation of the Aliens' Registration Office is to be a focal issue. Furthermore a joint naturalisation campaign is planned by the Public Safety Department and the Department for Integration Policy, as a concrete mechanism to enhance migrant participation in all areas of community life. Target groups of long-term residents have been identified, and the campaign is to be conducted under the patronage of the Mayor.

Lessons

Stuttgart's Pact for Integration, undeniably a leader of its kind, demonstrates a number of important messages. It shows that city leaders need to comprehensively assess their own unique situation and position their long-term goals accordingly, when devising management and inclusiveness initiatives. Stuttgart's application of system-wide programmes and policies across all areas of social and political life has been instrumental in making integration a realisable aim and not just a wishful policy outcome. Furthermore, Mayor Schuster's critical role in the process shows how important a charismatic leadership figure can be in cultivating potential divisive openness strategies. The city leadership also gained strength and credibility from its active pursuit of a varied coalition of organisations with common interests. Finally, Stuttgart's openness agenda has benefited from being both a both top down and multi-layered process, driven by twin goals of inclusiveness and hard results.^{xxix}

6. Toronto, Canada

Situated on the north western shore of Lake Ontario, the city of Toronto is Canada's economic capital and has a highly multicultural population of 2.6 million. With a city-regional population of 5.2 million, the Greater Toronto Area (GTA) is the largest urban agglomeration in Canada, and the 5th largest in North America. The regional population is projected to increase to 5.9 million by 2025.

Recently faced with challenges of declining employment in manufacturing, the city of Toronto has successfully diversified its economy and now exhibits real strengths in the creative sector. It also offers areas of global leadership, including in the green economy, a large and deep pool of talented workers and is extremely socially diverse nourished by an outstanding quality of life. The city has embarked upon a bid to achieve global city status, and some of the city's most recent policies articulate this as a vision for Toronto to become a global business city, a hub of environmental innovation, a beacon of diversity and cohesion, and a centre for global

education and training. Although by no means a large city-region by international standards, Toronto is assuming a leadership role in the sectors that are seen by some commentators as coming to define the 21st century – sustainability, medical innovation, financial services and education.

Despite its evident ambition, the city is suffering from a serious infrastructural deficit affecting everything from housing to public transport to hospitals, and this has led to speculation and concern of an economic decline. In this respect Toronto is somewhat dependent on funding provision at the federal level, which continues to be insufficient. At the same time, despite success in attracting and fostering knowledge and creative sectors, there is growing awareness that the city's economic development efforts do not yet position it effectively to make the most of global opportunities or to leverage its own assets to attract investment. Elsewhere, despite strong awareness of the city-regional dimension of growth, there remain areas where regional collaboration and mutual management, across the GTA and beyond, have not been properly initiated. More aggressive marketing and attracting investment from multinational firms are also required to enhance international perceptions. While growth nodes such as Mississauga are adding to Toronto's image as a haven for multinational firms, integration with the city's own CBD needs to be managed carefully and systematically.

KEY AREAS OF STRENGTH

Attraction of international talent – Toronto's business services sector and strong education provision has prompted long-term successful immigration across the skills spectrum, and has resulted in the cultural asset of a highly diverse, literate and creative population

Consolidation of city government powers – greater powers over taxation and governance are enabling the city to overcome previous sclerosis

Creative-scientific leadership – the region is a continental leader in important medical and biotech sectors, and has invested in long-term infrastructure to support their development. Both are reinforced by the dynamic ICT cluster in the neighbouring Technology Triangle

Carbon footprint – Toronto is a world leader in reducing emissions, delivered through a substantive and credible green strategy and sustainable energy plan

KEY AREAS FOR IMPROVEMENT

Infrastructure and Housing Investment – city is unable to raise funds for investment because of budgetary restrictions at national level. Transport and connectivity issues threaten economic prospects

Advocacy at national level – the city lacks sufficient Federal and Provincial support, and vitally needs urban concerns to be promoted at national government level. A more emphatic national leadership role is required

City-regional identity and co-ordination – Absence of political will to integrate administrative and planning duties across the GTA or Southern Ontario, or to market the region as a world-class prospect (e.g. Johannesburg)

Marketing outside North America – the city can do more to raise image awareness and potential in Asia and Europe, by creating a more attractive brand synonym

City Leadership

Toronto has a long history of commitment to multi-cultural diversity which has intensified over the past fifteen years as the city recognised the new challenges it faced. In 1998 the City of Toronto was enlarged to include four neighbouring cities (Etobicoke, North York, York, and Scarborough) and the borough of East York. The new city has a mayor-council form of government, with both the mayor and council members elected to three-year terms (extended to 4 years after 2006 municipal elections), representing 28 wards. The amalgamation of municipalities provided fresh administrative context for addressing the city's diversity and the problems of equity and access faced by a broad spectrum of the population (Altilia, 2003).



The current Mayor is David Miller. He was elected in 2003 with a pledge to end corruption and backroom dealing in city hall, and has been subsequently re-elected in 2006. A finalist for the 2006 World Mayor award, Miller is noted for his commitment to Toronto City Council evolving into an entity closer resembling a capable government for a world city.

David Miller's office is leading a number of initiatives ranging from the economic development strategy 'The Agenda for Prosperity,' to 'The Creative City Planning Framework' and 'The Waterfront Revitalisation' project. In June 2008, Miller was announced as the new Chair of the C40 Large Cities Climate Initiative. With his background in law and immigration, David Miller has a key role in championing and advocating the City's openness, which he has taken on from previous leaders.

'Mayor Miller has turned around a city that had slid into political favouritism and corruption...Successful pressure on other levels of government have resulted in better funding for infrastructure, sadly deteriorating from years of neglect. Most of all, Mr. Miller has involved all citizens in a campaign to clean up the city, revitalize the formerly industrial waterfront and make everyone proud to be part of a diverse, multicultural, world class Toronto.'

World Mayor judges, 2006

In 2008, Mayor David Miller initiated reviews of both the city's economic development efforts and its use of its own asset base to leverage investment and maintain fiscal health and a string balance sheet. Through the Agenda for Prosperity, the city has embarked upon a programme to become a successful global player, and some of the city's most recent policies articulate this as a vision for Toronto to become a global business city, a hub of environmental innovation, a beacon of diversity and cohesion, and a centre for global education and training.

Two new development agencies.

Following a review of the city's development efforts and agencies, building upon the Agenda for Prosperity and the Fiscal Blue Print, The City of Toronto has decided to create two new development agencies.

- Invest Toronto: predominantly outward-facing organisation with the responsibility of achieving a better presence and market share for Toronto in international markets and contested investments.
- Build Toronto: predominantly inward-facing organisation with the responsibility of property development, institutional investment, urban and asset management, brownfield redevelopment, job creation, and sustainable development.

City Leadership agendas and vision

Toronto's attractiveness as a place to live and work confirms that it is a dynamic, diverse and affordable place. Toronto's strength is its diversity and with 50% of the city population (46% at the city-regional level) identified as foreign-born, Toronto is by far one of the world's most diverse cities.

Toronto is also considered a leader in addressing that diversity. For example, the United Nations Centre for Human Settlements has recognized Toronto's innovative work regarding the provision of social services to ethnic, racial and aboriginal communities. Furthermore, the Toronto Economic Development Strategy won an international award of excellence for its broad scope and inclusiveness. Proud of its diversity, the City Council has celebrated it coining the motto "*Diversity Our Strength*" to capture the entire city's celebration of difference and the importance placed upon welcoming newcomers to Toronto. Mayor Miller has also concurred that one of Toronto's greatest strengths is its ability not just to respect diversity but also celebrate it. In his Toronto 2010 Vision of a Great City^{xxx} the Mayor reaffirmed the strong commitment of Toronto to diversity and declared that City Hall should take the lead in building strong, inclusive and diverse communities in all parts of the City. Having already created a civic engagement office to reach out to Torontonians of all backgrounds and make them feel a part of Toronto, the Mayor's current agenda is working to :

- Advocate that the province extend voting rights in Toronto elections to permanent residents. There are 263,000 Torontonians who have been in Canada for three years or more. They are affected by City decisions, but have no say in them. This would recognize the cultural diversity of Toronto and engage newcomers early in civic responsibilities and decision-making.
- Continue to strengthen the city's commitment to employment equity.
- Ensure multilingual access to City services through the 311 project, a Customer Service Strategy to improve accessibility to City services and increase the City's effectiveness in responding to public inquiries.
- Expand the City's mentorship programs to help internationally trained professionals find work in their fields of expertise.

The same principles are also reconfirmed in the 2006 Agenda for Prosperity, created by the Mayor's Economic Competitiveness Advisory Committee, a partnership of civic leaders from the private, labour, voluntary and public sectors brought together to develop and implement win-win solutions for the City to excel globally and compete regionally.

The Media also plays a role in forging this positive attitude towards migration thanks to the diversity committee of the Canadian Daily Newspaper Association, conceived by John Miller, director of newspaper journalism at Ryerson^{xxxii}. He helped that organization rewrite its Statement of Principles in 1995, enshrining "a representative picture of its diverse communities" as an editorial goal for all Canadian newspapers.

Internationalisation

Toronto has captured the advantages of globalisation by attracting high levels of foreign talent and foreign direct investment (FDI) across the metropolitan area. Taylor et al.'s (2008) measurement of world city networks, ranks Toronto 7th in the world in terms of gross global connectivity, up from 10th in 2000. The city has overtaken Chicago, Los Angeles and Milan in recent years and is now second to New York in North America according to the index.^{xxxiii} Canada's trading partnership with the US is the world's largest — higher than the combined trading activity of all EU countries. NAFTA has prompted an intensification of cross-border business between US and Canadian companies. Ensuring the city remains well connected to global flows of human capital and investment, combined with effective outreach marketing programmes that underscore the basic attractiveness of the city for business and workers, has ensured that Toronto has disproportionately benefited

Agenda for Prosperity (2008)

- A global business city where trade, finance, technology and a multi-lingual population combine to make the global economy efficient and accessible
- The world's inspiring city that sets the standard for how global cities innovate to solve urban and metropolitan challenges such as climate change, energy conservation and efficiency, human wellness and security
- A hub of environmental innovation that provides environmental solutions for the world at the same time as it evolves into a centre for environmental technology development and production
- A beacon of diversity and cohesion, that exemplifies the sustainable diversity of advantage for all to see.
- A centre for global education and training that utilises its exceptional diverse human presence and its institutional excellence to become a centre for learning for global value chains and industries
- A location for new and distinctive cultural products that draws upon creativity and diversity as well as technological excellence
- A base for open institutions that want to play new roles in a global era and want to be uniquely connected to the world.

from the process of globalisation.

Global Vision and Firms

Toronto lies sixth in the world in terms of the number (9) of Fortune 500 companies with headquarters in the city, behind Seoul (10) and Madrid (8).^{xxxiii} The city hosts 37 headquarters of companies with over \$600 million

in annual revenue.^{xxxiv} This explains why, in 1996, Fortune rated Toronto the best global city for business.^{xxxv} Mississauga, a growing city within the GTA, is a highly active market, where the Canadian headquarters for 59 Fortune 500 companies and facility locations for 104 Fortune 500 companies are found.^{xxxvi}

Inward Investment

The attractiveness of Canada's R&D tax system is very high, and supplemented by significant Ontario R&D tax incentives, Toronto's combined corporate income tax system is one of North America's most competitive. Canadian tax incentives consist of a 100% deduction of both current and capital expenditures for R&D (net of the Investment Tax Credit - ITC). The tax credit reduces federal tax payable, unused tax deductions can be carried forward, and used ITCs can be carried back 3 years and forward 10 years against tax payable in those years. Ontario's R&D tax incentives mirror the federal incentive system. The state provides a special additional deduction, a 'superallowance,' in computing Ontario taxable income, ranging from 25% to 52.5%.^{xxxvii} Toronto has been ranked as the runner-up in fDi Magazine's North American Cities of the Future 2007/8 awards, beaten only by Chicago. Toronto's new business incentives are beginning to recast the city as distinctly pro-business, and is part of the broader process to improve liveability for all new comers as well as recent immigrants.^{xxxviii}

To encourage investment, the city is reducing commercial and industrial property taxes; there are no municipal development charges for non-retail office and industrial buildings in Toronto^{xxxix} and Imagination, Manufacturing, Innovation, Technology (IMIT) Grants designed to stimulate growth in key value-added economic sectors, including manufacturing, bio-medical, creative industries, environmental, information technology and tourism are available. The city also promotes and facilitates the remediation of 'brownfield' properties. Eligible development will benefit from a deferral of approximately 60% of an owner's municipal portion of taxes over a 10-year period. A further two-year deferral will be considered for the cost of brownfield remediation, up to a 67% deferral over 12 years. The program will be made available for a five-year period, effective as of 2008.^{xl}

The City of Toronto Economic Development, Culture & Tourism Division, which describes itself as 'Toronto's business advocates and experts,' is responsible for supporting both new and existing investors to ensure business development and retention. This office provides comprehensive services for businesses, including:

- Assisting with approvals to accommodate growth, expansion and relocation by helping investors negotiate local municipal regulations and administration.
- Establishing and maintaining 'Business Improvement Areas' through cost-sharing capital improvements in designated retail business districts. Supplementary programs in Streetscape Improvement, Commercial Facade Improvement, Banner and Mural, Commercial Research, and Community Festivals and Special Events are also offered.
- Representing the concerns of businesses to civic decision makers and influencing government policy to assist with business growth.^{xli}

