



Managing Diversity, Integration and Inclusion in OPENCities

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This publication is one of 4 being prepared in 2010 by the British Council. Each of these publications covers a key issue that has been developed within the OPENCities project and illustrates it with practical case studies from the cities that are participating in the project and its research, and other cities considered of interest.

- **Understanding OPENCities.**
- **Leadership and Governance of OPENCities.**
- **Internationalisation of OPENCities.**
- **Managing Diversity in OPENCities.**

Managing Diversity, Integration and Inclusion in OPENCities features case studies from New York, Mumbai, Sydney, Barcelona & Los Angeles.

First Published in 2010 by
British Council
Martínez Campos 31
28010 Madrid

Author: Greg Clark

Copy Editor: Tony Buckby

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Design: www.baetica.com

ISBN: 978-84-613-8852-3

D.L.: M-3212-2011

Print: LERKO PRINT S.A.

Acknowledgements

The author is very grateful to the following people who gave advice, interviews, supporting materials, and personal insights in the researching of the case studies featured in this publication: **Melissa Franqui**, *Senior Associate, Thurgood Marshal Academy and Abyssinian Development Corporation*; **Rosemary Scanlon**, *Prof. of Economics, NYU Schack Institute of Real Estate, New York*; **Ester Fuchs**, *Prof. of Public Affairs and Political Science; Columbia University, New York*; **Joe Salvo**, *Chief Demographer, City of New York*; **Devika Mhadevan**, *Chief Executive, Mumbai Mobile Crèches; Dr AM Pethe, Doctor in Department of Economics, University of Mumbai*; **Susana Ng**, *Manager, Social Planning, Access and Community Development Dept, City of Sydney*; **Derborah Kempe**, *Senior Planner, Government of NSW*; **Phillip Raskall**, *Head Economic Development Unit, City of Sydney*; **Ana Molero**, *Chief Executive, Barcelona Activa*; **Lorenzo Dipietro**, *Porta 22, Barcelona Activa*; **Mateu Hernández**, *Chief Executive, Economic Promotion, Barcelona City Council*; **Sergio Gascón**, *Executive Director, Los Angeles Minority Business Enterprise Centre (MBEC)*; **Jack Kyser**, *Founding Economist & Kimberly Ritter*, *Associate Economist, Kyser Centre for Economic Research, Los Angeles*.

Very special thanks should be given to **Joe Huxley**, the researcher of much of the content that enabled this publication.

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Foreword: Managing Diversity, Integration and Inclusion in OPENCities

By **Francesca Froy**

As the urbanist Jane Jacobs said, 'cities are, by definition, full of strangers' (1961). Cities host many different types of people, who come together from different places to work in diverse sectors and to build new relationships across a plethora of different interest groups. An OPEN City is particularly effective at absorbing newcomers, not just from within countries, but from across the world. Open cities can thus harness the particular skills, innovation and global connections that international migrants and firms bring to city economies. Being open to international migration and trade remains a key attribute, even following the economic crisis. Analysis shows that those cities that are rebounding in the latest phase of the recovery are those that have remained open to trade and exchange (European Commission URBACT network, 2010), that have a diverse economy and an innovative and adaptable labour force (Froy & Giguère, 2010).

Becoming an 'open city' is not, however, a straight forward process. For the potential advantages of immigration to be maximised, it is crucial that cities have effective

mechanisms in place for ensuring that newcomers are effectively incorporated into city life, and in particular into local labour markets. Paradoxically, at the same time that migration is increasing in global importance, there is worrying evidence that employment outcomes for international immigrants do not seem to be as favourable in a number of countries as they were in the past, a problem accentuated by the global downturn (OECD, 2009a, 2010a).

This book highlights how five world cities, Barcelona, Los Angeles, Mumbai, New York and Sydney, are managing their diversity to avoid segregation and polarisation, and instead encourage integration and inclusion. The integration of international immigrants is a policy area where a local, city-level, approach is particularly important. While immigration policy is often determined, designed and funded at national level, its impact on migrants and society are strongly felt at the local level where other policy areas, including labour market policy and economic development policy, interact.

