

CITIES ACCOMMODATING DIVERSITY

- Findings and recommendations from the peer review project “Diversity and Equality in European Cities”



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EUROCITIES is a network of more than 140 major European cities. EUROCITIES gives cities a voice in Europe, by engaging in dialogue with the European institutions on all aspects of European legislation, policies and programmes that have an impact on cities and their citizens. EUROCITIES provides a platform for its members to share knowledge and ideas, and together analyse and develop innovative solutions to common problems. Where integration is concerned, two working groups of city practitioners work together on issues around Migration and Integration and Economic Migration. www.eurocities.eu



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INTRODUCTION ●

European cities are becoming ever more diverse with new migrants arriving and contributing to their growth in a variety of ways. As key actors in supporting migrants integrate into their new societies, city governments have to constantly adapt to the needs of new population groups and to capitalise on the diversity of their population. This is where the DIVE project (Diversity and Equality in European Cities) links in as a project facilitating learning on innovative approaches to local integration governance that enables cities to meet these challenges.

Led by EUROCITIES, the network of major cities in Europe, DIVE brought together the member cities of Amsterdam, Rome, Leeds, Berlin and London as well as expert partners Migration Policy Group and ethical partnership in a benchmarking and peer reviewing exercise on diversity and equality policies in the field of migrant integration. Starting from the principle that integration requires mutual accommodation between established residents and migrants, the DIVE project focused on policies for the promotion of diversity and equality within the context of local integration strategies in city governments. DIVE looked at how cities can effectively implement policies that embrace diversity and create equal opportunities, allowing them to harness the benefits of a diverse population.

The project identified four key roles in which local authorities can promote diversity and equality: as employers, as policy-makers, as service providers and as buyers of goods and services.

These four areas were chosen to provide local decision-makers with concrete recommendations on how to eliminate obstacles to capitalise on their diverse populations.

Be it in Berlin or Rome, cities experience similar challenges in incorporating diversity and equality principles in their policy development and in designing services. Whether it is ensuring that their staff have the necessary skills to deal with a diverse customer-base when delivering services or that their suppliers of goods and services respect diversity and equality principles. The responses to these challenges depend on the local and national context within which these cities operate. DIVE appreciated that such differences in context result in varying approaches and took this into account when making its analysis. The aim of the project was to provide recommendations in the four identified areas which can be applied in any city across Europe, regardless of its specific context. In the following pages, you can explore the outcomes of this process. After an overview of the benchmark developed by the DIVE partners, a detailed analysis of each of the four areas follows highlighting common challenges and potential recommendations. Good practice examples from each of the peer reviewed cities are put forward which may act as inspiration for local authorities in planning or adapting their future policies and services.

Benchmarking and Peer Reviewing

Developed under the lead of the Migration Policy Group (MPG) and with input from the project partners, the benchmark used in the DIVE project provided the standards to which cities aspired and against which performance was measured in the four fields under review. Peer reviews in the four European cities of Amsterdam, Berlin, Leeds and Rome then applied this jointly defined benchmark to learn from each other and to assess how each city was performing.¹

The peer review teams consisted of local integration practitioners from the city partners, the benchmarking and peer review experts and the project coordinator. Each peer review started with a self-assessment of the city under review against the standards set out in the benchmark in an Initial Report. The peers then started their assessment by a Desk Review of the Initial Report, leading to first hypotheses of how the city was performing against the benchmark based on the evidence provided.

The core phase of the peer review then followed with a 4-day visit to the city under review. Here, peers tested their Desk Review hypotheses by interviewing staff of the city's administration and meeting external stakeholders in a workshop setting. Following intensive evidence gathering, the peer review team then wrote up their findings and recommendations in a Feedback Report. The final step consisted of the presentation of the findings to the city by a peer.

¹ The DIVE project continued the peer learning method which had been applied in the previous INTI-CITIES project. The DIVE peer reviews benefited from the continued involvement of INTI-CITIES partners who shared their knowledge and learning with the DIVE partners.

The peer review approach facilitates transnational learning by allowing staff members of city administrations to exchange their knowledge and experiences with a structured and focused analysis methodology. The role of the benchmark is to provide a standard, which moves away from context-specific local knowledge and produces de-contextualised knowledge that can be applied in other places.

Peer reviewing and benchmarking in the field of local integration governance is an innovative and efficient tool for mutual learning. Through the feedback of an international team of practitioners, each peer reviewed city gains a deeper insight into the range of policy options and a comprehensive perspective of how its city is performing. Coming from “critical friends” that face similar challenges in their own daily work and understand well the constraints within which cities have to realise their ambitions, this feedback is often appreciated more easily and is more effective in its impact than expensive consultancy reports. The peers themselves also learn, as they are exposed to different practices in other major European cities and have the opportunity to be inspired by other cities’ approaches, bringing back new ideas to their own jobs.²

Policy Dialogue

DIVE also provided the opportunity to continue the policy dialogue established between EUROCITIES and the European Commission’s DG Justice, Freedom and Security, on how the European and local levels can best cooperate on the implementation of the Common Basic Principles that underpin the European Framework for Integration.

DIVE partners hosted two further editions of the INTEGRATING CITIES conferences series, which brought together participants from local, national and European levels. INTEGRATING CITIES III took place in Berlin in April 2009 and focused on the role of diversity management and equal opportunities in local integration policy. The INTEGRATING CITIES IV conference hosted by London in February 2010 presented the findings of this project and launched the Integrating Cities Charter on the role of local government in the integration of migrants with regard to diversity and equality policies. This Charter was developed by DIVE partner cities in cooperation with the EUROCITIES Working Group Migration and Integration. At the moment where the European Commission, Council and Parliament have adopted a new framework for migration and integration³, EUROCITIES extends and renews its own standards through this Charter.

We trust you will find this publication an interesting read and a useful resource for cities to adapt to their local context. We look forward to sharing our learning with you.

² If you wish to know more about the individual steps involved in a peer review please read the INTI-CITIES final publication which contains a step-by-step guide. This publication and more details on the EUROCITIES’ peer review projects DIVE and INTI-CITIES can be found at: www.integratingcities.eu

You can also consult a short guide to peer reviewing in the EUROCITIES’ ‘Toolkit for mutual learning’: www.inclusivcities.eu

³ The Stockholm Programme – An open and secure Europe serving and protecting the citizens: <http://register.consilium.europa.eu/pdf/en/09/st17/st17024.en09.pdf>

Glossary

The glossary below contains definitions which have been used throughout the project. They have been developed to provide background information and a common framework for the work of the peer reviews – they do not pretend to be exhaustive or to be fully in line with national or local definitions used in the daily work of city administrations.