Success in Capturing Emerging Markets

There are a number of links between, in particular, Toronto and China. The Mayor of Toronto travelled to Beijing, Shanghai and Chongqing, Toronto's sister city in early 2008 and it was reported that 'during the trip, efforts will be focused on luring Chinese business to Toronto.'^{xlii} Further strengthening the links between Toronto and China, the Toronto stock exchange is considering opening a Chinese office as China is the fastest growing source of new listings. While there were only 40 Chinese companies listed on either of TSX's main or venture exchanges as of May 2008, out of some 3,800 in total, Richard Nadeau (Vice President of the Toronto Stock Exchange) expects the pace will quicken down the road.^{xliii}

Toronto has a number of partnership and friendship cities (including Chicago, Chongqing, Frankfurt, Milan, Sao Paulo, Amsterdam, Ho Chi Minh City, Kyiv, Quito, Sagamiyara, Warsaw and Madrid). Toronto's city council considers requests to form relationships with other cities through its International Alliance Program (IAP). Toronto's IAP program is 'designed to foster formal and informal relationships with global cities to strengthen economic, cultural, tourism, and multicultural links internationally and to share best practices. The program

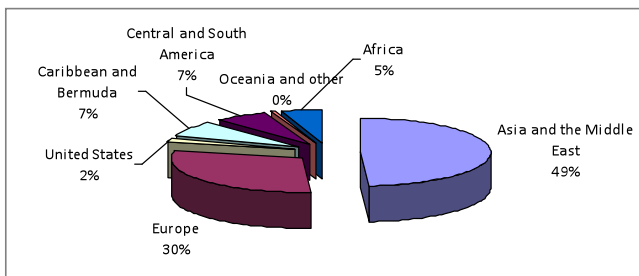
also works to forge informal international relationships and networks for the purpose of investment attraction.^{xliv}

International institutions

Attracting and retaining corporate headquarters and NGOs is part of Toronto's strategy to create a place for itself on the international stage. While Toronto does not play host to any leading international organisational institutions, the city has made excellent progress in developing its cultural institutions. The Toronto International Film Festival is now one of the strongest in the world, offering a highly competitive business and networking environment. Cultural festivals such as Caribana, the Gap Pride Parade, and more recently, Luminato, have become international in scope, with the latter aiming to rival Edinburgh's summer festival over the next decade. Toronto emerged in recent decades as a leader on progressive gay and lesbian policy, and Toronto Pride Week Festival has been one of the largest and longest running Pride celebrations. As a result the city recently won the privilege of hosting WorldPride in 2014.

Elsewhere, in 2006 the city was chosen to be the location of the new headquarters for the World Blind Union, the primary blind and partially sighted representative institution in the world. The Schulich School of Business: 'Canada's Global Business School,' can also be considered to bring something of an international institution to the city, given the exceptionally diverse make-up of the faculty and students. In general, however, actively seeking international organisational institutions does not seem to be a high priority for Toronto city authorities. The city is more committed to the hosting of major global events, and is applying to host the 2015 pan-American Games after a failed bid to host the 2008 Olympic Games.

Population diversity and openness



Toronto is a truly international city. Close to 50% of its 2.6 million residents were born outside of Canada, and the city-region welcomes 100,000 newcomers on an annual basis^{xlv}. As a result, over 100 languages are spoken on the streets of Toronto, making one of the most diverse cities in the world.^{xlvi} According to the City of Toronto, between 2001 and

2005, the Toronto metropolitan area attracted an average of 107,000 international immigrants each year, with the city of Toronto itself accounting for two thirds of the total influx (69,000). The top four visible minority groups in Toronto have recently been assessed as Chinese (259,710 or 10.6% of population), South Asian (253,920 or 10.3% of population), Black (204,075 or 8.3% of population) and Filipino (86,460 or 3.5% of population).^{xlvii}

Toronto's highly diverse population is not merely an upshot of globalisation; the city's very success is in part predicated on continuing to attract skilled immigrants to its workforce. This requires every effort to be made to maximize all opportunities for skilled immigrants to contribute to Toronto's social and economic development, as research has demonstrated that immigrants are lured to cities that are socially and economically competitive and inclusive. Research has also demonstrated that recent immigrants to Toronto are facing additional challenges in securing employment commensurate to their skill sets. Of the immigrants arriving in the Toronto CMA each year, approximately 65,000 are skilled workers. Statistics Canada analysis has repeatedly shown that skilled workers are not performing as well as expected in the years following their arrival in Toronto. Statistics show that six in ten immigrants are downwardly mobile on arriving and 30% of immigrants who have a post-secondary degree are working in jobs requiring a high school degree or less whilst 80% of immigrants work in non-regulated work environments that are predominately small- or medium-sized enterprises.^{xlviii} There is an emerging public-private consensus that the difficulty recent immigrants have experienced in accessing appropriately skilled jobs threatens Toronto's ability to both attract skilled immigrants and carry out high-end functions in the global economy.

The case for diversity and openness

Immigrants continue to flock to Toronto, a phenomenon which reflects the area's attractiveness and can be attributed to its high quality of life: crime rates are low and have been steadily declining, transportation options are available and housing is relatively affordable. The range of employment opportunities in knowledge, culture and technology industries constitutes another magnet for Toronto. The city is recognised for its embrace of its gay and lesbian community, whose events and festivals attract considerable business sector support. This range of factors helps explain how more than 100,000 new immigrants arrive each year to the GTA, with over 40,000 of them in possession of a university degree.

The City offers significant official support for its diverse citizenry as reflected in everything from electronic and print media to internationally acclaimed festivals. Toronto is also considered a world leader in addressing the needs and concerns of its diverse population through program and policy initiatives (Croucher, 1997).

Coalitions, Alliances.

Besides from the local government, there is a rich and vibrant layer of activities directed to migrants supported by the civil society. A growing number of nongovernmental and community based organisations have focused their work on developing parallel structures, processes and incubating the advocacy tools to apply pressure (The Maytree Foundation, the Toronto Region Immigrant Employment Council). As we will further investigate in the case study on Toronto, the role of the non-governmental organisation has been fundamental in developing governance mechanisms and leadership capacity.

Toronto Regional Immigrant Economic Council (TRIEC)

The Toronto Region Immigrant Employment Council (TRIEC) was created in 2003 – a brainchild of the Maytree Foundation - to address an urgent regional need to effectively and appropriately include immigrants into the labour market so that they can better use their skills, education and experience. The city has a long legacy of race-based poverty, socio-spatial segregation and underemployment of immigrants. TRIEC is comprised of members representing various groups: employers, labour, occupational regulatory bodies, post-secondary institutions, assessment service providers, community organisations, and all three levels of government.^{xix} It is a fine example of a city's key players being assembled to find and implement local, practical solutions that lead to meaningful employment for skilled immigrants. TRIEC has a wide and diverse range of funders and donors, such as Citizenship and Immigration Canada, Maytree, and TD Bank Financial Group.



TRIEC
Toronto Region Immigrant
Employment Council

In aiming to identify local labour market solutions, TRIEC has facilitated extensive collaboration among its diverse group of stakeholders. Through two initiatives, the Mentoring Partnership program and hireimmigrants.ca website, TRIEC have served over 2,000 skilled immigrants within the Toronto Region. The Mentoring Partnership, which began in 2004, has successfully introduced immigrants to established professionals' knowledge, experience, and professional networks. It currently has 1,400 registered mentors, with

over 1,900 mentoring matches and a 70% success rate of participants finding full-time employment. The hireimmigrants.ca programme provides employers with tools and resources to accelerate the integration of skilled immigrants into their organisations, improving engagement and cross-cultural understanding. Elsewhere, the Career Bridge Programme is a public-private response to the labour market demand for internationally-qualified professionals to acquire relevant work experience. The program creates paid internship opportunities that last for 4-12 months for job-ready immigrants. In 2008, TRIEC expanded its relationship with print, broadcast and online media to reach a wider audience.¹

Maytree Foundation

The Maytree Foundation is a private Canadian charitable foundation that has been active in supporting the settlement of refugees and immigrants since 1987. It has developed a systemic approach to integrating immigrant workers into the Canadian economy which



encompasses a number of “system components,” that can be summarized as follows:

- incentives for stakeholders to collaborate in designing, delivering and evaluating programs and services, and for immigrants to access them;
- services and programs in the areas of information, assessment services, expert advice, and bridging programs to fill identified gaps; and
- leaders’ council to foster collaboration, identify priorities and linkages, and communicate results.

Looking specifically at the work done in supporting and developing leadership with immigrant and refugee populations, in the report Diversity Matters: An Action Plan for Inclusion in Public Appointments, the Maytree Foundation has identified a 9-step action plan for achieving inclusion in public appointments (Box 2). All GTA municipalities have been urged by Toronto’s leadership to use these steps as a practical guide in their appointments process to help remove the systemic barriers to full citizen participation.

Maytree’s nine key practices for agencies, boards and commissions to follow in recruiting for civic appointments

- i. Commit to diversity – Political leadership must entrench an unequivocal commitment to diversity in public statements and communications.
- ii. Address diversity in appointments policy – Establish a transparent and accessible appointments process that does not exclude qualified applicants from the application process.
- iii. Establish a baseline – Determine the demographic composition of a constituency and identify barriers to civic participation.
- iv. Establish change targets – Set quantifiable targets for progress measurement.
- v. Create public appointments unit – Establish an internal unit responsible for ensuring the appointments process is managed consistently and appropriately.
- vi. Provide training – Provide training and tools to members of agencies, boards and commissions to ensure diversity promotion is practiced in daily governance.
- vii. Recruit qualified, diverse candidates – Increase the overall number of qualified applicants, focus on skills and experience as primary selection criteria, and have diversity be taken into consideration.
- viii. Support diverse agencies, boards and commissions – Accommodations should be made to ensure individuals from diverse backgrounds are not discouraged from civic participation due to restrictive factors, such as cultural holidays, child-care needs, etc.
- ix. Report on progress – Since diversity promotion is a long-term initiative, progress reports are essential to measure against set targets and sustain a commitment to diversity over the longer-term.

Source: <http://maytree.com>

Beside DiverseCity, the Maytree Foundation is currently working on other initiatives related to integration and diversity which include:

- ⇒ Cities of Migration: an interactive website (www.citiesofmigration.ca), aimed to foster the exchange of successful practices and learning activities presenting a curated collection of innovative, practical and successful local integration practices drawn from cities across the globe.
- ⇒ Joint projects to support and provide practical solutions to local stakeholders in order to enable their communities to use the talents of un- and underemployed skilled immigrants (ALLES; TRIEC).
- ⇒ Vote Toronto, a campaign to extend municipal voting rights to newcomers living in Toronto.

Toronto, Canada: Changing the Face of City Leadership.

Openness Index: Commentary on Governance and Leadership Factors

From our review of Toronto, we have found out that the City offers significant official support for its diverse citizenry and that this is reflected in everything from electronic information to the wide number of program and policy initiatives available.

The City offers a wide range of welcome services. The Immigration website, www.toronto.ca/immigration, for example is a useful source of information for both newcomers and immigrants already settled in the city. It provides a welcome message from Toronto Mayor David Miller to introduce the services and solutions

provided by the Toronto Immigration and Settlement Web Portal. Information is available in many languages other than English through translated brochures, the Google translate tool and a telephone interpretation service, called *Access Toronto*, which offers assistance about Toronto's municipal government services in more than 140 languages.

Toronto is already considered a world leader in offering special start coaching for migrants. The Profession to Profession Mentoring Immigrants program responds to employment barriers faced by internationally trained professionals in Toronto by enlisting City staff to mentor recent immigrants who have training in related fields/occupations.

As analysed in the case study, Toronto has adopted a municipal strategy to reflect the community makeup and to raise the number of migrants employed in the city administration departments:

Over the last few decades immigration has significantly changed the face of Canada. Visible minorities make up almost one quarter of the population and demographers advise that the nation's future workforce and economic growth will strongly rely on immigration.

Is this demographic shift reflected in the boards of public and quasi-public agencies, boards, commissions and crown corporations (ABCCs)? The Maytree Foundation, a private charitable foundation that promotes equity and prosperity through leadership building, found out that although Canada prides itself on being a diverse multi-cultural society, there remains a serious lack of inclusiveness at the top of its public, private, and non-profit organizations, both at regional and local level.

In the Greater Toronto Area (GTA), by far the most ethnically and racially diverse city in Canada, where immigrants make up 41% of the population, and will constitute 50% by 2017 (Stats Canada), immigrants and minorities are still largely underrepresented in ABCCs boards. Statistical data clearly show this deficit:

- ✓ in the Toronto City Council only 4 of 44 councillors are members of visible minority groupsⁱⁱ (2006);
- ✓ just over one quarter of Toronto's immigrants are not yet eligible to voteⁱⁱⁱ;
- ✓ and although visible minorities applying for public institutions in 2003 were 30% of the total, they made up only 22 % of the appointeesⁱⁱⁱ

If visible minorities and immigrants make up almost half of the population, why are they still largely absent from the city's boardrooms?