In each city, local agencies and policy officials from a variety of different institutions (city government, employment and training institutions, economic development agencies, the not-for-profit sector) have been working to tackle the complex barriers which can reduce the successful participation of newcomers in city life. Good city leadership is crucial in bringing these actions together under a common strategy, and in providing a focus for the prioritisation of resources. The city of Sydney, for example, launched a three year Cultural Diversity Strategy in 2008 as a blue print for supporting the inner-city's cultural diversity over the medium term. The strategy's core objectives include increasing the participation of minority communities in all aspects of public life (through providing guidance, among other things, on the city's diverse institutions), and increasing the responsiveness of local services.

Cities vary in their ability to absorb new populations in part because of their physical environment and their infrastructure. Ray (2003) has argued that the basic structure of a city is key to its ability to create social and economic cohesion. Through their historical development, some cities have evolved land use patterns, housing provision and transport systems that are much better equipped to serve cultural diversity and reduce inequality. Many cities host areas of relative deprivation, with associated low quality housing, poor accessibility and poor quality amenities; as newcomers with limited resources often tend to concentrate in such areas, this can lead to

long-term and inter-generational exclusion. Jacobs (1961) also points to the danger of cities trying to absorb too many people too quickly in certain neighbourhoods, arguing that a degree of stability is important to the development of ongoing trust and social capital. The development of 'hyper diversity' may not always be positive if it means that the everyday social interactions which cause cities to thrive become weakened.

An important dimension of the ability of any city to effectively absorb newcomers is the openness of the city economy, and in particular its labour market. The experiences of ethnic minorities and immigrants in the labour market are far from homogeneous. However, in OECD countries immigrants tend to have lower employment rates than natives, and the employment gap increases as migrants become more highly skilled – an important problem for cities wishing to harvest the skills that international migrants bring (OECD, 2009b).

The OECD LEED Programme (OECD, 2006) has identified that cities can support newcomers as they build their new careers through focusing on three types of action: building contacts and networks (for example through mentoring projects); supporting the recognition of skills gained overseas and making the labour market more transparent and; providing flexible and modular training so that migrants can quickly adapt their skills to new demands, in particular through higher-level language courses. In Barcelona the

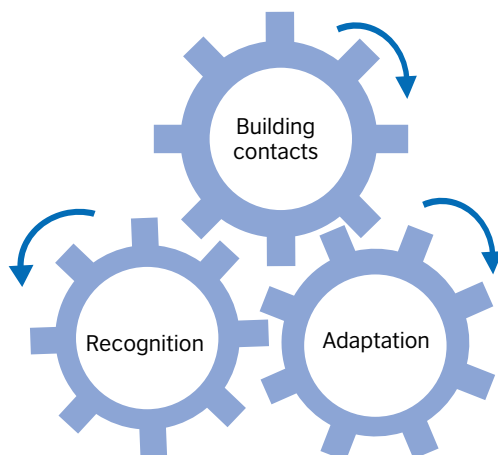
economic development agency Barcelona Activa has developed an initiative called Porta 22 which focuses on the better matching of the skills of newcomers (and other city residents) with the changing demands of the labour market. Porta 22 provides a comprehensive job-matching service which helps to detect people's skills while also establishing job profiles for many new and emerging local employment opportunities.

In addition to supporting access to the formal labour market, cities can also help boost migrant entrepreneurship. In OECD countries immigrants are more likely to be entrepreneurs than non-immigrants (OECD, 2010c), however they face a complex set of barriers, including a lack of practical information on sources of finance and support. In the United States, Los Angeles leads the way in terms of the number of new ethnic businesses it hosts, and the larger ethnic firms it has generated. To

continue to support this trend, the L.A. Minority Business Enterprise Centre has developed a programme to increase knowledge of the local legal framework and local sources of capital, to support marketing and budget management and to support networking.