TERM	DEFINITION	SOURCES
DIVERSE BUSINESSES	A company is considered as a ‘diverse business’ when the composition of its workforce reflects the composition of the city’s population, and/or when the company’s employment practice proactively includes diversity and equality principles.	<i>Project definition</i>
DIVERSITY	In the framework of the DIVE project, diversity is understood in a social, cultural and demographic sense, whereby a society or group is made up of individuals from different national, racial or ethnic background.	<i>Project definition</i>
EQUALITY	In the framework of the DIVE project, specific attention was paid to national, racial and ethnic equality, which requires the absence of discrimination motivated by nationality, race and/or ethnic origin.	<i>Project definition</i>
INTERCULTURAL SKILLS	Skills, knowledge and understanding required for working effectively with people from a range of linguistic and cultural backgrounds.	<i>UK National Occupational Standards for Intercultural Working; ‘Integration Encyclopedia’, German Federal Office for Migration and Refugees</i>
MIGRANT-OWNED BUSINESSES	A company is considered as a ‘migrant-owned business’ when 51% or more of the stock is owned by individuals with a migrant background.	<i>Minority Supplier Development UK; Supplier Diversity Europe; Greater London Authority; Transport for London</i>
PERSON WITH A MIGRANT BACKGROUND	For the purpose of the project, the following categories of individuals are considered to have a ‘migrant background’: <ul style="list-style-type: none"> • All nationals of countries outside of the European Union and other Western countries like the USA, Japan, etc. • All nationals born abroad or with at least one parent born abroad. • All individuals belonging to minority ethnic groups recognised in official classification standards in countries participating in the DIVE project, e.g. Black and Minority Ethnic citizens in the UK. 	<i>Centraal Bureau voor de Statistiek; Statistisches Bundesamt Deutschland; UK Office for National Statistics; Istituto Nazionale di Statistica</i>
PUBLIC PROCUREMENT	The process used by governments, regional and local public authorities or bodies governed by public law (financed, supervised or managed for more than 50% by public authorities) to obtain goods and services.	<i>Directive 2004/18/EC on the coordination of procedures for the award of public works contracts, public supply contracts and public service contracts</i>

BENCHMARKING DIVERSITY AND EQUALITY IN EUROPEAN CITIES: THE DIVE BENCHMARK



In developing the DIVE benchmark, research efforts focused on identifying the highest standards existing on diversity and equality in local public administrations across Europe. Developments and models from non-European countries such as Canada and Australia were also taken into account.

The benchmark is divided into three sets which correspond to four roles covering different activities of local authorities: policy-making, service provision, employment and procurement. The first two roles were combined into a single set so as to reach the appropriate number of indicators for the two full days of interviews of the peer review visits.

In addition to these roles, four policy areas were chosen to illustrate the four roles described above: housing, education, access to labour and entrepreneurship. Ensuring equal access to decent housing, high-quality education and remunerated activities are the cornerstones of an effective integration policy.

Within these policy areas, particular attention was given to policies and services towards newcomers, parents and teachers, migrant youth in transition from school to work and entrepreneurs within migrant communities.

The benchmark combines outcome, process and statistical indicators which attempt to link local authorities' action in the roles and the policy areas outlined above with the actual situation on the ground. For each indicator, evidence was drawn from the cities' Initial Reports, interviews with staff, workshops with stakeholders and other supporting documentation and statistics provided by the cities hosting the peer reviews.

While the benchmark orientated the peer review, the peer review process acted as a testing ground for the benchmark. The indicators which you find here were revised following comments fed back by peers after the process. For instance, a second outcome indicator was added in the set of indicators related to cities as buyers of goods and services, in order to assess if local authorities' suppliers are composed of businesses which apply diversity and equality principles in their employment practices.

Cities as policy-makers and service providers

Since the integration of migrants takes place at local level, cities must make sure that local policies are built on an assessment of the needs of migrants and are coherent with national policy approaches.

In order to promote the mutual accommodation of host societies and migrants, cities need to organise the services they provide in a way which is accessible and affordable to all citizens, regardless of their cultural, ethnic or religious backgrounds.

- The municipality has at its disposal data enabling an assessment of housing status and needs, including segregation patterns, and uses this data in policy design and to adapt services
- The municipality has at its disposal data enabling an assessment of educational status and needs, and uses this data in policy design and to adapt services
- The municipality has at its disposal data enabling an assessment of status and needs in entering the labour market, and uses this data in policy design and to adapt services
- The municipality has at its disposal data enabling an assessment of status and needs in relation to self-employment, and uses this data in policy design and to adapt services

- Equal access and non-discrimination policy goals are mainstreamed into municipal policies and services
- The municipality acts proactively on relevant EU or national policies and engages with other levels of governance
- People with a migrant background experience fair and equal treatment in benefiting services and enjoy similar satisfaction rates than other users
- The municipality consults citizens, including those with a migrant background, in planning policies and designing services
- The municipality has adapted its housing services to meet the needs of people with a migrant background
- The municipality has adapted its educational services to meet the needs of people with a migrant background
- The municipality has adapted its employment support services to meet the needs of people with a migrant background
- The municipality has adapted its business support services to meet the needs of people with a migrant background

Cities as employers

The majority of migrants in Europe work in the private sector. In contrast, local authorities are often the biggest employers in the local economy. They are, therefore, in a unique position to improve the access of migrants to the labour market by integrating them into their own workforces, thereby providing benefits both for the city administration and for the city as a whole.

- The composition of the municipality's workforce, across all staffing levels, reflects the composition of the city's population
- Staff in the municipality (service managers, human resources and service-delivery staff in particular) demonstrate intercultural awareness and understanding
- Staff with a migrant background experience fair and equal treatment by their managers and colleagues
- The municipality promotes itself as employer towards people with a migrant background
- Ethnic diversity and equality principles are integrated into the promotion and appraisal system and procedure
- Equality and diversity data are used for monitoring the municipality's workforce and employment cycle and are used to set targets

Cities as buyers of goods and services

Local authorities buy huge amounts of goods and services for their daily work, ranging from office furniture to consultancy services. While the main criterion for awarding public contracts is 'value for money', national and European legislation allow for environmental and social considerations to be taken into account as well. In this perspective, procurement can be used as an additional instrument in support of cities' diversity and equality policies.

- Migrant-owned businesses have an equal chance to bid for municipal tenders
- The municipality's suppliers are composed of businesses which apply diversity and equality principles in their employment practices
- Municipality provides resources to enable inclusion of diversity and equality principles in public procurement procedures
- Diversity and equality principles are integrated into public procurement procedures
- Promotion of diversity and equality principles with contractors
- Targeted promotion of public contract opportunities to migrant-owned businesses and diverse businesses
- Diversity and equality data of successful tenders and bidders are monitored and inform policy improvements

FINDINGS AND RECOMMENDATIONS

Introduction

The analysis is produced on the basis of the evidence collected by peers on how cities are effectively promoting diversity and equality principles in the areas of employment, policy making, service provision and procurement. This evidence was gathered during the peer review visits in Leeds, Berlin, Amsterdam and Rome and the individual city reports drafted by peers upon completion of visits.

The analysis is not a ranking exercise but rather an attempt to:

- Highlight good practices identified by peers in the DIVE cities
- Identify common challenges faced by DIVE cities, challenges that other cities in Europe may also encounter
- Propose recommendations for overcoming these challenges, applicable to other cities which have not taken part in the DIVE project

The findings and recommendations follow consistently the benchmark which has guided the peer reviews throughout the project. For each indicator, an assessment of the current status is provided. Common challenges are then listed, together with potential recommendations which aim to help local authorities in improving their policies and services.

It is important to understand that European cities all operate in different contexts. Their roles and competencies differ greatly in some areas, such as education and labour market access. Some cities are constrained by national rules and policy frameworks or approaches, while others have to share responsibilities with relevant bodies across different levels of governance. In addition, the four participating cities all have different legal frameworks for the promotion of equality and diversity which reflects how they develop and deliver services. The amount of financial resources, the way they are levied and the autonomy with which these taxes can be spent also differs from city to city. Finally, one should also bear in mind that political environments are not the same and, therefore, political priorities may also differ.

Cities as Policy-makers and Service-providers



1 Committing to diversity and equality

STATUS *The DIVE peer reviews showed a growing policy commitment to diversity and equality in European cities.*

Nevertheless gaps and cracks can be identified between this commitment and the day-to-day work in the different areas of the administration where it does not always show its effects. Local authorities can help to bridge this gap by increasing the effectiveness of inter-departmental coordination and ensuring that compliance with policy commitments is monitored and can be evidenced by policy and service adaptations.