One answer may be that "Public institutions are a mirror of the society", as Ratna Omidvar, President of Maytree has observed- they reflect the power structure of the society.^{iv}

Diverse City OnBoard

To bridge the growing gap between the diversity of Toronto's population and its leaders, and to help connect public institutions to the talent they need for competitive growth and urban prosperity, the Maytree Foundation launched 'Diverse City OnBoard' (formerly known as abcGTA) in 2005 to ensure that ABCCs reflect the diversity of the people who live and work in the GTA. The project has two inter-connected objectives:

1. To facilitate the appointment of diverse candidates from visible minority and immigrant communities on ABCCs in the GTA.
2. To promote public appointment processes that are transparent and inclusive.

The program works by identifying qualified pre-screened candidates from visible minorities and immigrant communities for professional appointments on boards and committees. Through the Diverse City on Board website, boards can search for potential members, and candidates can shop for positions which are the best fit for their skills and interests. In 3 years over 500 candidates have been pre-screened and over 250 have been matched to a variety of public, non profit and other organisational boards. The goal now is to increase the number of appointments to 500 in the next 3 years.

Part of the project is also the Diversity in Governance Award which annually celebrates public institutions and voluntary organizations that have demonstrated commitment and innovation in creating inclusive boards. Furthermore, a series of publications and tool kits have also been realised to help organizations modify their recruiting and retention practices to increase leadership diversity.

The Diverse Leaders

In 1975, when Felix Mora fled the dictatorial regime of Chile's Augusto Pinochet, the onetime janitor and construction worker never imagined that he'd find himself sitting at a Canadian boardroom table. Similarly, Raja Khouri, a human resource consultant from Lebanon became so discouraged by the lobbying and convoluted process involved in the government appointments process that he didn't even bother to put his name on the list of possible candidates.

Today both Mora and Khouri are both part of the wave of new faces and voices involved with public and non-profit ABCCs across the Greater Toronto Area (GTA). Mora was appointed to Toronto's Health Professional Appeal and Review Board and Khouri has become one of the 14 human rights commissioners for the Province of Ontario.

⇒ Seeing new immigrants and visible minorities on boards sends a broader message to the community—that they are welcome and valued—while creating a space where all residents can bring new ideas to old problems forward.

Source: <http://citiesofmigration.ca/>

The Diverse City Project

The DiverseCity onBoard initiative proved a success largely thanks to a collaboration between the Maytree Foundation and the Toronto City Summit Alliance, a multi-sector coalition working to meet the Toronto region's needs. The collaboration has widened and developed into a larger city project called DiverseCity: The Greater Toronto Leadership Project. Launched at the Alliance's 2007 Toronto Summit "Making Big Things Happen" the DiverseCity aims to help foster greater understanding of the benefits of diversity of leadership and knowledge about how this in turn can strengthen organizations and communities.



THE GREATER TORONTO LEADERSHIP PROJECT

"The GTA is the most diverse city in North America and our diversity can be one of our most powerful competitive advantages if we realize its full potential," says David Pecaut, Chair, Toronto City Summit Alliance, "Through the DiverseCity project, and focusing on diverse leadership, the GTA community and organizations within the region have the opportunity to maximize their strength and effectiveness."

The DiverseCity project is a group of eight practical and measurable programs that address the under-representation of ethnic and racial groups in leadership positions and bring social and economic prosperity to the GTA including:

A. Initiatives to expand the region's networks:

DiverseCity Nexus to bridge business and social connections between established and rising executives through an annual speaker series.

DiverseCity Fellows to equip 25 next generation civic leaders each year through a fellowship that combines leadership, diversity, exposure to top leaders.

B. Initiatives to strengthen the region's institutions:

DiverseCity onBoard to strengthen public and voluntary institutions by matching their governance positions with highly qualified candidates from racially and ethnically diverse communities.

DiverseCity in Civic Leadership to broaden involvement in the political process by identifying, training and mentoring diverse leaders who will run for elected office and manage election campaigns.

DiverseCity Voices to enrich the quality of print, radio and television news by identifying and training diverse spokespeople across a variety of subject areas and connecting them with journalists.

C. Initiatives to advance the region's knowledge:

DiverseCity Advantage to build and communicate the body of knowledge on the economic and social benefits of diversity in leadership.

DiverseCity Perspectives to create opportunities for dialogue and surface new ideas on the systemic conditions that encourage or discourage diversity in leadership.

D. An initiative to track the region's progress:

DiverseCity Counts to produce an annual check-up on the extent to which leadership reflects demographic realities.

Over time, these efforts aim to shift the demographics at the top to reflect the community. A 2009 report found that minorities remain under-represented in leadership positions such as elected officials, public sector executives, members of agencies, boards and commissions, accounting for just 13% of leaders. The corporate sector remains the least diverse area, and where immigrants have failed to progress.^{iv} The DiverseCity project is hoping to accelerate the change by creating networks, and offering mentoring and training opportunities.

DiverseCity Leadership

This project is based around leaders who work or volunteer in positions that are symbolically important to a city or region in the GTA or influential in the community. These positions provide them with decision-making powers within their organization that affect people living in the GTA. Leaders may include: executives, political representatives, board members and senior public servants.

Currently over 100 partners have committed their support to DiverseCity. The goal is to identify 1000 new diverse leaders, over the next three years, and help them to move into positions of leadership and influence. Through a 12 months Fellows Program the diverse leaders will participate in a variety of meetings, workshops and events. They'll have the opportunity to build relationships with their peers and senior leaders from across sectors, as well as focus on three distinct themes that comprise city-building: leadership, diversity and civic awareness. Fellows will also work with Toronto region institutions on citybuilding projects that address social, economic or environmental issues. It is worthwhile to cite the creative way the call for fellows was conducted, which included the creation of a Facebook Group^{vi}.

Toronto: A Municipal Strategy to Reflect the Community

The deficit of diversity in leadership highlighted by the work of Maytree and Toronto City Alliance led the city to embark on an independent analysis of the composition of board members on its ABCCs and a major revamp its appointments processes. This independent effort is considered a hallmark of Toronto's leadership strengths. All applicants for appointment to city boards are now asked to self-identify if they belong to a diversity group (gender, age, race, disability status, sexual orientation). This information is tracked to determine if, in fact, the city is meeting its commitment to diversity but it also provides the city with a database of suitable candidates who are visible minorities.

Furthermore, to increase the number of applicants from these underrepresented groups, the city has undertaken a series of procedures to clarify and simplify the application process including:

- information about the application process posted on the city website;
- the city advertised in a variety of languages in the ethnic press;
- the name of the appointments committee was changed to the Civic Appointments Committee from the Citizen Nominating Committee to underscore the fact that the process was open to all residents, not just Canadian citizens; and,
- to demonstrate the importance of diversity in appointments, the Deputy Mayor was appointed to Civic Appointments Committee.

A first analysis of the progress indicates that the number of applicants increased from 515 in 2004 to 1,316. The percentage of short listed applications from the targeted diversity groups increased only slightly but the number of applicants from racial minorities increased from 8% to 30%.

Organizations, coordination and key agendas

The case of Toronto shows how business leaders working together, in cooperation with government officials and experts, can have a powerful impact on the outcome of immigration.. Toronto's experience also demonstrates that establishing targets for change and measuring progress provides incentives for change

The work of the Maytree Foundation has been fundamental in identifying the necessity of diversity in governance and highlighting the benefits that diversity at leadership level can bring. Its expertise with the DiverseCity onBoard was a catalyst to engage other city stakeholders and create a wider city strategic plan of actions to change the leadership landscape.

The Conference Board of Canada, an independent membership organisation, supported the DiverseCity initiative by preparing the Value of Diverse Leadership report which concludes that the migrants underrepresentation is *“an important missed opportunity as leadership is a fundamental driver of performance and productivity”*. Diverse leaders add value, because they bring new networks, new markets and new ways of thinking to the table. For public service institutions, diversity in leadership results in all this and much more by mirroring society and promoting social cohesion. Among the benefits of diversity in leadership the report highlights: improved financial and organizational performance; linking domestic and global markets; recruiting from global and domestic labour pools; creativity and innovation.

7. Practical lessons and transferability.

The purpose of the OpenCities project is to identify lessons from international open cities that might be transferable and help more cities become open. The idea is that the lessons derived from the case studies review could be used as a starting point for both policy and practice toward openness in other cities.

In this first phase of the case study review the focus has been the theme of leadership and governance to promote openness.

What are the transferable lessons that stand out from the case studies reviewed so far:

7.1 Recognise and articulate the different cases and agendas for Openness.

As we have noted above, the core observation is that it is the function of city leadership in open cities to articulate a positive agenda on internationalisation and human diversity. It is our observation that the cities that do this, then have a positive environment to develop specific policies, to organise new arrangements and collaborations, and to link open-ness and diversity to other long term agendas for the city's future.

Cities have recognised the potential benefits of being more open for the long term development and growth of the city itself. The presence of people with diverse backgrounds is also seen as a benefit and a resource for the city as a whole. This is the clear statement of the Stuttgart City Council, Toronto City Strategies, Rotterdam and Auckland's key policy documents, and it is merging rapidly in Dublin through the Creative Dublin Alliance. It is living consensus in Los Angeles that, for example, the city would not be the world centre of film making if it could not attract international talent.

All of the 6 cities have, in one way or another, been explicit about linking the benefits of immigration and diversity for city success and have continuously argued that openness is a means to success for the city in the long term. However, as we indicated in section 1, the cities make the case for open-ness in different ways depending upon their current orientation and situation. In some cities (such as Dublin, Auckland, Toronto, and Stuttgart) open-ness is seen as a key aspect of international economic positioning or the city and the agenda is tied to international economic strategy. In Rotterdam and Los Angeles the case for open-ness is made in more social terms explicitly though the economic driver may be present but more implicit. In Dublin, Toronto, Auckland, and Stuttgart social and cultural arguments are also audible, and are seen as complement to the economic case. Social cohesion, economic competitiveness, and cultural richness are seen as mutually reinforcing reasons to be open and diverse.

Established world cities such as London, New York, and Hong Kong also conform to this more general observation that both an economic case for open-ness and a social/cultural case for promoting a positive diversity work together appealing to different audiences and offering a clear story for different moments and challenges.

Though they may exist, we have not found a fully worked through and evidence based case for open-ness in general in any particular city. This does not mean that it does not exist, only that we have not uncovered it. Though our expectation is that this would be hard for any individual city to undertake comprehensively because of the uncertain measures and variables involved and the difficulty in proving cause and consequence between measurable outcomes and multiple inputs, of which population diversity will be only one. What does exist in various national level policies is a fully worked out case for immigration (eg in Canada and New Zealand, and perhaps implicitly in the USA where immigration has been the main driver of settlement and population expansion over several hundred year). However, many of these national level policies do not distinguish acutely the different contributions of different kinds of immigrants to national success. Nations which have developed scoring systems to weight the attractiveness of different groups of immigrants (eg by skills sets) come closer to this but they tend to deal with the new immigrants they may wish to attract, rather than addressing the benefits of existing and historical immigration patterns.

It is highly likely that individual cities and their regional/national partners have developed an evidence based case for immigration that provides specific identified skills required for certain sectors or industries in order for them to be internationally competitive. However, we have not observed such documents in our case study cities so far. Dublin's support for creative and innovative entrepreneurs was a national policy with a clear economic rationale. Whilst these would illustrate a specific case for the advantages of open-ness in certain sectors, their very specificity means that they would not, on their own, mean that a more general case for open-ness was being made.

It is also important to observe that our case studies include cities of different sizes operating within countries of very different sizes. To make this point directly, Los Angeles within the USA can aspire to attract population from a very large domestic pool of 330,000,000 people whereas Dublin has only a 3,300,000 domestic

population base to seek to attract. Some cities need to look internationally for human capital more than others.

In Stuttgart, the municipality, headed by the Lord Mayor Dr Schuster, has committed itself to openness adopting a *Pact for Integration* which aims to provide foreigners with the qualifications and services they need to thrive in the international location that Stuttgart is. In Toronto, Dublin, and Auckland the attraction of international talent is a key focus of long term economic strategy. In Toronto, Auckland, and Rotterdam the idea is become a beacon of diversity for others to learn from, to be especially good at being an open and diverse city and to make part of the brand and identity of city, so that the city is known for this know-how and skill which is seen as relevant to 21st century success.

7.2 Adopt an Integrated Approach to Openness.

Issues of Openness arise in many areas within a city. Municipal governments deal with it in many fields: international promotion, education, employment, health, housing, civic participation, etc. Therefore openness needs to be addressed as an interdisciplinary multi-dimensional and multi-departmental task where a clear assignment of responsibility is important. A key aspect of city leadership is to make internationalisation and open-ness a shared goal within the city government and across a wide range of other organisations.

Many of the cities in our case studies have developed the beginnings of a system wide approach with clear leadership from the top. This involves not just setting out a co-ordinating strategy to be more open, but having clear co-ordinating mechanisms across the city government and its wider partnerships, with accountability back to a leader or leadership group.

7.3 Develop Openness City Strategy .

Economic development, internationalisation, and immigrant settlement strategies are now a common practice for many cities. Attracting and retaining talented population is often cited as an objective of these, but there are very few cities where the strategy needed is fully articulated or integrated yet, or where there are support processes akin to those that would be used to support the attraction of foreign companies.