It is not just the first generation of newcomers who experience problems in entering the labour market. OECD research shows worrying evidence that second and third generation immigrants still have problems in accessing good quality employment and leading fulfilling careers (2008). The problems faced by these migrants are different, less about a lack of networks, skills recognition and adaptation and more about tackling the problems of intergenerational deprivation and discrimination. In helping to break these longer-term cycles of exclusion, education is of crucial importance (Pyne and Froy, 2011). The cities of New York and Mumbai have

Three stages of support for local labour market integration



both taken practical steps to improve the education of young minorities and migrants, with a particular focus on early years education and care, which has been shown to have a particularly strong impact on future educational and employment paths (OECD, 2009b). In New York, the Abyssinian Head Start Programme (AHSP) is a federally funded programme which focuses on the early education of low income and immigrant families in central Harlem. The programme provides educational, health and nutritional services while also linking children with local community services. Strong parental involvement is a key part of the programme. In Mumbai, a system of mobile crèches has been established to help the children of the migrant workforce employed in the construction industry, in 26 day centres across the city. Again the focus is on education, health, nutrition in addition to providing advice on better parenting.

It could be argued that the integration of immigrants at the local level is principally a question of the effective management of change. While migrants need clear road maps to support their transition into a new life, cities also need to adapt services to meet the needs of new clients, and to manage the consequences of longer term change in local communities. Unfortunately the sheer number of different actors who become involved in helping newcomers at the local level, and the

fact that services have often developed on a 'bottom up' basis, means that clear route maps for newcomers frequently do not exist, and long term strategies to support and manage change at the city level are rare. Gächter (2005) has pointed out that immigrants do not have the opportunity to become professionals at immigration; they are in every sense 'amateurs', particularly as people often only migrate once in their lifetimes. However cities do have the opportunity to build their professionalism in receiving and integrating newcomers, developing what Gächter calls 'reception competence'.

Programmes of exchange and mutual learning such as OPEN Cities are invaluable in helping cities to work together to build such competence. The world's OPEN Cities have a responsibility to take the lead, more effectively managing immigration and acting as role models in maximising the long-term benefits brought by becoming open.

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Introduction

This book addresses the topic of managing diversity, integration and inclusion in open cities, focusing on the issues which arise once the city becomes more open to international populations. It builds up on the three previous publications, which explored openness in cities from different perspectives:

- **Book 1. *Understanding OPENCities.*** This book explains how and why attracting and providing for a rich diversity of international populations is critical to city success. It describes how openness can be measured and compared between cities.
- **Book 2. *Internationalisation of OPENCities.*** This book articulates the importance of internationalisation to city success. It argues that the internationalisation of a city's business community and institutions must be accompanied by population internationalisation, if the city is to yield maximum benefits.
- **Book 3. *Leadership and Governance of OPENCities.*** This book shows how the benefits of openness can only be successfully achieved through effective city leadership and governance. It argues that though openness in all its aspects cannot be controlled, and many dimensions are controlled at national level, it can be promoted and shaped effectively through excellent local leadership.

- **Book 4. *Managing Diversity, Integration and Inclusion in OPENCities.*** Addresses the issues arising from increasing openness. It draws on many of the ideas, principles and projects contained in previous titles, which provide evidence of how diversity is managed and why it is important.

For instance, the OMEGA Initiative in Auckland, the *DiverseCity* project in Toronto, and the Cape Town Partnership's leverage of the 2010 World Cup to drive social-economic integration, all have direct implications for cohesion and multiculturalism. At the same time, our case study of Amsterdam addresses how new arrivals can feel a sense of belonging in a city, while the case study of Vienna is testimony to the promotion of minority businesses.

It is the task of this book to draw together and build on the lessons of the preceding books and to focus more directly on how cities manage their diversity to avoid segregation and polarisation, and instead encourage integration and inclusion.