CHALLENGES

Lack of a shared understanding between relevant departments on the concrete steps to take in order to achieve mainstreaming of diversity and equality policies, hinting at a lack of coordination and administrative leadership

RECOMMENDATIONS

- The use of diversity and equality as key variables in the planning and implementation of policies should be translated by heads of departments and service managers into clear guidelines for each staff position, so that all staff members know how to work concretely with them
- A strong leadership and management system needs to be developed to ensure consistency across relevant departments, which still allows, in this given framework, for flexible responses by each department

GOOD PRACTICES

BERLIN: 'Integration Policy' – setting out common goals, instruments and actions

In Autumn 2005, the Berlin Senate adopted for the first time a comprehensive 'Integration Policy' defining the city's overall integration strategy and setting guidelines for common action by the different departments. This includes identifying common goals and instruments, as well as agreeing the different indicators which are used to assess the effectiveness of municipal action in this field. The Policy has given the Commissioner for Integration a mandate for supervising the mainstreaming of integration goals in the work of other departments – a process which is currently being implemented.

AMSTERDAM: political commitment through coalition agreement

In Amsterdam, the political commitment to mainstreaming diversity and equality as key variables in the work of all departments has been secured from the outset. Instead of trying to find agreement on this in the course of municipal work, it was made a cornerstone of the coalition agreement signed by the 'red-green' coalition of winning parties, and thus part of the political programme which these parties have committed themselves to apply in the period 2006-2010.

When explicit anti-discrimination statements exist for all municipal policies and services (either as the result of political commitment or legal duties), compliance with these statements is rarely evaluated in a systematic way

- In conjunction with administrative leadership and clear guidelines for staff, use *ex ante* and *ex post* equality impact assessments to systematically monitor and evaluate compliance with anti-discrimination policy commitments



2 Working together with other levels of governance

STATUS *European cities have become more aware of the need to use their local experience and knowledge and their influencing powers to affect policy developments at national and European levels. Unsurprisingly, it is a lack of resources (staff, time, funds) which present an obstacle for European cities to play a more proactive role at these levels. At the local city level, when one looks at the complex division of roles and responsibilities between a central authority and its districts – and sometimes the different political configurations – this complexity can hinder the development of a shared understanding on how to include diversity and equality in day-to-day work.*

CHALLENGES

Local government staff already deal with a heavy day-to-day workload and lack sufficient time and resources for liaising proactively with other governance levels. Consequently, the potential of engaging with national associations of cities, European representational offices or European networks remains underused

RECOMMENDATIONS

- Training courses could be organised for each relevant department on how to best use the services offered by the national associations of cities and European representational offices for a given domain
- Local authorities should consider allocating resources and time to engage with European networks of cities and to learn from other cities' work on diversity and equality issues

Complex division of roles and competencies between city and district authorities can act as an obstacle for having a shared understanding of what needs to be done, from monitoring targets to sharing and learning from good and bad practice

- Protocols need to be agreed between central authorities and districts on the sharing and monitoring of data and on regular mutual-learning exercises which take stock of what works and what does not work

GOOD PRACTICES

BERLIN: influencing the EU and the national agenda The Berlin Senate played a proactive role in the Starting Line Group, a coalition of more than 400 non-governmental actors from across the EU which was created in 1991, and successfully pushed the EU to adopt the two anti-discrimination directives in 2000. Similarly, when the former Yugoslav republics collapsed, Berlin was very effective in influencing the EU for more resources to deal with an influx of refugees. These efforts advanced the creation of the European Refugee Fund, which has become the EU's main instrument in providing support to refugees and asylum-seekers. The Senate has also taken advantage of the privileged communication channel that exists with the federal government, owing to the city's status as capital and region.



3 Recording the experience of service users with a migrant background

STATUS *The populations of European cities are more and more diverse, not only because of migration, but also due to demographic change and the diversification of lifestyles. City administrations are developing a growing sensitivity towards the impact of these developments on service design, which is gradually finding its expression in a stronger user-focus and service culture. However, not all European cities are currently in a position to understand how satisfied different population groups, including migrants, are with their city's services and facilities. In some cities, the lack of a coherent system to register and treat complaints about discrimination is another challenge to adapting services. As a consequence, cities do not always have the information that would allow them to assess how accessible their services are and how to adapt their services to their customers' needs. This in return means that the development of services cannot be based on a solid analysis of the needs.*

CHALLENGES

Overall inadequate user-focused service culture means that cities often lack necessary evaluation tools such as citizens' surveys and systematic user-feedback systems

RECOMMENDATIONS

Strong user-focused service culture should be an integral part of the local authority's staff development policy and service design

Resources should be allocated for the development of appropriate evaluation tools (such as anonymous customer satisfaction surveys and feedback tools with data that can be disaggregated)

Data from discrimination complaints may not be representative as many service users still think indicating their nationality or ethnic origin may have a negative impact on the resolution of their complaint

Ensure that complaint procedures are transparent, thereby creating an environment where victims of racial or ethnic discrimination in service-provision feel confident to submit a complaint and are reassured that indicating their nationality or ethnic origin will not have negative consequences on its resolution

Lack of coordination between local discrimination complaints collection offices and local authority departments hinders learning from bad practice and implementing changes to service-delivery

Ensure that the outcome of complaints is shared between the complaints collection offices and the relevant department or service, so that changes can be made and the situation improved (Complainants must remain anonymous). Improvements should be publicised to show service users that changes are possible

GOOD PRACTICES

AMSTERDAM: *Staat van de Stad* and *De Burgermonitor* reports The State of the City report is a monitoring tool published by the City of Amsterdam every 2 years. It crosses information from a questionnaire sent to residents together with data from municipal statistics and other sources. Results are then compared to the national situation as well as to other Dutch cities. For the 2005 report, which is the latest one available in English, more than 3,400 citizens of Amsterdam responded to the questionnaire. Although there is a limited amount of questions directly related to satisfaction rates in accessing services, the city administration is nevertheless equipped with an invaluable tool for this purpose. In addition, the city publishes an annual *De Burgermonitor* which contains among other things questions related to discrimination. Data from the two surveys can be broken down by ethnicity to allow the city to understand if citizens with a migrant background have similar experiences than others. The 2009 *De Burgermonitor* report shows for instance that although 74% of Amsterdam residents feel rarely or never discriminated against, 45% of the city's Moroccan migrants feel they are sometimes discriminated and 16% of them feel that discrimination often takes place.



4 Consulting citizens with a migrant background

STATUS Consulting with residents is becoming a more and more important issue in increasingly diverse European cities, which can less and less rely on a 'one-size-fits-all' model in service design. What is more, the growing number of migrants results in a growing share of the population being excluded from classic political decision-making processes through elections. Facing these challenges, European cities are committed to continuously interacting with citizens and to involving them in planning policies and services. To this end, local authorities have developed innovative consultation tools and techniques, resulting in high levels of citizen involvement. In particular, efforts have been made to use participation methods that appeal to citizens with a migrant background, such as decentralised neighbourhood meetings in less formal settings or visual communication tools. However, cities still have considerable progress to make to share consultation outcomes with citizens and to ensure that lessons learned from consultations are used across the different policy areas, departments and services.