It is an important function of city leadership to bring these different strands of strategy together into a combined vision, often acting against the 'departmentalisation' of such agendas. Often only charismatic and ambitious leadership teams have the wherewithal to resist the tendency towards fragmentation and multiplication, harnessing resources to a unified end.

Where these disparate activities are brought together there is some level of co-ordinated strategy, as in several of our case study cities. This inevitably leads to challenging questions about which talents and skills the city is really trying to attract and how selective it is seeking to be. Few cities have yet answered these questions explicitly (although Singapore and Dubai both have active policies in these areas). There is limited experience in combining a targeted approach with broader principles of openness.

So we have not identified a one single 'master' strategy that covers all of these aspects in any single city, but we have found the main elements in place in many. This is a matter we will need to pursue further.

One issue that has arisen is the political difficulty in making the case for open-ness too explicitly and directly, due to forces of reaction and to need to both educate and convince existing populations that population growth through internationalisation is good for all. This is not a case of existing populations being against open-ness in most cases, but rather a case of needing to develop public consensus which take time and skill. Building this internal consensus and 'consent' over long cycles of growth and decline is a key function of city leadership that usually straddles several electoral cycles.

The current economic crisis is clearly an important factor at play here. The case for immigration is easier to make during periods of growth when labour markets are tighter. During recessions, with rising unemployment, local elected leaders have to pay more attention to the short term needs of their electorate who may be suffering badly from unemployment or home repossession. This underscores the point that city leadership open-ness should not just come from elected leaders but should come also from civic leaders who may not need to

be so sensitive to short term public opinion. It also underlines the key challenge of public education and persuasion.

7.4 Partner with governments and voluntary and private sectors.

Openness brings benefits but also several challenges. In many cases we have observed that the role of NGOs, community base organisations, academic and business leaders has been essential in removing barriers and proposing new approaches to help leveraging local advantage from an international population base. Creating local government partnerships with business can effectively advocate the necessary change, while bringing in vital strategic and management expertise to produce long-term outcomes.

As we have observed above civic and business partners may be able to act outside of the short term cycles of public elections, or the narrow geographies of individual municipalities. Often these partners are more deeply immersed in global trends and demands, and can help define priorities over periods of decades rather than years, while also being alert to the importance short-term urgency. The experience of Auckland, Toronto, and Dublin illustrate this point well.

7.5 Facilitate the Openness process and institutionalise it.

Openness also deals with the propensity of the local population to respect and enjoy the diversity of culture. As public figures, local government leaders have a unique ability to influence residents' behaviour. Adopting a diversity policy, for example, can be a measure to encourage local residents' openness, as in Rotterdam and Stuttgart. Establishing a municipal workforce that reflects the diverse population it serves, sends a positive message about a city's openness. In the case of Toronto, this commitment has gone even further with the DiversCityOnBoard initiative which aims to ensure that the city's diversity is reflected on city boards and committees.

Many local governments in our case studies have also needed to create new municipal entities such as offices of integration, development agencies, and internationalisation units. These internal institutional innovations are also often matched by the creation of wider civic leadership boards and alliances. In both such cases there is an institutionalisation of the agenda which encourages focus on key goals and specialised skill sets to deliver the agenda. A case for openness is translated into action through the creation of these new forms of governance and administration.

7.6 Approaches that foster openness.

Openness is a concept which goes further than immigration and integration issues. The Municipality of Rotterdam is now referring to its very diverse population as *Rotterdam citizens* regardless of their migration background. Integration has been replaced by *participation*. In Toronto, the city has adopted the motto "Diversity our Strength" to state its pride and positive attitude toward its international population. These examples testify to the new policy initiatives that forward-thinking cities are adopting to project a culture not only of hospitality, but also of sincere assimilation and political inclusion. In these cases, moves towards openness can cultivate a lasting sense of belonging among new communities, which results in more diverse populations remaining in cities during economic downturns.

7.7 Strengthen city's openness by appointing a champion or champions

Having a high profile champion, or team of champions, help to send a strong message to stakeholders that cities are committed to global positioning and interconnection. The endorsement of the Mayor of Stuttgart was important to the success of the municipal integration strategy. The choice of Tariq Ramadan in Rotterdam aims to sustain a more proactive discussion on the new Urban Citizenship initiative that can prevent racial and religious tensions from building. Teams of champions such as the Creative Alliance in Dublin, The Committee for Auckland, and the Toronto City Summit Alliance and Maytree Foundation are all indicators of a champion role providing visible leadership working with elected city leaders. Prestigious and well-recognised agenda setters have a special capacity to gather public support behind contentious measures and generate a dominant discourse of progress through openness.

7.8 Identify and promote local “International” assets

Internationalisation in other arenas of city life including institutions, business activities, education, culture and events is an essential prerequisite of being open to international populations. Identifying local ‘international’ assets that have the best future prospects and supporting them with programmes, policies and initiatives create the basis for new jobs, growth and development - as seen in Los Angeles and Dublin.

7.9 Engage in international knowledge sharing activities.

Openness is a quite new challenge for many cities who have been heavily domestically focused in the twentieth century. Sharing ideas and learning from others can help to save time and resources in what has become an urgent task to become substantively open. Many cities worldwide can be found further along the trajectory of population openness, and their experience of success and failure can be invaluable. For instance, following the success it had locally, the Toronto TRIEC initiative helped Auckland to set up a similar project within 6 months period with an invaluable savings of time and resources. Often there is no substitute for international experience in this area.

7.10 Showcase the city openness.

Cities are open in a variety of ways and to a variety of people (students, tourists, talents, businessmen). Having an openness strategic plan is a good starting point to set the actions to follow, but communicating and showing it is just as critical. Cities need to advertise their openness to ensure that it is effective. The Creative Alliance, in Dublin, for example, is organising a Talent Festival to internationally show its vision of becoming a sustainable creative cities. In Stuttgart, the City Council publishes a magazine telling the stories of its inhabitants with migration background. Providing accurate settling/business/social information on city council’s websites is an effective ploy to engage and be open with newcomers. Using domestic or international brand consultants to advise on image-building is an increasingly popular option to raise an open city’s profile.

8. Wider insights: Leadership, Governance, and Strategy for OPENCities.

These initial findings have confirmed our proposition on the role that local action can have in making a positive difference to city openness. In Auckland, for example, the local solution proposed by of a group of young city leaders have helped to create a governance mechanism to overcome barriers to employment which often prevent skilled migrants from successfully integrating into the labour market. In Los Angeles, the Mobilize the Immigrant Vote campaign has not only engaged thousands of new immigrants as on-the-day voters but has contributed to a more full participation in the political and civic life of the city.

The role of city leadership is key to integrate openness in the urban planning and development process. Openness has been shown to be a multidimensional concept, with different orientations to a variety of ideas and stakeholders. It requires a grasp of complex and often conflictual relationships, which in turn demands a patient, integrated approach and the nurturing of a culture of partnership.

As the case studies suggest, leaders come from a variety of different contexts and sectors. In many cases, leadership from academic, business and civic sectors have proved to be more proactive and far-sighted than the institutional arenas. Leadership from these sectors is essential to help the larger community understand and support a vibrant economic, social and cultural base as the enabler of the quality of life that international

populations seek. In Dublin, the Creative Alliance has been able to involve top level representatives from the government, business and academic world in a unique collaborative effort to achieve the vision of Dublin Sustainable Creative City. Toronto, Auckland and Los Angeles are all examples of bottom up approaches which have produced practical solutions.

So we set out below to offer some observations on the key questions we identified at the start:

i. Can local level action in a city make a difference to city openness?

We have not undertaken precise evaluation of the local actions in the 6 cities, given constraints on time and resources. Anything resembling a scientific evaluation would in any case be very hard, but it is clear that improvement is possible through learning, ambition, and exchange. What we can observe is that locally-derived and locally-applied actions offer a plausible response to real challenges that have been identified, and there is a strong and growing measure of local confidence in the actions taken and the process of incremental improvement.

In the studied cities local leadership and local action is critical to becoming an open city at least because local action is central to the core roles of planning, co-ordination, communication, and advocacy for change. These can only be done consistently and reliably at the local level and without them there is no holistic and accountable process of becoming more open. Local government and local leadership clearly play a role in setting a shared agenda and co-ordinating otherwise disparate and fragmented actors around a set of common aims. Collaboration of this kind typically leads to greater confidence and innovation.

ii. How does local action contribute to changing the openness of cities?

The distinctive contribution of local leadership and local action planning comes in a number of specific forms. Local action is initially instrumental in building a common vision and agenda amongst multiple parties, and resolving long-standing socio-political conflicts that exist between various stakeholders at the business, trade union, environmental and civic action level. Local leaders are often best situated, both in terms of knowledge and credibility, to outline the key urban dilemmas and prioritise the solutions accordingly. At the local level networks of collaboration can be developed that can effectively co-ordinate multiple actors, and ultimately produce innovation in terms of agreeing new methods and new dimensions of urban policy. Furthermore, in terms of capacity for implementation and accountability for driving forwards agreed actions, local action offers far more responsive and adaptive conditions for creating openness.

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Local leadership is also critical in communicating with private stakeholders and local media about the benefits of diversity. In a national policy environment where attitudes to immigration can be volatile and sensationalist, local leaders' proximity of experience affords them excellent opportunities to make more sophisticated and compelling arguments about the under-rated effects of openness. When secondary cities receive only minor attention from the national government, they are well placed to undertake promotion of the city nationally and internationally as well. Advocacy for policy changes and other beneficial inputs can moreover occur locally from outside local government, with city business assemblies potentially being very influential in arguing the case for international skills openness.

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In our view these are roles that are both very important and usually optimally undertaken by local leaders, elected or otherwise.

iii. What is the role of city leadership, how can it affect openness? What do city leaders need to manage and what do they need to influence to create open cities?

The city government is in most cities the most significant city leadership organisation in terms of prioritising the long-term agenda of openness. City governments in all four cities in this paper have played decisive roles in questioning their own policies, seeking out ideas from elsewhere, and generating new programmes of public-private collaboration towards attracting international populations and business. The government leadership teams usually have the best access to institutional authorities outside the city, especially higher tier authorities that may control funding schemes, immigration programmes or infrastructure timescales.

There also exists the leadership of other bodies in the city, notably development agencies and business assemblies. Their role vis-à-vis openness can be to put the city on the global business destination map, and advise on the kind of land-use and quality of life choices needed to attract international populations throughout the occupational structure. Both these bodies and city governments need to speak to the world about the city, and not get trapped in restrictive internal debates. This may entail developing personal connections and rapport with diverse populations, and communicating an inclusive vision which promotes open-ness and belonging.

iv. Who are the city leaders? What kinds of leaders are involved? Do different urban and institutional contexts give rise to different forms of city leadership?

Some cities have achieved success thanks to a single charismatic figurehead who has had the power, vision and influence to institute policies openness without much immediate back-up. These cases, however, are rare and becoming rarer, usually the result of distinctive political regimes that have enabled the crystallisation of government. More typically, becoming an open city has required a leadership team that includes an array of actors besides elected city leaders. Societies with a history of minimal government and/or inappropriate municipal boundaries given the functional economy (eg. American cities) have tended to spawn the widest range of leadership actors to fill the vacuum, while continental European countries with strong metropolitan governments have witnessed fewer alternative leadership developments.

Several different sources of leadership now exist in most world cities. Cross sectoral leadership groups have emerged that bring a range of departments and economic sectors together and aim to bring an aligned approach to opening up to international populations. These may include groups which combine tourism, promotion and marketing to create robust ambitions for population attraction. Business groups are, as previously mentioned, gaining currency as the most proactive and enlightened source of ideas and innovation with regard to international image-building and creating urgent timetables for progress. Elsewhere foundations and think tanks, especially in key knowledge hubs, have become significant sources of evidence-based leadership and collaboration, working as they do both with universities and businesses. Finally prominent thinkers and commentators have come to play a leadership role in urban governance, providing a fresh holistic approach to how to become more open and according collaborative efforts with a certain credibility among the public.

v. Are there particular roles for business leaders? Institutional leaders? Citizens leaders? And is there a specific task for national leaders?

Although we have focussed on the role of city leaders, it is clear that leadership tasks now fall on many kinds of leaders' shoulders. The roles of wider leaders include building up a broader base of support in the pursuit of an open milieu. They need to leverage ideas and approaches from others sectors and places, adopting a highly enthusiastic orientation towards knowledge-sharing and innovation. They have a critical role to play in demonstrating the efficacy of novel approaches to cautious government leaders and showing a case-by-case interest in problem-solving. Civic and business groups must also communicate with the media and outside world on behalf of the city, especially when elected leaders find this difficult to do for financial or reputational reasons.

vi. How does city governance contribute? Are there different roles of city government and the wider governance of the city? How does this work? What role should leaders play in shaping the governance?

As we have observed, governance and administrative changes are key to the operationalisation of a case for open-ness into an integrated agenda and programmes. The cultivation of co-ordination is arguably the key factor. No city governments, or local partnerships, are organised solely around openness. Invariably they are fragmented efforts that need to be adapted to this task. Governance must therefore provide a model that encourages co-ordination around this theme, and which avoids the risks of factionalism and unwanted duplication.

vii. What are the key issues to operationalise effective city leadership, governance, and strategy for openness?