Existing OPENCities case studies and their links to Integration, Inclusion and Managing Diversity

Case study city	Initiative	Contribution to Integration and Inclusion	OPENCities Book
Amsterdam	City Brand	Sense of belonging for diverse populations	1
Auckland	OMEGA	Employment for diverse populations	1
Toronto	Diversity	Leadership role for immigrant leaders	1
Cape Town	2010 World Cup	Employment and labour market inclusion	2
Miami	International Trade	Minority businesses boost markets	2
Singapore	Contact Singapore	Concierge service for international talent	2
Hong Kong	Bi-literalism and tri-lingualism & The Internationalisation of Hong Kong	Positioning, linguistic diversity with Chinese and English bilingualism	3
London	Diversity Works for London	Diversity Works for London	3
Stuttgart	Pact for Integration	Integration policy at city level	3
Turin	Internationalisation Plan	Greater diversity in student population	3
Vienna	Immigrant Business	Changed perceptions of immigrant businesses	3

1.1 What is urban population diversity and how is it produced?

During the 20th century, urban populations became more internationally mobile and diverse. In broad terms, this process was predominantly driven by economic trends such as knowledge economy and talent mobility, technological breakthroughs, plus labour market integration, de-regulation and change. Social and geo-political trends such as rural to urban migration, family integration, asylum-seeking and political integration were also important factors.

In many larger cities, migration has created a population which is diverse and trending towards increasing levels of diversity, fuelled by the skilled and unskilled, the rich and poor. Diversity has a self reinforcing tendency. The driving forces which shape migration patterns are complicated. They can operate locally, regionally, nationally and internationally, as well as in isolation, in sequence and in combination. The result is a marked movement in population between cities, within cities, and between urban and rural areas.

Migration can also be selective and unselective, forced and unforced. Some phases of population mobility have been driven by transport technology advances, or pull factors such as high levels of economic growth. Others have been forced by natural/environmental or man-made disasters. Cycles of population change, within a nation of highly diverse cultures, can also play a part.

There are a number of different ways to define urban population diversity including, linguistics, birthplace, ancestry, age, gender, religion, sexual orientation and ethnicity. Though these other forms are important, this book will focus more directly on birth place and ethnic diversity with its subsequent linguistics, as OPENCities is focused in international populations mainly.

1.2 Does being an open city mean becoming more visibly diverse?

Yes, in simple terms, becoming an open city does mean becoming more visibly diverse. International migration is a key driver of diversity and tends to differ between areas receiving and areas losing population.

However, there are many forms of diversity which do not necessarily display themselves in a visual way. Being visibly diverse is only one indicator that a city is open. For instance, New York is a highly diverse city, even within

its white population groups. Irish, Jewish, and Italian Americans may resemble each other, but their cultural roots differ considerably. However, visible difference is often equated to openness, whilst urban population challenges such as segregation, polarisation, and ghettoisation tend to be associated with migration and visible diversity.

1.3 How do our five case study cities illustrate the significance of openness and diversity? Do they show different forms and characters of urban population diversity?

New York

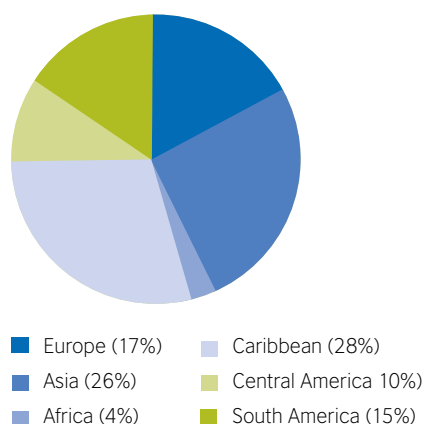
Figures from a December 2007 intermediate census demonstrate New York City's extraordinary diversity and dynamism. Approximately 37% - or 3 million - of the city's population is foreign-born, a figure which has remained almost constant since 2000. More than half this population are now American citizens. The city is widely acknowledged as the most culturally rich metropolis in the world, playing host to vibrant immigrant populations for well over two centuries. More than a quarter of the city's eight million population is Hispanic/Latino, while a further quarter is of Black/African American descent. Over the past decade, figures show the city has continued to welcome almost 100,000 new residents