CHALLENGES

Not all departments have a systematic approach to consulting citizens and involving them in decision-making

Lack of coordination between departments and again of a strong user-focus culture means that consultation outcomes are rarely shared within the local authority for improving service-delivery and service-design across the local administration

'One-way' consultation culture and a lack of protocols and frameworks mean that consultation outcomes are rarely monitored by or shared with those who have been consulted

RECOMMENDATIONS

Consulting citizens and involving them in decision-making should be supported by an explicit political and administrative commitment

A small and dynamic unit with a dedicated staff could be coordinated at central administration level with responsibility for recording what has been learned from consultations and disseminate learning elements across departments

A corporate 'standard' should be developed so as to ensure consistency and coherence in implementing consultations with users and citizens, while recognising that different methods can be used. This standard should include an obligation to provide feedback to those who have been consulted and to allow them evaluate the effectiveness of the consultation process

GOOD PRACTICES

BERLIN: participative framework of *Quartiermanagement* ('neighbourhood management') The *Quartiermanagement* (QM) programme was set up by the Berlin Senate in 1999 when fifteen neighbourhoods, most of them with a high migrant population, were identified as having special needs in relation to social equality. The programme was evaluated in 2004 and then extended to other districts. A core component of the policy is consultation with residents, designed to increase the shared ownership of policies. QM-areas have their own local *Quartiermanagement* team and a dedicated office. The teams organise regular consultations with residents and public forums where decisions are made regarding the activities to be developed under this policy. A dedicated 'resident fund', a form of participative budgeting, has led to previously unseen levels of local citizen involvement. With a particular focus on people with a migrant background, this participative policy enables the city to have a better understanding of the needs and priorities of migrant communities. In turn, involving migrant residents in shaping the use of 'resident funds', for example, increases the feeling of shared ownership of local policies.

AMSTERDAM: participative framework of *Programma Wijk aanpak* ('District Approach') In the framework of the national programme for urban regeneration, the City of Amsterdam has tailored its consultation methods to ensure that citizens from all backgrounds can equally participate. This entailed, for instance, relying on verbal and visual communication rather than on long questionnaires.

ROME: *Consiglieri Aggiunti* ('Added Councillors') The *Consiglieri Aggiunti* ('Added Councillors') are elected representatives of migrant communities. Four of them, representing four continents (Africa, America, Asia, and Europe), sit on the City Council. They take part fully in the Council's activities, including Council Commissions, but are not entitled to vote on the decisions of the Council. In addition, there are eighteen *Consiglieri Aggiunti* representing foreigners in the district Councils. The *Consiglieri Aggiunti* are elected by foreigners who are legally residing in Rome and are registered on the voting list. These representatives act as consultation contact points within their respective communities.



5 Adapting housing services to the needs of the population with a migrant background

In the framework of the DIVE project, housing services refer to housing development partly or fully funded by the government and managed by a local authority (or a contractor), and rented at adapted rates to families with special needs.

STATUS *Cities have remits in regulating the housing market and in facilitating access for disadvantaged groups to quality housing. They have adapted their housing services to their diversity policies through measures ranging from multi-lingual information services to policies for regulating access to social and affordable housing and rent control mechanisms for the private housing market. Although these adaptations do much to improve the situation, there remains a heavy demand for social and intermediate housing in most cities. Another issue is the concentration of disadvantaged households in certain areas, this is a problem all cities face. Local authorities use neighbourhood development and community cohesion programmes to address this issue.*

To inform their housing policies, most cities have access to a massive amount of data which enables them to assess the current situation of people with a migrant background in accessing housing. In this assessment, the needs of various ethnic groups and newcomers should be assessed systematically, which is not the case in all cities. The specific obstacles migrants face in accessing housing could be better identified by involving migrant associations and experts with a migrant background as intermediaries.

CHALLENGES

The urgent need and the great demand for social/affordable housing is not addressed sufficiently by housing policies

RECOMMENDATIONS

- Social/affordable housing stocks can be increased by developing new partnerships and financial instruments with the private sector to reuse old and abandoned buildings
- Considering the urgency of housing needs for citizens with a migrant background in some cities, intervention to limit rents in the private market needs to be seriously considered. Other forms of material support could also be envisaged, such as subsidies, shared ownership and cooperative housing projects
- Partnerships with credit-lending institutions for reductions in mortgage payments and borrowing costs could be developed with a view to increasing housing ownership among migrant communities



GOOD PRACTICES

BERLIN: Quartiermanagement's needs assessment In the framework of the *Quartiermanagement* policy (see above), districts with a high migrant population benefit from dedicated housing officers, who work with migrant associations to identify the needs of migrants. This helps each *Quartiermanagement* office to set its own priorities for new housing developments and other support instruments. On a regular monthly basis, the Berlin Senate holds a meeting with representatives of all *Quartiermanagement* offices so as to ensure overall coordination and avoid fragmented developments throughout the city while ensuring that specific neighbourhood needs are met. This effective needs assessment helps the Berlin Senate in taking advantage of the city's favourable housing situation – inherited from recent Reunification.

The potential of strategic partnerships with civil society organisations and self-help groups for articulating and communicating migrants' needs remains untapped

- Organise regular working groups involving local authority and housing development staff, civil society organisations and migrant associations. These working groups could have responsibility for developing indicators related to the needs and status of migrants in accessing housing (e.g. square metres per person, equipment, waiting period for allocation of social housing)

Unequal access to housing services is still considered as a major discrimination among migrant communities

- Local authorities should ensure that the procedures for housing allocation are fair and transparent and guarantee equal treatment. Staff delivering housing services should receive adequate training

Ethnic segregation in social/affordable housing remains high and is still perceived as a problem by both migrant and non-migrant residents

- Develop smaller units of social housing which can be spread across the city, so as to avoid spatial concentration of disadvantaged groups, including migrants
- Include social housing in new private housing development, so as to mix low-income and high-income tenure

AMSTERDAM: consultation and communication by housing services and flexibility in social housing choice In Amsterdam, housing corporations are the engine of innovation in community consultation arrangements and techniques and carry out the majority of grassroots consultations. The *Er Op Af* project, for instance, consists of house-to-house mentoring for 20,000 households to help them identify grants and support available to meet their needs. In addition, housing services at district-level offer material translated into the main languages spoken by residents with a migrant background. Together with the policy offering flexibility in social housing choice, these adaptations have resulted in a decrease in discrimination complaints and are more closely meeting the housing needs of migrants.



6 Adapting educational services to the needs of the population with a migrant background

In the framework of the DIVE project, educational services refer to schools and other educational institutions and services operated by the local authority and/or its contractors.

STATUS *In most European educational systems, the achievement gap between newcomers and children with a migrant background and their peers poses a major problem. The capacity of cities to act on these challenges differs greatly across Europe, due to the different roles and competencies cities have in the field of education. While some cities have executive authority to decide policy and practice, others are constrained by the autonomy of educational institutions or by the fact that responsibilities are shared with other levels of governance (districts, regions). Nevertheless, local authorities are acutely aware of the educational situation of people with a migrant background and have gone to considerable lengths to adapt services and/or create additional ones to meet their needs.*

CHALLENGES

The benefit of intercultural skills for teachers is not valued enough and teachers with a migrant background are not well-represented in the teaching profession

RECOMMENDATIONS

- Cities should further promote and support schools in providing adequate and appropriate training to teachers on how to work with pupils of different linguistic and cultural backgrounds. This can be done for instance by developing mandatory modules in intercultural skills together with universities and the national authorities responsible for the curriculum of future teachers
- Cities should encourage schools to increase significantly the number of teachers with a migrant background
- Cities should map the good practices in schools which have adapted their teaching methods and organise mutual learning and knowledge transfers between schools

Migrant parents participate significantly less in school life and activities

- Cities should further promote capacity-building activities aimed at increasing the involvement of migrant parents in school life (representation on school boards, parental support groups, homework clubs). Such activities can draw on migrant associations as effective multipliers and links to the target group

The concentration of children with particular educational challenges in certain schools (school segregation) poses a major problem for many schools and requires particular teaching skills (e.g. capacities for teaching methods that are sensitive to the challenges of non-native speakers, also in mainstream classes)

- Cities should allocate budgets for schools in a way that reflects the challenges they face and that allows schools to meet specific teaching challenges with the best equipment and the most qualified staff
- If school budgets are not in the remit of a city, the local government should lobby for a budget allocation that is suitable to provide equal opportunities in the educational system, independent of one's residence

GOOD PRACTICES

LEEDS: Stephen Lawrence Education Standard (SLES) The SLES was set up in 2000 in response to the murder of Stephen Lawrence – a black British teenager from South-East London – in 1993 and the McPherson Inquiry Report in 1999. The aims of the SLES are to promote race equality and community cohesion in schools by developing effective leadership and holistic approaches by schools to this work. Schools work together in clusters to develop their policies and practices (for example, curriculum development, staff training, capacity-building activities for parents) and share strategies and good practice. Schools can achieve the SLES at Level 1, 2 or 3, 3 being the highest standard where race equality and community cohesion issues are fully embedded in the life and work of the school.