City leaders can optimise their cities' credentials for openness if they firstly organise their departments according to can-do mantras of success and ambition, and not to failure and demoralisation. This means taking actions at the right scale and pace for long run success, providing concrete means for benchmarking and international comparison while also recognising the unique features and potential of the city itself. Thus while strategic plans need to be long-term – up to 30 years in some cases – actions must be proposed over 3-5 year terms such that implementation can be on manageable time scales that allow for flexibility in changing circumstances. Strategic plans not only require the input of the whole range of city actors, but also demand a shared accountability for delivering the agenda. This maintains the commitment of business and civil society groups over many decades. Strategies must offer a set of attainable, non-antagonistic aims. There is always a risk that openness strategies can contain contradictions in an attempt to satisfy all parties, but the strongest strategies are those which resolve the implicit choices and tensions from the outset.

Are the experiences transferable between cities?

This review does demonstrate that some level of transferability and policy exchange is possible between cities in the context of openness. However, this is not a simple case of transferring individual policies or programmes. The focus of this paper is leadership, and it is clear that what is most important is the evolution of effective leadership agendas, behaviours, and styles.

Because city leaders do not control many of the key ingredients required to become an open city the focus needs to be how we can create the right conditions in which multiple actors will take steps that are pro-openness. This means that city leaders often play the role of advocates and brokers, addressing issues and factors that they do not control. In order to do this, leadership styles which are collaborative, flexible, generous, and courageous are often required. This kind of style will work best in an environment where there is a shift towards many individual institutional leaders seeing and recognising that they have a shared responsibility for the city as a whole. It will work well when leaders of major companies, institutions of higher education, key infrastructures, community groups, and higher tiers of governments see benefits in having flexible and adaptive organisations that can share responsibilities and adapt their behaviour to work with other bodies. City leaders can set the tone by modelling such behaviours directly in the way that city government is run.

So many different aspects might be the basis of some sharing and transferred learning between cities (rather than simple copying of projects and programmes). These might include:

Leader Agendas:	making the case for open-ness.
Leadership Tactics:	how to influence others and be open to sharing responsibility
Governance structures:	internal municipal structure and external collaborative structures.
Governance Initiatives:	being willing to innovate and do things differently
Time and Resources:	long term initiative and steady investment rather than one off solutions.

Conclusion

This paper does not answer all the questions that might exist about the leadership and governance of open cities. However, it does demonstrate through four real case studies that leadership and governance are a key aspects of what enables a city to develop and deliver a positive and practical agenda about how to be more open to international population flows.

Our conclusion is that, without such a leadership and governance dimension, initiatives to become open cities will be short term and unsustainable.

Appendix 1 Unverified cases: Los Angeles, Rotterdam

We include below two case studies which we prepared for this publication including interviews with city officials. However, it has not been possible to verify the case studies with those officials so we have included here for the interest of the reader as 'unverified case studies'.

Los Angeles, USA.

One of the youngest world cities, Los Angeles emerged as the world's entertainment capital in the 20th century. The city itself has a population of 4.1 million. With an estimated population of 12.5 million in 2007 and a projected population of 13.7 million by 2025, the Los Angeles-Long Beach-Santa Ana urban agglomeration is not only one of the United States' key metropolitan areas, but also the world's 11th largest urban conurbation.

Home to a large and diverse population, providing infrastructural links with emerging markets in Mexico and the Pacific Rim and world class cultural assets, Los Angeles seems to have many of the elements necessary for world city status. The city is currently working on an ambitious strategic plan to become a 'global commercial capital' capable of linking the Asia/Pacific and Latin American economies with the US. Key drivers to achieve this can be found in higher education, entertainment, technology, logistics, tourism, and international trade. Necessary changes to combat urban sprawl are being initiated, while the city has produced a comprehensive plan to reduce its environmental footprint.

Los Angeles' major challenge is to de-congest the metropolitan region and reduce car dependency, a problem that causes damage to the economy and environment alike. Income inequalities, rising housing costs and problems with its education and political systems are also hindering its competitiveness. The city suffers structural gaps between revenues and expenditures, and although it is currently investigating how to maximise revenues from its wide-ranging assets, the city needs to embark on significant fiscal transformation in order to remain socially and infrastructurally dynamic.

KEY AREAS OF GLOBAL STRENGTH

World capital of film – inimitable creative genius and exclusivity has an enduring capacity to drive the city through turbulent economic times

Emerging market relationships – strong growth in Asian banking, established ties with burgeoning Pacific Rim, gateway to West Coast

Climate change adaptation – clean air technology adoption, strong environmental consensus among civic and business leaders has transferred to innovative action

Openness to immigration – Los Angeles has a reputation for an immigrant-friendly orientation, and has a platform to better integrate low-skilled low-income foreign workers

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Car dependency – the city's congestion is the worst in North America and is set to worsen without significant policy changes

Governance – despite very tight funding restrictions and reliance on state-federal support, there has been a failure to utilise full range of investment tools to balance revenue and expenditure. The city and wider region are institutionally un-integrated and fail to

Costs – houses are as unaffordable as any global city, infrastructure costs are usually prohibitive, while the city is vulnerable to national and international investment crises

Endemic gang crime – city leaders have been inconsistent in direction of funding, and have neglected schemes which consider holistic social and community measures

School system – graduates, especially from immigrant backgrounds, possess a lack of skills and many are unsuitable for knowledge occupations. City administration has limited administrative and funding capability, and needs to centralise educational reforms

City Leadership

The City of Los Angeles is a Mayor-Council-Commission form of government. A Mayor, City Controller, and City Attorney are elected by City residents every four years. Fifteen City Council members representing fifteen districts are elected by the people for four-year terms, for a maximum of two terms. Members of Commissions are generally appointed by the Mayor, subject to the approval of the City Council.

The new City Charter, effective since July 2000, provided for the creation of a Citywide System of Neighbourhood Councils whose aim is to promote public participation in City governance and decision-making process to create a government more responsive to local needs.

The Mayor serves as the elected head of City government and is responsible for the conduct of City affairs. He approves or vetoes ordinances passed by the Council; recommends and submits the annual budget and passes upon subsequent appropriations and transfers; appoints, and may remove, certain City officials and commissioners; secures cooperation among the departments of the City; receives and examines complaints made against officers and employees; and coordinates visits of foreign and domestic dignitaries with public and private organizations.

The City is part of one of the nation's largest counties, the Los Angeles County, formed by 88 cities and governed by the Board of Supervisors. The Board, created by the State Legislature in 1852, consists of five supervisors who are elected to four-year terms of office by voters within their respective districts. The Board functions as both the executive and legislative body of County government. It enacts ordinances and rules in the administration of County government, directs overall operation of County departments and districts, and oversees the delivery of governmental services to all of the people who live within the County's boundaries.

City Leadership agendas and vision

The city of Los Angeles is governed by a mayor and a 15-member council, both of which are elected every four years. The mayor's powers were increased by a



modified charter, approved by voters in 1999. The mayor can now hire department heads and commissioners, with the votes of eight out of 15 councillors to confirm them. The mayor can fire most department heads and commissioners without council approval, except in the most important departments, such as the police, where it takes ten commissioners to overturn a decision. Small neighbourhood councils also play a role, keeping the mayor and council in check, to a degree. The role of Mayor of Los Angeles remains beset by institutional and financial constraints, particularly troublesome given the severity of the social problems facing the city.

'Los Angeles is arguably more difficult to govern than any other major American city. Its mayor is elected by one city to govern another. The "city" that elects a chief executive is far older, more affluent and whiter than the real thing. The city that elects a mayor has interests; the city that the mayor governs has needs, and in that disjunction much of our civic discontent simmers.'^{vii}

Tim Rutten, Los Angeles Times, 2008

Antonio R. Villaraigosa is the 41st mayor of Los Angeles and the first elected from Los Angeles' majority Latino community. Villaraigosa was elected in May 2005 and sworn in to office in July 2005. After unsuccessfully running for mayor in 2001, Villaraigosa beat incumbent James Hahn in a landslide victory in the 2005 elections. Though seen as a competent mayor with 24 years of elected office behind him, the city's Afro-American voters were seen to punish Hahn over his dismissal of LA police chief Bernard C. Parks in a low turnout poll, electing fellow Democrat Villaraigosa.

Villaraigosa is known for his exceptional skill at building broad bi-partisan coalitions, is considered one of the leading progressive voices in the United States and has been shortlisted for the 2008 World Mayor Award.^{viii} His mayoral platform emphasises finding solutions to the major issues facing Los Angeles including education, transportation, public safety, economic development and ethics. Commentators note that while he has enthusiastically championed many initiatives, he rarely sets public benchmarks for judging their future success.

In 2006 and 2007 Villaraigosa became a leading voice arguing for reform of US immigration laws. He addressed a 500,000 strong Los Angeles march to protest against proposed legislation that would have criminalised illegal immigrants. According to Villaraigosa:

'every nation has a right to enforce its immigrant laws and there have to be consequences for breaking the law. But they have to be proportionate to the offence. Let's remember that these people are creating wealth and are making us competitive in so many ways. If they work here and pay taxes here and obey our laws there should be a pathway to citizenship.'^{ix}

As the first Latino elected mayor in modern times, Villaraigosa has become inextricably linked to the immigration issues. Currently his openness agenda can be essentially resumed in two main points:

- 1. Championing illegal immigrants' cause:** Villaraigosa has assumed an important role to move the plight of the working poor and immigrant rights to the top of the nation's political agenda. The upsurge of mass protests around immigrant rights has lifted Villaraigosa's visibility and natural constituency. As reported by media the Mayor has spoken at every major demonstration in the city, in Spanish and in English, backing the calls for a fair path to citizenship for millions of undocumented immigrants. He has been lauded by many demonstrators as a champion of their cause^x. He has signalled his political loyalties by appointing some of L.A.'s most effective activists to key positions in the mayor's office, as department heads, and as members of powerful boards and commissions. He named Larry Frank, a longtime labour and community organizer, as one of several deputy mayors. He appointed Thomas Saenz, a former attorney for the Mexican American Legal Defence and Educational Fund, as his top legal adviser.
- 2. Sustaining job growth and stronger local economy.** Although Los Angeles is adding 50,000 residents a year, the net number of jobs in the city of Los Angeles has actually declined. Under his leadership, the Mayor created the Los Angeles Economy and Jobs Committee (LAEJC) to produce a set of recommendations to influence economic development and quality job growth in the City. Recognizing that quality of life begins with a job, the workforce development and economic growth

are perceived as top priorities to stimulate the economy and the creation of jobs, for the benefit of all Angelenos and the broader region that it dominates. In the report "Building a World-Class City for the 21st Century"^{xi}, LEEJC has identified eight key growth sectors that are critical to the success of the local economy and that can generate a significant number of jobs: higher education, entertainment, creative industries, logistics/goods movement, technology, tourism/hospitality, manufacturing and international trade.

Internationalisation

As one of the world's ten largest cities, Los Angeles enjoys many critical advantages: a large, expanding, and diverse population, infrastructural links with both Mexico and the Pacific Rim, and numerous world-class cultural assets. Of course, the city also suffers from many of the problems associated with giant urban areas. Traffic, pollution, a growing gap between rich and poor, often dysfunctional educational and political systems, and soaring housing costs are among the severe challenges facing the region as it competes for investment, jobs and economic resources with other domestic and foreign communities. Furthermore, the expected addition of another five million people over the next twenty years will place new strains on the region's resources and its ability to create sufficient jobs.

One third of Los Angeles' 10 million residents are immigrants, nearly half of the workforce is foreign-born, and two-thirds of those under 18 are the children of immigrants. Los Angeles leads the nation in the number of new ethnic businesses and is also the primary generator of larger ethnic firms.

How does the gross product of Los Angeles County rank among world's countries?

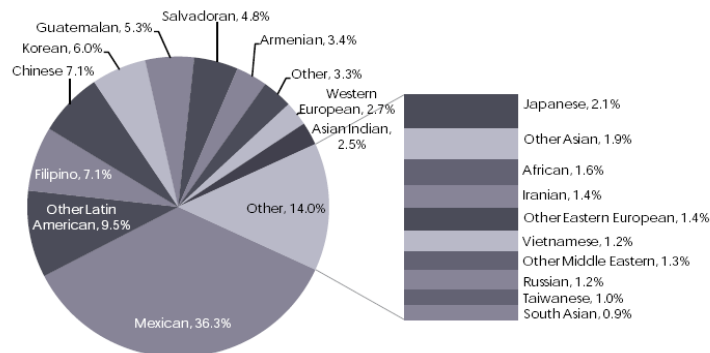
2007 GDP	Country/Economy	2007 Rank
13,843	United States	1
4,383	Japan	2
3,322	Germany	3
3,250	China (excl. Hong Kong)	4
2,772	United Kingdom	5
2,560	France	6
2,104	Italy	7
1,439	Spain	8
1,432	Canada	9
1,313	Brazil	10
1,289	Russia	11
1,099	India	12
957	South Korea	13
908	Australia	14
893	Mexico	15
768	Netherlands	16
663	Turkey	17
464	Los Angeles County	18

The Mayor of Los Angeles has developed a plan which clearly articulates Los Angeles' vision to become a leading world city. The plan envisages Los Angeles as, 'a global, commercial capital linking Asia and the Pacific Rim as well as Central and South America to the economies of the United States and the rest of the world.' Whilst the city has implemented a wide range of successful initiatives and policies to confront its urban challenges, there are a number of areas in which it lags behind and where it could learn from the experiences of other cities

Source: Los Angeles County 2008-09 Annual Report and Progress Report

Population diversity and openness

Figure: Foreign-born Population that Migrated Within the Last 10 Years or Less in Los Angeles County.