¹ New York Times (2008), 'Census Shows Growing Diversity in New York City', www.nytimes.com/2008/12/09/nyregion/09census.html?_r=1&pagewanted=2

each year from the Dominican Republic, China and Mexico, while large influxes of immigrants have been reported recently from Bangladesh, Pakistan, and Ghana¹.

These disparate immigrant groups do not appear to remain rooted in one community or area in New York. The 2008 American Community Survey suggests that the ethnic and social composition of New York's five boroughs has changed dramatically in recent years, according to the dynamic flows of people and fortunes in the city. The previous African American stronghold of the Bronx now hosts a Hispanic population of over 51%². Rising standards of living in heavily Hispanic and Asian areas of Brooklyn have led to a dramatic decline in the proportion of residents who do not speak English at home. However, Staten Island has seen a rise in non-English speakers due to a new influx of Chinese and Spanish speakers.

Migrant Diversity In New York (2007)

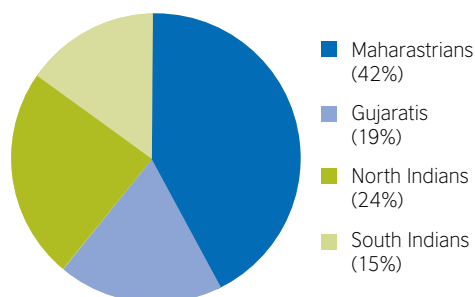


Mumbai

India is a remarkably diverse nation (almost a continent in its own right) with 17 languages spoken and five major religions practiced by citizens. As the following table shows, a high level of migration has left its mark on the demographic profile of the city. Almost half of Mumbai's residents were born outside its boundaries. In 2001, approximately 5.2 million of the city's near 12 million population were not born there³.

Mumbai has a relatively small number of foreign workers, even though numbers have steadily increased since 2000. The main focus of diversity is between Mumbai's ethnically diverse Indian migrants and the city's existing residents. The diversity of culture, language, status, religion, ethnicity and wealth between local Mumbai residents and migrants is pronounced. For instance, in 2004, the linguistic/ethnic make-up of Mumbai comprised of Maharashtrians (42%), Gujaratis (19%), North Indians (24%), South Indians (15%)⁴.

Ethnic diversity in Mumbai



² Ibid.

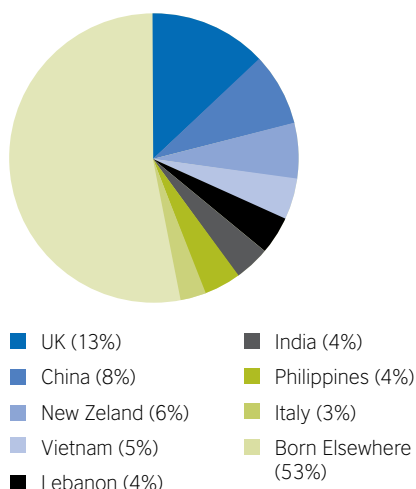
³ Parasuraman (2007), 'Uncovering the Myth of Urban Development in Mumbai' www.urban-age.net/10_cities/07_mumbai/essays/mumbai_Parasuraman.html

⁴ Mehta (2004): Quoted in Wikipedia, (http://en.wikipedia.org/wiki/Mumbai#cite_note-231)

Sydney

Sydney is by some margin the most multicultural city in Australia. A survey in 2006⁵, showed 35% of the Sydney population had been born overseas. That placed Sydney among the top ten cities worldwide in terms of diversity. Immigration to Sydney surged after World War II, and again at the end of the 1980s. This resulted in a strong base of first and second generation immigrant communities – notably from Lebanon, China, Italy, Greece, Balkan nations and the Philippines. Over half Sydney's population are first or second generation immigrants, and now over 180 countries are represented in the city⁶.