BERLIN: *Stadtteilmütter* (Neighbourhood Mothers) project *Stadtteilmütter* is a pilot project launched by the city in 2007 in neighbourhoods with a high migrant population. The project is designed to improve the educational outcomes of migrant children by improving the parental skills of migrant families, in particular with regard to understanding the educational system. Women with a migrant background undergo an extensive training programme that enables them to act as 'district mothers' towards families in their respective communities through support and advice for parents on educational issues. So far, the project has successfully trained 166 'district mothers' who have reached more than 2,200 families in the participating neighbourhoods.

ROME: intercultural mediators in schools Some schools in Rome, particularly those in areas with a high percentage of people with a migrant background, benefit from intercultural mediators which are funded by the city. These mediators are usually provided through a cooperating NGO, and function as a combination of an interpreter, a mediator and a social worker. Usually foreign citizens themselves, the mediators aim at facilitating communication between people (pupils, teachers, parents, school staff) from different linguistic and cultural backgrounds. They also act in a preventative manner to avoid misunderstandings and conflicts.



7 Adapting employment services to the needs of the population with a migrant background

In the framework of the DIVE project, 'employment services' apply to all forms of employment and vocational training other than self-employment and employment in public service at municipal level.

STATUS *In most European cities, migrants have lower employment and higher unemployment rates than the established residents. Employment and training services are a key bridge in including migrants in society. In using these tools to facilitate such inclusion, most cities share responsibility with departments and agencies at different levels of governance, such as national employment agencies. Although this can represent an obstacle to their full understanding of the labour market access needs of people with a migrant background, local authorities intervene through many initiatives to adapt their support services and to develop partnership-based programmes in liaison with other involved organisations. These interventions help to improve the migrant employment rate by strengthening their skills and competencies, particularly those in transition from school to work. However, the complex interaction between different organisations often results in poor evaluation of the effectiveness of these joint actions. Consequently, local authorities are rarely able to appreciate their effectiveness.*

CHALLENGES

Broad employment support programmes fail to acknowledge the different needs of various migrant groups, including migrant youth in transition from school to work

RECOMMENDATIONS

- Cities must tailor employment support programmes to the varying contexts of different groups, in particular newcomers and migrant youth in transition from school to work. For instance, school drop-out rates of pupils with a migrant background can be cross-referenced with those accessing vocational training to ensure there is a 'catch' mechanism in place
- Develop partnerships with local employment agencies and selected private companies to offer more opportunities for migrant youth to get work experience
- Cities could support mentoring activities and role-model approaches by developing partnerships between schools, migrant associations and local employment agencies

Recognition of qualifications is a cumbersome bureaucratic process which local authorities do not facilitate

Similarly, the recognition of skills and competencies is an area where city administrations could do more to help

- Facilitate the recognition of non-EU qualifications and diplomas, for instance, by setting up a liaison office with the relevant national institution
- Facilitate the assessment, recognition and development of skills and competencies by developing one-to-one advice services in cooperation with local employment agencies

GOOD PRACTICES

ROME: 'PALMS' project The PALMS project was financed under the EU EQUAL programme and ran from 2005 to 2008 with the objective to facilitate the access of unaccompanied migrant minors to traineeship and work experience opportunities. The project established a network made up of professionals from the private sector, experts from public institutions and representatives of migrant associations. Seminars were organised where network participants exchanged their methodologies, experiences and practices of working with unaccompanied migrant minors. This resulted in the creation of a label for 'socially responsible enterprises'. In parallel to these capacity-building activities for employment professionals, unaccompanied minors received specific guidance, coaching and training. In total, 179 minors obtained a traineeship through PALMS and 110 of them were hired at the end of the project.

AMSTERDAM: data collection by Platform Arbeidsmarkt en Onderwijs and use in service design The Platform *Arbeidsmarkt en Onderwijs* (PAO) brings together the local administration of Amsterdam and representatives of the business world, the education and vocational training sector and trade unions. Using network members as a knowledge pool, the PAO produces a twice yearly labour market monitor which provides the local administration with up-to-date data concerning the labour status of Amsterdam citizens, including those with a migrant background.

Some professions, such as notaries and lawyers, are heavily regulated and in certain countries are closed to migrants

Cities should influence national authorities and trade associations to open up regulated professions to migrants

In line with the city's current policy, data is broken down by ethnicity only when evidence substantiates this need. Finally, PAO also produces policy recommendations on the basis of its observations which are used by the local administration to adapt services.

BERLIN: 'Kumulus-Plus' project The aim of the Kumulus-Plus project is to facilitate the transition of youth from school to work, including migrant youth. It is financed under the EU EQUAL programme and is a continuation of the Kumulus project launched by the City of Berlin in 1993. The project involves both employment specialist agencies and migrant associations, and offers a comprehensive package of employment training and guidance which includes individual and group counselling, information on the labour market and on possibilities of obtaining formal recognition of qualifications acquired in the country of origin, referrals to placement services, offers of on-the-job training, vocational training courses and German language courses and assistance in the preparation of job applications.



8

Adapting business support services to the needs of entrepreneurs with a migrant background

In the framework of the DIVE project, business support services refer to services provided by local authorities (and/or their partners and contractors) in support of self-employment, i.e. people who work in their own business, professional practice or farm for the purpose of earning a profit.

STATUS *The presence of migrants in European cities is more and more reflected in a diverse business landscape. Migrant businesses that were often seen as precarious and community-oriented have an important role for cities' economies and labour markets almost everywhere. Some European cities reflect these developments through business support services such as special start-up programmes and micro-credit schemes which are tailored to the needs of migrants. However, these are mostly small-scale initiatives that often originate from social policies rather than from an official recognition of the contribution of migrant entrepreneurs to the city's prosperity. Consequently, these services only partly meet the needs of entrepreneurs, who then prefer to seek support directly from members of their respective communities. In turn, the experience of successful entrepreneurs in terms of lessons learned is not always sufficiently used to improve services.*

CHALLENGES

The contribution of migrant entrepreneurs to economic growth and social cohesion is still not valued enough and this is reflected in the low amount of targeted support activities

Lack of awareness, research and data on the current extent and growth potential of the sectors in which migrant entrepreneurs work

The potential of strategic partnerships with migrant associations, civil society organisations and social partners for relaying the needs of migrant entrepreneurs and for disseminating information about support services remains untapped

Successful migrant entrepreneurs are not promoted enough as role models and they are not involved enough in sharing lessons learned and factors of success

RECOMMENDATIONS

Politicians and officers need to publicly celebrate, value and promote the economic contributions made by migrant entrepreneurs to the success and wealth of the city

Local authorities should commission research to map characteristics of migrant entrepreneurs, including size of companies and sectors in which they work. Findings should be shared with other relevant departments of the local authority to identify which department or service is best placed to provide appropriate support to migrant entrepreneurs

Since they usually have a better outreach to migrant communities than the central authority, migrant associations and civil society organisations could be involved in analysing the needs of migrant entrepreneurs in terms of support and capacity-building

Successful migrant entrepreneurs should be involved in designing and delivering the business support services provided by the city administration and its partners as their advice is likely to be better heard within migrant communities

GOOD PRACTICES

ROME: data collection and use in service-design by Entrepreneurs Help Desk The Entrepreneurs Help Desk works on the basis of an extensive appreciation of the needs of migrant entrepreneurs and a good statistical understanding of the status of this sector. This data is being used to adapt services to support this sector, such as micro-credit schemes and guarantee funds, but also support for writing business plans and CVs.