Source: California Community Foundation (2009)

By 2000 Los Angeles became the nation's major immigrant port of entry, supplanting New York City. The foreign-born grew from about 23 % of the population in 1980 to 37 % of the population. Top on the list of migrants are Mexican. Although Mexicans do comprise the largest share of foreign-born in the area, the relative presence of Mexican immigrants has been decreasing. Mexicans comprised 44.6% of immigrants that migrated to the United States over 30 years ago. Mexican immigrants made up only 36.3 % of immigrants who migrated in the last ten years or less. Further, the number of immigrants from Western Europe and other Latin American countries has decreased. In that same cohort, immigrants from China, the Philippines, Guatemala, Korea, Armenia and South Asia have comprised a larger share than before. Understanding the full impacts of this diversity – and not just designing programs that will serve Spanish speakers – is a major challenge for service providers, city planners, and others.

The case for diversity and openness

From the LA economic outlook it emerges the global city's leadership in 15 distinctive industries. If the Los Angeles County were a country, its economy would rank 18th in the world in terms of nominal GDP.

Los Angeles and its surrounding territories were built by immigrants, who have contributed to the City's cultural, economic and social dynamism. Business leaders recognize (and data supports the fact) that immigrants come to Los Angeles County to find employment. As we will report in detail in the next section, a large proportion of the working age population is foreign-born. In fact, between the ages of 30 and 44 across all categories, more than half of the population of Los Angeles County is foreign-born; between 45 and 54, it is exactly half. In the younger working age categories (between the ages of 20 and 29), natives dominate but this is also where we find the highest concentration of the most recent migrants. In any case, immigrants are a significant segment of the general population of Los Angeles that is working, living, and spending throughout the region. Their contribution to the local economy is vital, especially in terms of their labour; without them there would be a job surplus.

Coalitions, Alliances

In Los Angeles numerous cross-sector coalitions and alliances are working to attract and retain companies that create jobs and fuel the city's economy. Some of them have been launched under Mayor Villaraigosa's leadership. The focus is business-oriented, appealing to companies to attract people and jobs.

The **Los Angeles Economy and Jobs Committee**, established in October 2006, is a broad-based coalition of leaders from business, academia, labour and the non-profit sector who were asked by Mayor Antonio Villaraigosa to develop specific action recommendations for economic development and the creation of quality jobs in Los Angeles. The committee's 26 independent business, labour, academic and non-profit leaders self-funded this project and devoted more than one year to develop 100 specific action recommendations. These recommendations are intended to support and enhance environmentally sustainable economic development and job creation in the City of Los Angeles. Chaired by Russell Goldsmith, chairman and CEO of City National Bank, the largest bank headquartered in Los Angeles, the Los Angeles Economy & Jobs Committee is comprised of a broad cross section of the city's leaders who share with the Mayor a common belief that Los Angeles needs to more energetically and effectively support and develop its economy and create jobs.

Always under the direct leadership of Mayor Villaraigosa is the **Regional Economic Development Institute (REDI)**, a career and technical education applied research, training and technical assistance centre based at Los Angeles Trade-Technical College. The REDI program endeavours to effectively connect high-demand industries and jobs to the local workforce, with a special emphasis on unemployed and underemployed populations. This combined with the State's spotlight on Career Technical Education (CTE) will work to further develop the skills of our local workforce while preparing the future workforce to fill the gap left by the baby boomer retirement.

Another collaborative network across sectors has committed itself to promote and sustain the region's creative assets more effectively, with a focus on green technologies. Representatives from business, education and government with the endorsement of Mayor Antonio Villaraigosa formally signed a partnership known as **CleanTech LA alliance** to establish Los Angeles region as a hub in the emerging new clean-technology business.

The partnership is part of the Mayoral agenda, as recently outlined in his State of the City speech (April 2009), to lure and retain capital, talent, and workforce that focus on green technologies. The CleanTech LA alliance, which include among the others the Los Angeles Chamber of Commerce, Los Angeles Business Council and Los Angeles County Economic Development Corporation, represents, according to Villaraigosa, a "*giant leap forward in our effort to make this city the global capital of clean technology*"^{lxii}.

Los Angeles: Mobilize the Immigrant Vote

Openness Index: Commentary on Governance and Leadership Factors

In reviewing the governance and leadership factors of Los Angeles we have found out that the city offers an anomaly amongst our case study cities on an evaluation of the openness indicators. The United States migration and integration policies are skeleton, ad hoc and greatly underfunded; consequently, in Los Angeles we have found that no office is charged with guiding immigration and integration policies, and this inaction is probably the reason that the city has a large, settled but unauthorised population, - in fact the largest in the nation.

In terms of Welcome Services, we have observed that language still represents a powerful barrier despite the fact that over 40% of all students in Los Angeles schools are English Language Learners and the County provides adult language instruction through an adult education system, which is state funded. The City County website itself (<http://portal.lacounty.gov>) is available only in English, with some documents in Spanish. However, the County offers information and support in English and Spanish through the web portal lacountyhelps.org.

Since 1966 the City has a Human Relations Commission, established in 1966 as a result of the Watts Riots to build stronger human relations among residents of one of the most diverse cities in the nation. In 1996, the Commission became a permanent City department. The goal of the Human Relations Commission is to assist in assuring all people the opportunity of full and equal participation in the affairs of City government. This is accomplished through activities and programs designed to reduce discrimination, tension and violence and to advance inter-group relations. The Commission supports all efforts to create a city free of racism and violence where residents may live and work in an environment of respect, mutual tolerance and human diversity.

Due to its unique size, the presence of an immigrant population, unauthorised migrants, mixed-status families, a growing second generation and the federal framework for integration, the indicators analysis in Los Angeles will require deeper investigation and the expertise of local data experts.

Introduction

By far the most populated and diverse city in the United States, Los Angeles is home to people from more than 140 countries, who speak at least 224 different languages. The total population of Los Angeles County, as of 2006, was approximately 10 million with Hispanics/Latinos and Asians being the largest groups (respectively 4.7 and 1.3 million^{lxiii}).

Immigrants (including undocumented immigrants) in Los Angeles County make up 59% of service sector workers, 80% of production or manufacturing workers, 67% of construction workers, 62% of transportation workers, 46% of sales workers, 56% of agricultural workers, and 61% of installation workers. As of 2005, first-generation immigrants had started at least 22 of Los Angeles's 100 fastest growing companies. According to one estimate, immigrants are starting as much as 80% of all new businesses in Los Angeles^{lxiv}.

Despite the fact that growth of immigrant communities in the County has contributed to the City's economic and cultural vibrancy, members of these communities face significant obstacles that prevent them from fully participating in the city's political and civic life. Nowhere are these barriers more apparent than in the disparity between who lives and works in Los Angeles and who votes in Los Angeles. Data from 2000 showed that for every ten immigrants who are eligible to vote, approximately six have registered to vote and only three actually cast a ballot^{lxv}. This trend is particularly troublesome, given that many crucial public policy issues are decided by ballot initiatives (including several that specifically target immigrants communities).

The Mobilize the Immigrant Vote (MIV) was specifically designed to address these barriers.

The Mobilize the Immigrant Vote

The MIV 2004 Campaign was the first-ever statewide electoral campaign in California that focused on developing a multi-ethnic coalition of community-based organizations working within immigrant communities and building their capacity to register, educate, and mobilize their constituents for electoral participation. The MIV Campaign was led by the Partnership for Immigrant Leadership and Action (PILA) in collaboration with six immigrant organizations including the Coalition for Human Immigrant Rights of Los Angeles (CHIRLA) and 112 community-based organizations (CBOs).

Although increasing voter turnout among immigrants was a prime goal of the effort, MIV's election work was conceptualized as part of a larger and ongoing movement for social change. A cornerstone of the MIV approach is building leadership capacity of existing organizations to participate effectively in both the short and long-term goals of the campaign.

To support the work of its community-based campaign partners, the MIV Collaborative developed and disseminated critical multilingual voter education materials, conducted five electoral basic trainings and two media trainings, organized community-based issue analysis forums to decide MIV positions for the immigrant voter guide, and documented activities throughout the Campaign. To raise public awareness about the importance of the immigrant vote, the Collaborative also developed and produced paid GOTV ads on Spanish language radio and coordinated statewide media advocacy efforts. The budget in 2004 was approximately \$255,000; \$100,000 was raised from foundations, and the remainder was contributed in-kind by these six collaborative partners.

The 2004 MIV Campaign achieved highly impressive results including:

- 20,521 + new voters were registered.
- 70,000 + MIV voter rights palm cards were distributed in 7 languages.
- 21,655 + MIV immigrant voter guides were distributed in 7 languages.
- 10,012 + immigrant community members participated in community based voter education events and activities.
- Within the subset of voters contacted by organizations that participated in the MIV, 73% turned out at the polls. 69% of these voters were first times or infrequent voters.

The impact of MIV went well beyond engaging immigrants in the elections. MIV laid the groundwork for a multi-ethnic, statewide movement by building relationships and trust among grassroots organizations. 59% percent of organizations that participated in the campaign were collaborating with other organizations they had never worked with before to carry out electoral activities, and 95% affirmed that they want to be part of future MIV campaigns. MIV plans to continue to strengthen the capacity of this network to raise immigrant voices in the electoral process and beyond.

In Los Angeles, in particular, Latino and African-American labour, faith, and community leaders launched an unprecedented grassroots get-out-the-vote campaign. Their citywide, multi-ethnic coalition helped elect Antonio Villaraigosa, the first Latino mayor. Villaraigosa's focus has been on the entire city "*growing and prospering together*".

Organizations, coordination and key agendas

The MIV Campaign was led by the Partnership for Immigrant Leadership and Action (PILA) in collaboration with the Bay Area Immigrant Rights Coalition, California Partnership (of the Center for Community Change), Coalition for Humane Immigrant Rights of Los Angeles, National Network for Immigrant and Refugee Rights and Services, and Immigrant Rights and Education Network.

In the 2004 campaign, MIV linked 112 diverse immigrant-focused, community-based organizations across California in an electoral organizing effort. Many of these groups had never engaged in such work before, and nearly a third (32 percent) reported that they would not have done so without MIV support.

Partnership for Immigrant Leadership and Action (PILA)

PILA works to increase immigrant civic and political activism, to strengthen democracy and advance social justice. PILA spearheaded the MIV 2004, staffed the infrastructure for the Collaborative, and led the overall planning, implementation, and documentation for the campaign. PILA also contributed proven lessons, strategies, and dozens of multilingual tools from their past MIV experience as well as a concurrent 9-month MIV Bay Area capacity building program with 15 local CBO partners. PILA led the development and facilitation of regional MIV train-the-trainers sessions, created media materials and spearheaded statewide media advocacy efforts, conducted fundraising and evaluation for the Collaborative, and brought 35 of their CBO partners from 10 Bay Area counties into the statewide campaign.

Coalition for Humane Immigrant Rights of Los Angeles (CHIRLA)

The Coalition for Humane Immigrant Rights of Los Angeles (CHIRLA) was formed in 1986 to advance the human and civil rights of immigrants and refugees in Los Angeles, promote harmonious multi-ethnic and multi-racial human relations, and through coalition building, advocacy, community education and organization, empower immigrants and their allies to build a more just society. CHIRLA signed-on and directly supported 24 Los Angeles (LA) area community organizations for participation in MIV. In addition, CHIRLA expanded the reach of the campaign in the LA Area through participation and sharing of MIV materials in a citywide coalition called ALLERT (Alliance of Local Leaders for Education, Registration, and Turnout), which engaged in direct voter mobilization in low-income Los Angeles neighbourhoods.



Transferable lessons

As highlighted by the MIV Campaign, a movement-building approach to elections focuses not only on short-term increase in voter turnout and wins on specific ballot initiatives, but also:

- builds leadership and capacity within low income immigrant communities and organizations;
- catalyzes and strengthens diverse multiethnic alliances; and
- connects electoral work to ongoing organizing for social justice.

With this vision underpinning all aspects of their work, the MIV Collaborative planned, implemented, and documented an innovative campaign that ultimately mobilized tens of thousands of immigrant voters and strengthened relationships and capacity among existing community organizations.

The collaborative structure made the statewide campaign possible. The Collaborative used a committee structure to complete most of the work of the Campaign, and each member contributed substantively to at least one committee. However, depending on capacity, resources, and specific areas of expertise, members of the Collaborative contributed to the Campaign at different levels. With more explicit role delineation in the future, the Collaborative anticipates more efficiency in determining specific responsibilities and allocating resources based on the different levels of contribution.

Rotterdam, The Netherlands.

Home to the largest port harbour in Europe, the city of Rotterdam in the south west of the Netherlands has a municipal population of 600,000 and an immediate metropolitan population of 1.2 million. Rotterdam forms part of the 'South Wing' of the polycentric Randstad belt region in Western Holland, which incorporates the Hague and Amsterdam and has a population of almost 7 million.