Foreign-born Sydney residents' most common countries of birth



While some ethnic intolerance exists in certain pockets of Sydney, Australia's financial and business capital is an internationally recognised model of cultural diversity and opportunity, with divergent values and traditions preserved. Ethnic communities have been responsible for spurring urban renewal in inner-city areas such as Little Italy, Chinatown, Asiatown and Auburn's Turkish and Arabic precinct. The city celebrates its diversity through a wide variety of festivals and cultural events. It is also noted for its culinary excellence⁷. The cosmopolitan character of Sydney's population is a major factor in attracting businesses seeking to locate their national or regional headquarters there.

Barcelona

While Barcelona's ethnic and cultural diversification is occurring later than in some major European centres, its immigrant population is now growing rapidly. The number of immigrants has more than tripled since 2001, an indication of the remarkable appeal the city has gained among international populations for its dynamic lifestyle and entrepreneurial opportunities.

As of 2006, Barcelona had almost 250,000 foreign-born citizens among its 1.6 million central city population⁸. The city has retained its distinctive Catalan identity, with over 60%

⁵ Australian Bureau of Statistics (2008), '2006 Census Community Profile Series : Sydney (Statistical Division)', www.censusdata.abs.gov.au ; figures show 2.49 million respondents to the Census were born in Australia while 1.31 million were born elsewhere (330,000 did not respond either way)

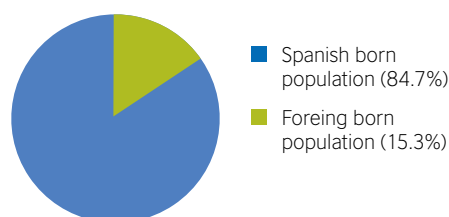
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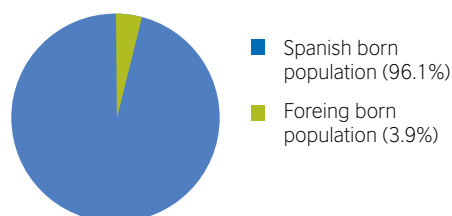
⁸ City of Barcelona (2010): Demografia, <http://web.archive.org/web/20071221131651/http://www.bcn.es/estadistica/catala/dades/anuari/cap02/C0203010.htm>

of residents born in Catalonia. A further 24% hail from elsewhere in Spain⁹. Over 95% of the population understand Catalonia's native Catalan language, while three-quarters can speak and read it, due to the city's focus on linguistic education. Approximately half of foreign-born residents come from Latin America, but significant numbers have also arrived from (in order): Ecuador; Peru; Morocco; Italy; Colombia; Argentina; Pakistan; China. An estimated 150 languages are now spoken on the city's streets.

Proportion of foreign born residents in Barcelona (2006)



Proportion of foreign born residents in Barcelona (2001)

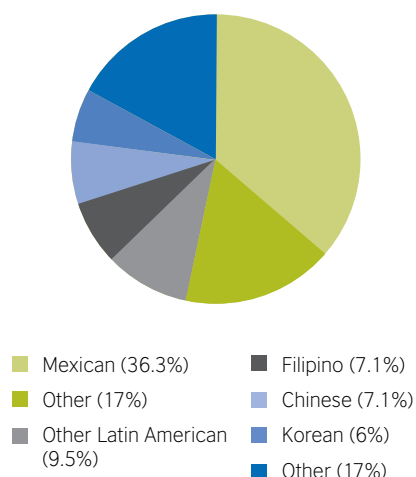


Los Angeles

Los Angeles has been one of the Western Hemisphere's most dynamic immigrant hubs for several decades. One third of L.A.'s 10 million residents are immigrants. Nearly half of the workforce is foreign-born. Two-thirds of those under 18 are the children of immigrants.