AMSTERDAM: Suikeroom project The City of Amsterdam is a structural partner of the *Suikeroom* Foundation, a fund for ethnic start-up companies financed by established companies. The fund was created in 2006 on the observation that ethnic minority entrepreneurs often lack the connections and the networks that are needed to successfully start a business. Entrepreneurs receive guidance for building a solid business plan and after selection they are introduced to investors. The Foundation functions as an investment fund, meaning that investors also earn profit when the business is successful, while the entrepreneur remains the majority shareholder. Ethnic minority entrepreneurs are considered from the outset as potential profit-making and equal partners and not as a target group for charitable actions.

Cities as Employers

1 A workforce reflecting the city's population

STATUS A local authority's workforce that reflects the diversity of the population it serves is an issue of social justice, but also of efficient service design. The benefits of this adaptation are now clearly understood by European cities, even by those constrained by national legislation that prevents the employment of non-EU nationals in public bodies. For some cities, this 'mirror-effect' is openly acknowledged and fully supported by both politicians and senior managers in the administration, whereas in others it is considered as impossible, given the legal situation. While cities are making steady progress when it comes to diversifying staff, diversity at management level is still a major concern as migrants are more likely to hold lower-skilled jobs.

CHALLENGES

Lack of comprehensive data on staff with a migrant background due to different reasons: lack of resources to collect data, confusion over what data can legally be collected due to privacy, data protection and anti-discrimination laws

Staff with a migrant background are often reluctant to be labelled as such

RECOMMENDATIONS

Where possible, local authorities could make their data more objective by cross-referencing staff data with population registers or with similar official sources of information, in a compatible way with national legislation on data protection and privacy

Cities could use anonymous staff surveys, where staff are asked to indicate whether they have a migrant background or not, according to the national definition

Whatever data collection methods are used, cities could develop strategic communication activities towards the general population and towards staff, in order to explain the rationale behind data collection and the long-term benefits of a policy aimed at providing citizens with a city administration's workforce that matches the composition of the city's population

GOOD PRACTICES

AMSTERDAM: political and senior management commitment A municipal workforce that reflects the composition of the city's population is a clearly formulated objective of Amsterdam's administration, both at political and senior management levels. At the beginning of the 1980s a personnel policy was already formulated with this objective in mind, and since 1991, the administration's legal basis document contains an article on diversity policy in personnel management. A new Diversity Programme was established for the period 2007-10 with targets across salary scales. While the target for 2010 is lower than the share of the migrant workforce in Amsterdam's population, the Diversity Programme has enabled the administration to already progress from 14% of staff with a migrant background in 2006 to 21.5% in 2008.

National laws may constrain local authorities in employing non-EU nationals in public administration – in some situations, constraints are also extended to temporary positions and to employment with public-owned companies such as transport and utilities companies

- Cities which are constrained by national legislation could indirectly increase the percentage of migrant staff by providing consultant-type jobs to non EU-nationals through partnerships with service providers, civil society organisations and the private sector
- In countries where national rules restrict the employment of non-EU nationals, local authorities could use collective leverage to influence national governments and parliaments, for instance through their national association of cities. Lifting restrictions could begin for instance on contract-based positions, temporary positions, maternity leave replacements or positions in public-owned companies

Lack of collaboration between HR office and management teams on how to reach diversity-related employment targets

- Targets should be developed in such a way that they are achievable and measurable
- Develop communication channels between the different HR offices of the local authority (i.e. central and departmental levels, if applicable) and between HR office and management teams with a view to sharing good practice on how to achieve targets

LEEDS: BME Development Centre Initiative
Under-representation of black and minority ethnic officers was identified within the most senior managerial positions at Leeds City Council. The Council, therefore, decided to run two development centres in 2006-08, in order to provide support to candidates in the middle management group who were identified as having the potential to rise to more senior management positions. Working with existing senior managers, 10 key management competencies were identified and formed the basis of the Development Centres and individual personal development plans. The initial evaluation of the impact on the long-term career progression of those who attended Development Centres in 2006-07 indicates that, to date, over 27% of the 29 employees have been promoted within the Council or taken up new opportunities elsewhere.



2 Increasing the intercultural awareness of city administration staff

STATUS *Cities recognise that there is a need to serve citizens from all backgrounds in an equally effective way, although there is uncertainty about what the skills needed for this actually are. Hence, the various initiatives taken to cater for this need are often not translated into a formal framework for defining and measuring these skills and competencies. Consequently, this prevents a common language, an effective exchange and a standardised use of intercultural skills in staff recruitment and promotion and in service-delivery.*

CHALLENGES

There is widespread uncertainty about the language and scope of 'intercultural skills' and 'intercultural competencies'. This hinders the development of a framework for training and for measuring these skills and competencies and prevents its standardised use in staff recruitment and promotion

Trainings on intercultural skills and competencies are often narrow in scale (type and amount of participants), scope (the range of skills that they cover)

The assessment of training effectiveness is often limited

Experts with a migrant background are not involved enough in designing and delivering intercultural training

RECOMMENDATIONS

• HR departments could launch comparative studies on existing frameworks for measuring intercultural skills and competencies and adapt one that fits with the local authorities' working culture. Once tried successfully in intercultural training, the framework could then be applied to recruitment and promotion procedures

• Roll out training for all staff, prioritising staff in HR management, service-delivery and service-design

• Assessment of training effectiveness: cross-reference data from participants' feedback with customer feedback on frontline services, and all staff for intercultural awareness and understanding within the workforce

• Consult with migrant associations and civil society organisations when designing training on intercultural awareness and understanding

• Partnerships or service agreements with migrant associations, civil society organisations and migrant-owned and diverse businesses for delivering training can help the local authority if in-house staff resources are lacking – this would also help it in diversifying its supplier base (see further in section on Cities as Buyers of Goods and Services)

GOOD PRACTICES

BERLIN: Intercultural Opening Training Senate staff in the skills and competencies required for working effectively with people from a range of linguistic and cultural backgrounds is part of Berlin's Intercultural Opening strategy, designed to adapt the administration to working with a diverse customer base. Workshops are organised for all employees, with a particular focus on service managers. The process started at the Senate's Foreigners Office in 2004 and has since then been extended to other parts of the administration, such as job centres in areas with a high proportion of people with a migrant background.



3 Recording the experience of treatment of staff with a migrant background

STATUS While assessing whether staff with a migrant background experience fair and equal treatment at the workplace is difficult to measure, staff surveys are nonetheless helpful instruments to that effect and their use is slowly being rolled out in European cities. However, due to their design or their low response rate, they may not give a city a satisfactory understanding of the situation. Similarly, effective complaint procedures help to counter experiences of discrimination, but a lack of trust and transparency often prevent staff with a migrant background from making more use of them.