Despite a long-standing trading spirit, Rotterdam has endured the difficulties associated with considerable industrial re-structuring to diversify away from traditional manufacturing and port-related specialisation. While the port remains the region's indispensable logistics cluster, the city has sought to develop new economic growth clusters, notably in health and media, and is gradually developing a presence in insurance and consultancy. City-regional co-operation has contributed to the redevelopment of key office space in targeted municipalities, and is also responsible for emerging investment-attraction initiatives designed to provide new jobs for the city's high foreign-born population.

Rotterdam faces land constraints in the long-term expansion of its port capability, and has the challenge of diversifying towards more value-added activity. Still regionally rather than globally oriented, the city has not realised its knowledge economy and innovation potential, and its labour market remains sluggish, inflexible, and comparatively low-skilled. Rotterdam has invested to upgrade its housing stock, as a very high proportion of the population rent housing through the social sector, but stringent regulation and a limited role of market forces has limited the growth of quality housing. Furthermore the city's port volume and inaccessible transport lay-out has contributed to regular road congestion, while its airport has insufficient capacity to meet regional growth needs. At the governance level, municipalities have decentralised many of their responsibilities to municipal districts, resulting in considerable variation in levels of service provision and fragmented regional infrastructure.

KEY AREAS OF GLOBAL STRENGTH

Port location and resilience – long-term port prospects are sound, given favourable location, deep-sea capacity, artificial land expansion, diversified shipments, and new freight railway network to Germany

Proximity to regional hubs – Rotterdam is well-placed to become a key node within the Randstad region, and benefits from close air, water and rail links to the UK, Brussels and Paris. The (under-realised) potential for complementary economic specialisation is high.

Water city potential – vulnerability in the fields of energy and climate present a clear opportunity for innovation in the development of a low-carbon future, begun through the city's Strategic Energy Policy portfolio

Safety and security policy – Rotterdam's specially developed 'Safety Index' – focusing on youth and drugs crime – is a model of neighbourhood-oriented multi-actor cooperation

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Developing and retaining knowledge workers – the city has witnessed a net loss of highly-skilled workers to the US and EU, exacerbated by a lack of a high-quality housing stock capable of attracting high-calibre international populations

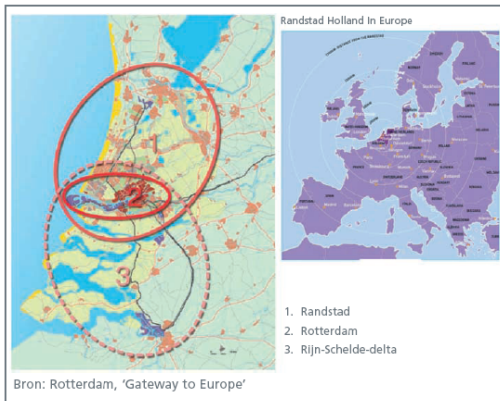
Social cohesion – Rotterdam remains a site of social tension borne out of high levels of immigration and unequal access to the labour market and higher tiers of education. The city's multi-ethnicity has not resulted in a comfortable cosmopolitanism.

Transport bottlenecks – congestion in Rotterdam harbour has yet to be fully resolved, partly due to a lack of co-ordination at wider regional level.

Lack of regionally-focused leadership – local leaders in Rotterdam have used their power to consistently block attempts to reorient governance to a more regional level, while local public is highly resistant to changes in governance.

City Leadership

The Rotterdam Municipality is governed by a Commission of Mayor and Aldermen, elected every for years. Whereas the Aldermen are accountable to the municipal council, the Mayor is established by the Queen. The



City Hall is responsible for the overall policies of the city, while the City Districts (which exist in Amsterdam and Rotterdam) have power over affairs that concern their district only. The administrative structure of the city districts replicates the structure of the municipality, consisting of a city district council and a board of city district aldermen presided over by the city district president. The city district has a relatively important role in the implementation of welfare policies and in the implementation of urban development programs^{bvi}.

Local government is involved in migration issues for three reasons: firstly, because it has the responsibility for urban facilities, for town

planning and preservation of order and security, for the environment, and for the reduction of nuisance; secondly, because it pursues a policy that is directed towards the welfare of the inhabitants of the city, and towards their chances and opportunities in employment, education, culture and recreation; thirdly, because it is up to the local authorities to pursue a policy that is aimed at developing a robust democratic society, in which the behaviour of citizens is based on decency, non-violence and mutual respect^{bvii}.

Rotterdam has been one of the first major European cities to appoint a Muslim immigrant as its mayor, Moroccan-born Ahmed Aboutaleb. In making its selection, the Rotterdam city council described Aboutaleb, of the left-leaning Labour Party as "an inspiration to all Rotterdam residents."^{bviii} He has taken office in January 2009.

City Leadership agendas and vision

Economic Strategy in Rotterdam is led by the Rotterdam City Development Corporation (RCDC), part of the Rotterdam Municipality. The RCDC is responsible for the economic and spatial development of the city, attempting to create a 'multi-faceted, attractive and international metropolis'. RCDC has a statutory existence and remit to undertake spatial and economic planning and to operate marketing and business advice services.

The RCDC has a Rotterdam based remit and aims to work only on Rotterdam. With the importance of the port there is a national significance to their work, but it is established locally. The RCDC has recently begun to do some work on regional development in promoting technological investment but this has a limited scope and presence.

The creative sector in Rotterdam is booming even faster than in Amsterdam. This is mainly due to the availability of cheap space in combination with an atmosphere for experiment, innovation and an entrepreneurial mentality. In order to exploit this trend to the maximum, the Rotterdam Development Corporation is developing a policy that aims to remove obstacles for entrepreneurship, offer a better service to the sector and create spaces for entrepreneurship.

In terms of spatial policy, three different urban spaces are being re-thought of as "creative areas":

- The city centre for high brow creative activities and meeting places
- Marginal neighbourhoods for small entrepreneurs
- Former industrial and port areas for companies and activities that need large spaces or that are in conflict with urban life like noisy activities

At present Rotterdam is undertaking a profound transformation of the old port area that is expected to take 10-20 years. During this period Rotterdam wants to use the creative sector to keep this area alive. The real estate in the area is partly owned by the port and the city authority, who will keep it in their possession and they will let it out under cheap rentals. In this way both the economic as well as the spatial goals will be achieved.

Influence on other business areas

The RCDC does not call on other units within the city business/economic environment other than in an informal, advisory role. There is no space on the RCDC for formal business representation. The national government does have an influence on the way in which the Rotterdam municipality operates, through national development plans, policy decisions on decentralisation and planning and other strategic decisions. The Randstad region organisation does not directly liaise, but is linked to the municipality so informal communication is certainly possible.

The economic policy of the city is strongly defined, but output assessment is hard to find (or only exists in the Dutch language). Typical economic indicators such as GDP and unemployment are mobilised by the city, but whether definitive measures of particular policy exist is hard to note. With respect to social and regeneration policy, measures such as houses built and the density of housing are key. Also, tertiary sector floorspace is a measure of success used but does not appear to be an indicator defined before a round of policy implementation.

Internationalisation

This is summed up as the statement '*The Gateway to Europe*'. City planners consider the European continent its hinterland in promotional literature. Rotterdam still operates on an economic policy basis, and does not have a strategic plan in the Barcelona mould that other cities are starting to develop.

The main function of Rotterdam remains the port: this is its lifeblood and gives it an enormous competitive advantage. It acts as a traditional Marshallian cluster, bringing together business and activities associated with freight, transport and trade, as well as ship maintenance and other technical operations.

On top of this, the city has begun to develop a more diverse sector base as a response to increasing freedom from central government control and a need to spread the productive base in a globalising world. In particular, the arts and architecture are big sectors (the latter building on Rem Koolhaas' practice) and have maintained continued employment and image making for the city. It is also attempting to develop a local film industry for Dutch cinema and as a shooting location for European film-makers, along with the associated studios and technicians required to make a film. The city furthermore has an increasingly aggressive tourist agency aiming to offer a Dutch experience that is not Amsterdam, red lights and Ecstasy. International conferences, distribution and transport industries and low level services in expanding retail and restaurant sectors are also major policy aims, and heavily associated with the regeneration policies.

Economic policy has played second fiddle to the city's regeneration/social policy since the 1970s. This is mainly because the focus on ensuring the port's prominence is key: this drives all else. Adam Smith's specialisation theories bear up well here (Edelenbos, *J et al*, n.d.). But whilst massive decline of the port may leave the city isolated from international flows, and it remains the driver of growth and its existence, the dominance of the port and its strategic importance in the plans of international producers mean that structural decline is highly unlikely: Harwich, Caen and Hamburg cannot compete at scale.

Rotterdam is the largest port in the world, offering connections to all major economic centres. Some claims state the port processes each week more tonnage than the Port of London did in one year at its peak. Rotterdam Airport has good direct connections with fast check-in times to a growing number of major European cities (including London, Hamburg, Milan). Schiphol Amsterdam, one of the largest airports in Europe, is situated 45 minutes away. A new high speed train is being built to reduce that journey to just 16 minutes. Rotterdam has an extensive number of short sea/feeder services with connections to more than 200 European ports and beyond. And situated on the river Meuse Rotterdam has well developed inland waterways. Since inland shipping is a reliable and inexpensive mode of transport more than 50% of the international throughput in the city is transported by barge. By train, Paris is two and half hours away, Brussels one hour, and from there London is only 2 hours more by Eurotunnel.

Soft infrastructure is good, with the Dutch system still maintaining a welfarist legacy. Hospitals, schools and universities are plentiful, and the education system in the city (and the Netherlands as a whole) is reportedly excellent. Rotterdam does have a more decayed urban fabric than some of the more touristy centres such as Amsterdam and The Hague. This has been associated with the social impacts of unemployment (which is about 14%) in the city. Most of this has come through changes in the Docklands areas that has led to labour cuts despite continued productivity and growth.

Rotterdam is home to the Dutch half of Unilever, and Mittal Steel Company N.V., the world's largest steel company. The Port of Rotterdam has a strong relationship with the Port of Shanghai, the only port in the world exceeding the port of Rotterdam in terms of oil shipped.

The Erasmus University has a strong focus on research and education in management and economics. The University is located on the east side of the city and is surrounded by numerous multinational firms. On Brainpark I, Brainpark II, Brainpark III and 'Het Rivium' are offices from Deloitte, PWC, AIG, KPMG, CMG, Procter & Gamble, Coca Cola Company, Cap Gemini, Ernst and Young and others. In the centre of the city are Unilever and also Robeco, Fortis (including Mees Pierson and Stad Rotterdam Verzekeringen) ABN AMRO, ING (Nationale Nederlanden) and the Rotterdam WTC.

Cultural Environment

In the 1980s, the city made cultural regeneration and development its focus, designed to enhance inner city liveability and to encourage the relocation of business to a pleasant city. A mix of national government policy including *cultuur verspreiding* (cultural dissemination), designed to redistribute cultural facilities away from Amsterdam, and the 1990 Fourth National Report for Planning which said cultural facilities enhanced urban imagery and competitiveness, coupled with local desire for employment in cultural facilities to led a decade of rapid cultural development. Today, Rotterdam is known for its unusual architecture and its embracing of modernity in all its forms. Art galleries are decentralised and democratic – even some police stations have an exhibiting space for local artists to use whilst also serving communities. Leisure and sporting activities are plentiful, and football and handball teams compete in city stadiums. In all, whilst Rotterdam does not possess the grandeur and reputation of culture in Amsterdam, it does have on offer a viable cultural and entertainment scene. The Erasmus Bridge and Theatre Square are international centres.

Rotterdam is European Youth Capital 2009.

Growth Drivers

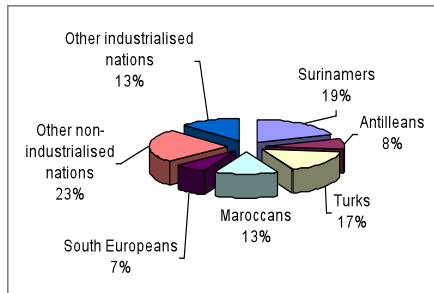
The port remains the main growth driver, given its strategic importance to the country as a whole. Architecture, conferences, tourism and small and medium sized enterprises are increasingly important in the city's growth.

Despite a long-standing trading spirit, Rotterdam has endured the difficulties associated with considerable industrial re-structuring to diversify away from traditional manufacturing and port-related specialization. While the port remains the region's indispensable logistics cluster, the city has sought to develop new economic growth clusters, notably in health and media, and is gradually developing a presence in insurance and consultancy. City-regional co-operation has contributed to the redevelopment of key office space in targeted

municipalities, and is also responsible for emerging investment-attraction initiatives designed to provide new jobs for the city's high foreign-born population.

Rotterdam faces land constraints in the long-term expansion of its port capability, and has the challenge of diversifying towards more value-added activity. Still regionally rather than globally oriented, the city has not realised its knowledge economy and innovation potential, and its labour market remains sluggish, inflexible, and comparatively low-skilled. Rotterdam has invested to upgrade its housing stock, as a very high proportion of the population rent housing through the social sector, but stringent regulation and a limited role of market forces has limited the growth of quality housing. Furthermore the city's port volume and inaccessible transport lay-out has contributed to regular road congestion, while its airport has insufficient capacity to meet regional growth needs. At the governance level, municipalities have decentralized many of their responsibilities to municipal districts, resulting in considerable variation in levels of service provision and fragmented regional infrastructure.