By 2000, Los Angeles had become the USA's major immigrant port of entry, supplanting New York City. It now hosts the second largest Spanish speaking community in the US, after Miami. The foreign-born share of the population grew from about 23% in 1980 to more than 37% today. Although Mexicans are still the largest group, their influx in relative terms has been decreasing over the past thirty years, from 45% to 35% of total immigrants. Arrivals from Western Europe and other Latin American countries have also decreased, while immigrants from China, the Philippines, Korea, Armenia and South Asia have increased. Understanding the full impacts of this diversity – and not just designing programmes that will serve Spanish speakers – is a major challenge for service providers, city planners, and others.

Foreign-born Population that migrated within the last 10 years or less in Los Angeles County



Source: California Community Foundation (2009)

⁹ Ajuntament de Barcelona (2006): Estructura de la població, <http://web.archive.org/web/20071221131647/http://www.bcn.es/estadistica/catala/dades/anuari/cap02/C0201090.htm>

1.4 Summary of population diversity in the five selected case studies

The following table illustrates how different types of diversity are described by the case studies we detail in the next section¹⁰.

City	Ethnic	Linguistic
New York City	36% foreign born. Only 44% of population is White American. 700,000 report Italian ancestry, 400,000 Irish, 280,000 German, 270,000 Russian.	- Highest language density in the world. 170 common languages, but as many as 800 (including rare) languages are spoken. 1.9 million Spanish speakers.
Mumbai	60% population is from Maharashtra state, with further 20% from Gujarat. - Over 1 million migrants from outside Maharashtra arriving each decade.	16 major Indian languages spoken. - English principle language of white collar workforce, most speak colloquial Bumbaiya Hindi.
Sydney	Large ethnic communities of over 100,000 people from Lebanon, Greece, Italy, China and Ireland.	- Less than two-thirds of the population speak English at home. - Most spoken non-English languages are Chinese (5%), Arabic (4%), Greek, Vietnamese and Italian (2%).
Barcelona	- About 250,000 residents in Barcelona have a non-Spanish background. - Around 100,000 have a Latin American heritage, while 40,000 have an Asian background.	75% can speak Catalan, and a majority are bi-lingual.
Los Angeles	- Only 29% white population. 48% of the total population is Hispanic/Latino. 11% of Asian descent, 10% Black/African American. - Strong ethnic enclaves of Chinese, Phillipino, Korean and Armenian residents.	- Second largest Spanish-speaking community in the US (behind Miami). - Equal numbers speak English and Spanish as first language (41-42% each). - Next most spoken languages are Korean, Filipino, Armenian, Chinese and Persian (1-2%).

¹⁰ City Data (2000), <http://www.city-data.com/states/New-York-Languages.html>; New York Times (2010), www.nytimes.com/2010/04/29/nyregion/29lost.html?pagewanted=1; Census India Maps (2008), www.censusindiamaps.net/page/Religion_WhizMap1/housemap.htm; NYC American Community Survey (2008), www.nyc.gov/html/dcp/pdf/census/nyc_boros_08_place_of_birth.pdf ; http://en.wikipedia.org/wiki/Demographics_of_New_York_City#cite_ref-NYC_immigration_2-0 ; http://en.wikipedia.org/wiki/Demographics_of_Sydney