CHALLENGES

Legal confusion may exist on the use of staff surveys with regard to data protection, privacy and anti-discrimination legislation

Staff surveys, where they exist, may not provide a satisfactory understanding on whether staff with a migrant background experience fair and equal treatment (amount and scope of questions, low response rate)

Complaints procedures, where they exist, sometimes do not function properly, due to different reasons: lack of communication and publicity or lack of trust and transparency in handling complaints. This may result in unusually-low figures for complaints related to racial or ethnic discrimination, giving the local authority an altered understanding of the real situation

RECOMMENDATIONS

Ensure that the survey is designed in such a way that it allows the local authority to have a good understanding of the situation (with specific questions related to situations of discrimination) and make participation in staff surveys a mandatory duty of staff at all levels

Ensure that complaint procedures are transparent, thereby creating an environment where victims of racial or ethnic discrimination feel confident to submit a complaint

GOOD PRACTICES

LEEDS: staff survey The Council surveys its workforce every two years through a staff survey. While the participation of staff is not mandatory, the response rate increased from 26% in 2004 to 41% in 2007. As an equal opportunities employer, the Council includes questions on whether staff experience unfair discrimination, harassment and bullying. Results from the staff survey are analysed by an independent consultant and data is analysed by ethnicity, enabling the Council to understand if staff with a migrant background experience similar treatment compared to other staff.



4 Recruiting and promoting staff with a migrant background

STATUS *European cities have started to bring their employment policies in line with their strategies for diversifying their workforce. However, there is still a gap between recruitment efforts and general objectives. In particular, diversity and equality ‘role models’ rarely have a sufficiently high profile to attract candidates with a migrant background and recruitment panels are rarely representative of the city’s diverse population. The recognition of qualifications is also an area where local authorities could do more to help, even though this is a national prerogative in all member states.*

CHALLENGES

The potential of migrant associations and labour NGOs in disseminating recruitment information is often not fully taken advantage of

Diversity and equality ‘role-models’ are not used enough in attracting candidates with a migrant background

Incorporation of diversity and equality principles in the job specifications is not systematic (e.g. use of non-discriminatory language, qualification requirements)

Interview panels for recruitment and promotion are rarely representative of the city’s population

RECOMMENDATIONS

Involve diversity and equality ‘role-models’ as well as migrant associations and labour NGOs in designing targeted recruitment campaigns

Ensure that externalised recruitment processes, for instance through recruitment agencies, are subjected to the same diversity and equality principles used for internal and direct recruitment

Develop training for all HR officers within the city administration on how to include diversity and equality principles in job specifications. This learning could then be disseminated by HR officers to other managers throughout the administration

Where possible, ensure that interview panels for recruitment and promotion are representative of the city’s population

GOOD PRACTICES

LEEDS: PATH traineeship opportunities programmes for people with a migrant background Created in 1985, PATH stands for Positive Action Training in Housing but has since then extended its activities to other fields. The programme is designed to address the under-representation in employment of minority ethnic groups and to develop the potential of BME people through the provision of vocational training, education and career opportunities. The Council supports the programme and uses it in its recruitment strategy, for example, the Adult Social Care department trained 7 PATH trainees as social worker assistants in 2008 and successful trainees are used as role models to attract more candidates. Acting as an independent non-profit organisation, PATH is governed by a Board involving the Council as well as migrant associations and social partners. Case studies on the PATH website use successful trainees as role models with a view to attracting more candidates.

BERLIN: “Berlin braucht dich!” trainee recruitment campaign The “Berlin braucht dich!” trainee recruitment campaign (which can be translated as ‘Berlin needs you!’) was set up in 2006 and aims at diversifying the Senate’s workforce by promoting traineeship opportunities to migrant communities. In a context of economic crisis, general recruitment has been frozen and this campaign is currently the main instrument at the Senate’s disposal to reach a diverse workforce. Planned to last until 2012, the promotion and information activities of the campaign also involves migrant associations and parents in order to increase outreach. Stakeholders are also involved in making sure that progress is closely monitored – the percentage of trainees with a migrant background has already increased from 6% in 2006 to 14.5% in 2008.

Cities as Buyers of Goods and Services

1 Ensuring equal access of migrant-owned and diverse businesses to public contracts

STATUS *The use of diversity and equality principles in public procurement is still at a very early stage of development in most parts of Europe. A main factor is the legal complexity and uncertainty surrounding this issue which pushes cities to 'stay on the safe side'. However, the overall benefits for economic growth and social cohesion of ensuring migrant-owned and diverse businesses have equal access to public contracts are increasingly recognised. Nevertheless, local authorities lack the knowledge and the tools needed to measure progress in removing obstacles experienced by migrant-owned and diverse businesses in competing for public contracts.*

CHALLENGES

Lack of data on the composition of existing suppliers, especially on the nationality and ethnic origin of business owners and staff

The need to monitor the diversity and equality data of successful and (in particular) unsuccessful bidders is not recognised enough and, consequently, the relevant tools have not been developed

No clear picture of the characteristics of local migrant-owned and diverse businesses (sectors in which they work, size of companies)

There is insufficient understanding about the added-value that migrant-owned and diverse businesses contribute to the local economy and social cohesion and to how local authorities deliver services

The belief that eliminating obstacles faced by migrant-owned and diverse businesses in accessing public contract opportunities is akin to giving them preferential treatment and, therefore, discriminatory towards other businesses

RECOMMENDATIONS

Assessment of current provisions for monitoring successful bidders, in order to identify changes which may help cities in fully understanding the composition of its current suppliers

Overall mapping of the characteristics of local migrant-owned and diverse businesses

Engage in dialogue with national authorities responsible for procurement law and policies and encourage them to make full use of opportunities provided for in national and European regulations. This dialogue could be established through national associations of cities and placed in the framework of current efforts by most EU member states to facilitate the access of SMEs to public contract opportunities

GOOD PRACTICES

LEEDS: diversity and equality survey of supply chain In March 2009, Leeds completed its Equal Opportunities Survey, which examines the Council's supply chain and its workforce and assesses how suppliers include diversity and equality principles in their work practices. Questions are asked about the profile of owners and directors, workforce, recruitment and employment practices. Results show, for example, that 5.58% of business owners or board of directors and 10.6 % of employees are 'black/minority ethnic citizens' and that 78.3% of suppliers provide diversity and equality training for supervisors, managers and staff responsible for recruitment. In turn, the survey helps the Council in assessing how open and transparent its procurement practice is and if this current practice results in positive benefits for people of all backgrounds.



2 Using diversity and equality principles in public contracts

STATUS *Despite cities being generally unclear about their legal powers they have adopted innovative methods to build diversity and equality principles directly into procurement procedures and should be praised for doing so. However, concerns arise regarding the apparent lack of appropriate training of procurement officers and the weak capacity of local authorities to monitor their suppliers' compliance with their diversity and equality duties.*

CHALLENGES

Overall legal complexity and lack of clarity surrounding the use of social criteria in public procurement and on how to build these criteria into the procedures (tender specifications, selection, award)

Lack of legal expertise within the city administration to advise procurement officers on how to build diversity and equality principles into procedures, consequently procurement officers are lacking appropriate training and not given enough guidelines

Lack of monitoring capacity along the full supply chain (i.e. contractors of cities' contractors)

RECOMMENDATIONS

In cooperation with national authorities in charge of procurement law and policies, clarify the legal provisions concerning the use of diversity and equality criteria in public procurement procedures and how to use them

Disseminate the knowledge acquired through the above-mentioned cooperation among procurement officers through training and guidance

Develop the monitoring capacity of the local authority's procurement office so that it can ensure that diversity and equality duties are applied down the supply chain, for instance by obliging contractors of cities' contractors to report on progress in meeting their duties

GOOD PRACTICES

LEEDS: Socially Responsible Procurement Toolkit and Equality Assurance process

The Council's Procurement Unit has worked with the Equality Team to develop a Socially Responsible Procurement Toolkit and an Equality Assurance process. The Toolkit is used by the Council within the pre-procurement procedure to ensure that equality impacts are identified and mitigated at the tendering stage. It includes a matrix allowing procurement officers to identify services which involve a high level of contact with customers and have a high impact on migrant communities. These services are then subject to an internal Equality Assurance process, which is designed to insert diversity and equality requirements in the contract specifications and warrant the use of monitoring tools (e.g. satisfaction surveys) to ensure that the services cater for the needs of all, including migrants.