Population diversity and openness



The City of Rotterdam has a population of 600,000 but lies within a city-region (or Travel to Work Area) of about 1.4 million residents. Some 50% of the City population is foreign born. The percentage of Muslims is about 13% of the total population, and the majority have a Turkish, Moroccan and Surinamese background^{bix}.

Over time the composition of the population has changed dramatically. After the war the number of people living in the city centre fell from 80,000 to 28,000, compared with a working population of 80,000 workers. In just over two decades, the population of the

city as a whole fell by 175,000, or a quarter from its peak of 740,000 in 1965, with the decline levelling off after 1975. At the same time as the better off residents left for the new suburbs, others took their place. In the 1950s Europeans and North Africans came to work in the rebuilt port, followed in the 1970s by immigrants from Cape Verde and the Dutch Antilles. During the 1960s and 70s immigrants also came from the former Dutch colony of Surinam, mainly as guest workers attracted by jobs in the port, jobs that then disappeared with containerisation and mechanical handling.

By 1990, a combination of 'chain migration', and an influx of refugees and asylum seekers from Africa, Asia and Latin America, referred to as traditional ethnic minorities, had created major challenges for the big cities. By 1996 22% of the working population and 40% of the residential population in Rotterdam was of non Dutch origin. Young people have tended to move into the city to study or join a partner, while those with a Dutch background have tended to move out to the suburbs in their 30s^{bix}.

The case for diversity and openness

An historical port city, Rotterdam has suffered from the decline of the industrial activities related to the port and has gone through a long-term decline due to technological change. This shift has led to a loss of local population and a continuing multiculturalization of Rotterdam itself with "young, single, poor, immigrants settling [in Rotterdam] and old(er), rich, native-born couples leaving the city" (COS Rotterdam, 2004). Between 2002 and 2006 the local leadership agenda brought the ethnic-racial dimension to the fore: safety and "livability" of the neighbourhood took precedence over more progressive notions of social inclusion. This has led to a polarisation in the city with the result of a safer climate but weak social cohesion. The new Municipality government, elected in 2006 has instead focused on the city's diversity as an asset for the cultural city base aimed at increasing the urban quality of life. The point is not on attracting new population but how to manage the existing diversity to get benefits from it. Since being Cultural Capital of Europe for the year 2001 with the motto 'Rotterdam is many cities', Rotterdam had worked to market itself as a multicultural city: it

attempts to bring the cultures of ethnic minorities into contact with the rest of the city, with a particular focus on supporting and developing youth culture.

This new shift in city leadership has made the Municipality reconsider diversity as an integral aspect of the City itself. It no longer separates the integration policy from other issues but includes it in the Social theme of the Municipality programme (2006-2010). Together with housing, safety and economic issues, the social theme *aims to enhance the social quality of Rotterdam through participation and unity*. Within this new framework there is a shift from integration to participation and from immigrants to Rotterdammers as urban citizens who have rights but also obligations. Participation is achieved with the implementation of programmes which include learning Dutch, emancipations, anti discrimination.

Coalitions, Alliances.

The **Economic Development Board Rotterdam** (EDBR) is a platform comprised of more than thirty opinion-leaders from the business community and the educational, scientific and cultural sectors, together with the director(s) of the Rotterdam Development Corporation and the Port of Rotterdam. It was established in 2004 following an analogous initiative in Singapore. Since then, the EDBR members have advised the Municipal Executive on economic investments and promoted the rapid initiation and execution of (economically) promising projects.

The **International Advisory Board Rotterdam** (IAB) is the international peer of the EDBR. The fifteen members of this advisory agency, former heads of government, CEO's and academics from more than ten countries meet once a year in Rotterdam. They advise the Municipal Executive on opportunities for strengthening Rotterdam's economic development based on their expertise and world-wide experience. The IAB serves as a sounding board for the Municipal Executive in issues related to international economic developments. In spite of enduring its strategic position, IAB has advised the City Council to use the city intercultural characteristics as a magnet to attract positive attention to Rotterdam, and spread its image from a port and industrial city to a more diverse and dynamic one, with an increasing level of quality of life.

Rotterdam: Urban Citizenship

Openness Index: Commentary on Governance and Leadership Factors.

In terms of the BAK Basel governance indicator of Welcome Services, the website www.rotterdam.nl offers practical information on settling in the City in English ('Practical Guide for New Residents booklet) and provides further support through the Expatdesk, located at the World Trade Centre in Rotterdam.

Contrary to past policies, the city has adopted a new approach to migration and integration issues. What is distinctive about this approach is that the Municipality no longer pursues a specific policy on migrants. This new approach, as presented in the above case study has led to a commitment toward an Urban Citizenship. The new City government elected in 2006 introduced a single integrated policy for all its citizens, regardless of their migration background. So with regard to indicators of Openness all the City Council's activities are now regarded as being part of the social framework. Within it, the City manages several projects and activities to support the language, job coaching and diversity policy in Council departments.

Rotterdam has a population of around 600,000 inhabitants, 50% of whom have a foreign background. Muslims comprise close to 13% of the city's population. The city has recently appointed the first ever Mayor with immigrant origin, the Dutch Moroccan Ahmed Aboutaleb (January 2009).

As part of the city effort to encourage effective dialogue between cultural communities, new immigrants and the larger community, the Municipality has developed a new policy plan focussing on all the citizens of Rotterdam regardless of their ethnic origin. This makes a political statement and demonstrates commitment to the idea that the city's diversity is both necessary and deliverable.

Urban Citizenship

In line with this new city approach to integration and participation, in May 2006 the Municipality adopted an official commitment to "Urban Citizenship". This concept refers to the adoption of an integrated framework for all activities in Rotterdam during the 2006-2010 political term - with a focus on the areas of participation, emancipation and citizenship. The new policy does not pursue a specific policy for migrants but a unique one for all citizens of Rotterdam. It is based around the central tenets of participation, dialogue and an improved quality of life for everyone.

The Urban Citizenship policy document (January 2007) explains: "*Citizens of Rotterdam are world citizens. But citizens of Rotterdam are also urban citizens. No matter how different they are, they are united by one thing: The fact that they are all citizens of Rotterdam.*"

Box 1 shows the concrete actions that the City has identified to promote the idea of urban citizenship.

Within the city's commitment to urban citizenship the City Council has recruited a high profile and recognized international commentator, Tariq Ramadan, to draw greater attention to integration issues and send a strong message to all the interested stakeholders. The City Council has also funded the Chair in "Identity and Citizenship" (Faculty of Social Sciences and the Faculty of History and Arts) at Erasmus University.

The 'Citizenship, Identity and Feeling at Home' project implements parts of the policy document on Urban Citizenship and is part of the 'Dialogues on Urban Citizenship' (Dialogen Stadsburgerschap) implementation programme. The starting point in these dialogues is that diversity is not a problem but, on the contrary, an excellent opportunity to make the city a Leading Cultural City in Europe.

The 'Building Bridges' city dialogues implementation programme of December 2007 explains: *The dialogue and communication on urban citizenship are tools to involve Rotterdam citizens in the policy and in forming coalitions to realise urban citizenship. In the end, urban citizenship will only be 'alive' when Rotterdam citizens really start acting on it. The dialogue therefore encourages the formation of new coalitions. Conversely, the dialogue on pride in the city, reciprocity, identity, participation, and a sense of standards and values adds an extra dimension to the existing programmes in the field of, for instance, the approach to street or district, where the focus is on the quality of life and social cohesion in the neighbourhood^{xxi}.*

Box 1. Rotterdam: Urban Citizenship in action

The following represent concrete actions on which the City is currently working to practically promote the idea of urban citizenship.

Enhance language skills: Learning Dutch is considered the fundamental step to integration. There are 20,000 language and integration projects currently in place (e.g. Participate Through Language programme, a language course which is linked to the encouragement of activity, for instance via work experience).

Integrated approach to discrimination: Rotterdam has joined the "European coalition of cities against racism," and thereby set down a ten-point plan for combating racism and discrimination.

Diversity policy in the municipal authority. As one of the city's largest employers, the municipal authority can make an important contribution to setting a positive example.

Rotterdam Ideas. Facilitate the implementation of Rotterdammers' ideas on how to improve streets or districts. The Idea Caravan is currently carrying out nearly 500 citizens' initiatives together with the people who proposed them).

Emancipation of women. Women's involvement is considered the crucial first step in the participation of families and children. Women are particularly encouraged to learn Dutch, to help at schools, and to look for work. Investing in better facilities for women is a priority.

Searching for talent. The IAB recognises that there are unidentified opportunities hiding in Rotterdam's diversity. The City Council is working to set up a Talent Development Taskforce in order to track down this talent and to help it to blossom, encouraging mentoring arrangements and grants.

Encouraging entrepreneurship. Promoting independent entrepreneurship providing support through workshops and training schemes.

Making facilities available to all Rotterdammers: from sport to education facilities, the municipal authority's services are being improved with the creation of urban centres to enable all Rotterdammers to participate.

Exploiting the power of the city, forming vital coalitions. Currently 62 "district social action programmes"

(one for each district of Rotterdam) exist to improve the involvement of citizens in their districts.

Encouraging dialogue in the districts. The Council is attempting to make dialogues on Islam and integration possible on a small scale in districts, neighbourhoods and schools. It is thought to be this kind of debate based on democratic rules and at a low threshold level that will encourage Rotterdammers to become urban citizens.

Source: Urban Citizenship: the Slogan is Participation

Organizations, coordination and key agendas

As Muslims comprise 13% of Rotterdam's total population,^{xxxii} the City Council showed boldness and vision in appointing an international figure, Tariq Ramadan, considered a leading voice of moderate Islam, to lead the integration debate and help to build trust and mutual knowledge between the both Muslims and Non-Muslims. Dr Ramadan, one of the world's foremost intellectuals, is recognised for his reformist views on Islam, including his emphasis on the difference between religion and culture (which he believes are too often confused) and belief that citizenship and religion are separate concepts. Dr Ramadan believes that "**Integration is a concept from the past, contribution is the concept of the future**" and urges Rotterdam to start a post-integration discourse, where integration doesn't mean 'another population group' which does not belong to 'us'.

During the four years of his work for the city, which ended in 2009, Ramadan's work in Rotterdam has brought this debate to schools, mosques and community centres particularly around the issues of education, employment and media and perception. Ramadan has advised the municipality not to fall into the trap of accepting the 'culturalisation', 'regionalisation' or 'islamisation' of socio-economic problems but to fight this from a common and shared responsibility and from equal rights.

In the spring of 2007 Ramadan conducted an extensive city tour of Rotterdam, asking various groups how to develop a model of urban citizenship that recognized the contribution of each citizen and could contribute to a collective sense of belonging. He feels that the concept of citizenship goes further the legal aspect - *laws ensure citizens have passports and enjoy certain rights* – he says - but psychologically it is about "*this feeling of being at home.*" "*It's important people understand the common ground of citizenship as being a member of a society,*" Ramadan said, "*to get beyond this obsession over integration and asking people to remove things from their identity.*"^{xxxiii}

Ramadan's initial focus was on the field of education as the first necessary step towards good citizenship. Subsequently he has focused on the fields of employment and the labour market and later on media and perception. With Ramadan's co-operation, the City of Rotterdam has recently launched the 'Joining Hands against Forced Marriages' campaign. The project began as a local initiative led by the Platform Islamic Organisations Rijnmond but has since been promoted in six other European countries.^{xxxiv} Ramadan's overall message was that the city should adopt a holistic approach to enable it to do innovative and pioneering work. Perception, communication, and co-ordinated and targeted actions were the upshot of his contribution. Rotterdam's approach to integration continues to display more synergy, more co-ordination, and especially more communication in light of his efforts.

Appendix 2 List of Interviewees

City	Name	Position	Organization
Auckland	Kaaren Goodall	Executive Director	Committee for Auckland
Auckland	Clyde Rogers	Group Manager	Auckland Plus
Auckland	Raewyn Stone	Acting Manager, Community Development	Manukau City Council
Auckland	Justin Treagus	Programme Director OMEGA	Committee for Auckland
Dublin	Vannesa Ahuactzin	Design Twentyfirst Century	The Creative Alliance
Dublin	Peter J. Finnegan	Director of International Relations and Research	Dublin City Council
Dublin	John Tierney	City Manager	Dublin City Council
Stuttgart	Ayse Oezbabacan	Department for Integration Policy	Stuttgart City Council
Toronto	Ratna Omidvar	President	Maytree Foundation

Toronto	Randy McLean	Senior Policy Advisor	Economic Development Division City of Toronto
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- ^{xxii} Around 50% of the Muslim population have a Turkish background, 25% have a Moroccan background and 25% have another background, such as Surinamese, Bosnian, Indonesian or Pakistani (GR, 2004)
- ^{xxiii} <http://www.ottawacitizen.com/Life/Diverse+cities+must+bridge+them+divide+expert/1333716/story.html>
- ^{xxiv} http://www.itnan.nl/spior/index.php?option=com_content&task=view&id=160&Itemid=



City of Düsseldorf



POZnan
* Eastern energy. Western style



City of Vienna



URBACT II

URBAN is a European exchange and learning programme promoting sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal challenges. It helps them to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT is 300 cities, 29 countries, and 5,000 active participants.

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