AMSTERDAM: 'Social Return on Investment' initiative 'Social Return on Investment', which is designed to include social obligations in public contracts, started as a pilot project in 2007 in Amsterdam's South-East District. In particular, contractors are asked to use the money generated by the contract to offer employment opportunities to people who are excluded from the labour market, including migrants. Although the initiative is yet to be disseminated across the city's administration and other Districts, guidelines and monitoring instruments are now being developed following a stock-taking conference in 2009.



3 Supporting contractors in coping with diversity and equality duties

STATUS *The efforts made by some local authorities to help SMEs to tender and contractors to integrate diversity and equality duties into their work should be positively noted. However, the potential of migrant associations and civil society organisations in disseminating calls for tender and organising capacity-building activities remains relatively unused, representing a missed opportunity of engaging with relevant stakeholders.*

CHALLENGES

Specific support activities, such as targeted promotion of contracts opportunities and capacity-building training, are seen as giving preferential treatment to local migrant-owned and diverse businesses

Lack of resources (staff, time) to organise targeted outreach and capacity-building activities

Outreach measures sometimes conflict with national policy, e.g. calls in different languages

Lack of communication between cities' procurement units and entrepreneurship support services

RECOMMENDATIONS

• Develop partnerships with migrant associations and civil society organisations for designing and delivering capacity-building activities such as 'meet-the-buyer' events. Doing so in partnership reduces the resource constraints put on the city and strengthens links with stakeholders

• Review dissemination and publicity strategy for calls for tender, so as to include community media and networks – here partnerships with migrant associations can also help

• Build a communication channel between cities' procurement units and entrepreneurship support services, through which calls for tender can be advertised to migrant entrepreneurs – this could also help to share data and good practices and learn from them

GOOD PRACTICES

LEEDS: guide for contractors

The Council's Procurement Unit has worked with the Equality Team to develop a series of guides designed to help prospective contractors to comply with their equality duties under the law and with the Council's policy in this field.

CONCLUSION AND PROSPECTS FOR THE FUTURE



The attraction European cities hold for migrants is ongoing and, as a consequence, cities are becoming more diverse every day. The DIVE project was designed as a mutual learning project on how city governments can develop innovative policies for ensuring equal opportunities and embracing diversity to adapt to these changes.

Even though international migration is ubiquitous in Europe today, it does not affect each city in the same way and to the same extent. Some cities have a much longer history of international migration than others, attract different groups or are at different stages on their way to becoming diverse urban societies. Furthermore, cities' concepts to respond to this phenomenon are influenced by national models, political traditions and discourses that have not become fully "Europeanised" yet.

When assessing cities' strategies for developing integration policy, the diversity of approaches must be appreciated and respected. The generic recommendations given in the previous sections, therefore, have to be adapted to local contexts and to the different working cultures and methods. In this perspective, the benefit of using a benchmark with common objectives is to raise city policy and service standards across Europe while allowing for outcomes to be met in different ways.

In evaluating the four "DIVE-cities", peers became aware of some main challenges. The first being a tension, which is inherent in the field of diversity and equality policies, between

the principle of equal treatment and addressing needs of specific population groups. Cities recognise that meeting the needs of migrants requires a constant navigation and balance between adapting general services and developing targeted measures, and therefore both approaches should co-exist in the city's policy package. There is a tendency in European cities to address as much as possible through mainstream services, and as much as necessary through targeted support, particularly in the integration of newcomers. City governments always need to think about how to link targeted support to mainstream services, and how to organise transition from the former to the latter (e.g. in education).

A similar tension exists between positive action and the need to explicitly address particular groups, and the inherent "labelling" effect this causes. While it is important to know whether staff members from different ethnic backgrounds are treated equally, recording their "background" might cause them to feel they are being unnecessarily signalled out for special treatment, viewing them not as citizens with individual skills, competencies and personal attributes but rather as foreigners.

Another challenge for the promotion of diversity and equality that the peer review identified is the typical difficulty of policy coordination between the myriad of actors, policies and departments in large public administrations such as local governments. When it comes to working together with institutions such

as employment agencies and education systems, that often are steered at a different level of governance, the challenge of policy coordination at the local level gets even bigger. There is a need for a systematic approach to sharing and learning from good (and bad) practice within the administration and for effective coordination with different levels of governance. Coordination should avoid duplication of efforts and identify potential synergies, while at the same time leaving space for creativity and innovation in each specific department and service.

The involvement and participation of citizens is both a challenge and a democratic necessity, considering that in many countries new residents are excluded from local voting rights due to national legislation. While cities make considerable efforts to get closer to citizens, engaging with migrants and their organisations in planning policies and services adds to the already challenging exercise. The promises behind consultation and participation are greater ownership and policies that better meet needs and that are therefore more efficient. Ensuring that migrant organisations are representative of their communities and that they have the capacity to engage and to work with the administration will help to understand needs, to improve services and to promote the participation of migrants in society.

Finally, it is also important to recognise that extending and developing more complex data collection, tailoring policies and adapting services,

consulting citizens on a regular basis and creating bridges between organisations are all expensive actions which cities need to resource adequately while maintaining overall service quality. In times of economic crisis, this impediment should neither be underestimated nor used as a pretext for cutting back on what works.

The challenges in implementing successful diversity and equality policies are in reality creative tensions that should stimulate cities' learning and development. When one looks at the efforts of local governments to navigate between diversity and equality policies, a finding from the INTI-CITIES project must be repeated. This finding notes that leadership and a communication and public relation strategy that stresses what migrants bring to the city are needed to actively confront adverse reactions. Likewise, where policies exist that address specific target groups, such as migrants, cities should explain why such policies are necessary.

In conclusion, whether acting as policy-makers and service-providers, employers or buyers of goods and services, many options exist for European cities to effectively confront the challenges posed by migration, and to take full advantage of the political, economic, social and cultural benefits that migrants bring to society.

By demonstrating their openness to peer reviews and similar peer-learning exercises, cities can move forward to embrace this potential.

Embedded in the permanent learning community of EUROCITIES, its Forums and Working Groups, DIVE is more than a temporary project and the knowledge generated in the project is not only captured in this report. Through the *Integrating Cities Charter* which has also been developed in this project, the DIVE partners and members of EUROCITIES' Working Group Migration and Integration engage to improve their integration strategies based on common principles identified in this learning exercise through the EUROCITIES network.

The DIVE project is a milestone for EUROCITIES in continuing the exchange between its more than 140 member cities on how to adapt institutions, policies and services to the challenges and opportunities of migration and to serve as a permanent platform for learning and political dialogue.



The Diversity and Equality in European Cities
– DIVE – project (December 2008-April 2010)
facilitated learning on innovative approaches to
local governance that enables cities to meet the
challenges of ever more diverse urban societies.
The project was led by EUROCITIES and
involved the cities of Amsterdam, Berlin, Leeds
London and Rome, as well as the Migration
Policy Group and ethical partnership.
The project combined benchmarking and peer
reviewing exercises to assess cities' approaches
to incorporating diversity and equality principles
in their integration policies. This publication is
the final output of the project and presents key
challenges and recommendations for integration
governance in European cities identified over
the course of the project.

For more information on the project:
www.integratingcities.eu