Managing Diversity, Integration and Inclusion in OPENCities

City	Birth place	Religious
New York City	■ 28% of foreign-born immigrants from Caribbean, 25% from rest of Latin America, 25% from Asia, and 17% from Europe. ■ Over 150,000 immigrants born in each of the following: Dominican Republic, China, Guyana, Jamaica and Mexico.	■ Largest Jewish community in the world after Tel Aviv.
Mumbai	■ Almost all Mumbai's residents were born in India. Outside Maharashtra, more residents arrive from Gujarat and Northern India than South India.	■ Population is two-thirds Hindu, with strong representation of Muslims (19%), Buddhists (5%), Jains (4%) and Christians (4%).
Sydney	■ 35% foreign-born population in 2006. ■ Largest populations born in UK (4%), China (3%) and New Zealand (2%).	■ Two-thirds Christian, but with notable share of Eastern Orthodox (4.3%). ■ Others include Islam (4%) and Buddhist (4%).
Barcelona	■ 62% of population born in Catalonia, with further 24% from the rest of Spain. ■ 16-17% born abroad, tripled since 2001. ■ Largest non-Spanish populations from Ecuador, Peru, Morocco, Colombia and Argentina.	■ Most are Roman Catholic, but sizeable numbers of Evangelicals, Jehovah's Witnesses, Buddhists and Muslims.
Los Angeles	■ The foreign-born population grew from about 23 %of the population in 1980 to close to 40% today. ■ Two-thirds of foreign-born residents are from Latin America, with a further quarter from Asia.	■ Large Roman Catholic population due to heavily Latino communities. ■ Over 600,000 Jews in the metropolitan area, second largest in US. ■ One of the largest and most varied Buddhist communities in the world.

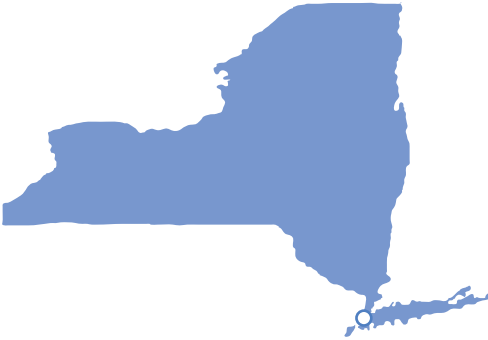
2. Case Study Cities

In this section we profile five cities that have won praise for their positive approach to the issues of diversity, integration, and inclusion. Each case study contains an introduction to the city and its region, and a description of its population dynamics and demographic diversity. Details are also given of practical approaches and initiatives taken to promote and manage diversity, and reinforce integration and inclusion across the city.

Case studies include examples of interventions in the following fields:

- Employment and labour market
- Enterprise and business development
- Childcare and support for the young
- School and Adult Education
- Culture and the celebration of cultural diversity

City	Case study	Brief description
New York City	Abyssinian Development Corporation and the Abyssinian Head Start Program	Successfully run neighbourhood development corporation which supports a programme which focuses on early education and family engagement as a means to reduce social exclusion.
Mumbai	Mumbai Mobile Crèches.	Provision of schooling, medical and community services to the most vulnerable and excluded migrant children and their parents.
Sydney	Cultural Diversity Strategy (2008-2011).	A framework to co-ordinate and promote diversity activities in the city.
Barcelona	Porta 22.	Targeted employability training and support.
Los Angeles	The Los Angeles Minority Business Enterprise Centre (MBEC).	Initiative to foster and cultivate the entrepreneurial spirit of ethnic minority groups.



New York

New York has long been regarded as an historic symbol of diversity and modernity. It is the consummate open world city, the premier gateway to the American Dream. With a population of 8.4 million, the 'city that never sleeps' is the largest in the United States and the leading node of contemporary globalisation. New York is the core of a larger four-state metropolitan statistical area, with a population of 22.2 million as of July 1st 2009, an increase of 4.1 % since 2000.

Having been the iconic city of the twentieth century, the new millennium has seen extraordinary challenges emerge to New York's global positioning. Terrorist attacks and financial crises have left the city seeking to refresh and renew its status and appeal. The city is well placed to recover, given its exceptional cultural and

educational traditions, institutional strength and specialisation in information services. New York also has the potential to become a champion of economic diversification, quality of life, business-led urban management, sustainability commitment, urban regeneration, and bold leadership direction.

New York has been dependent on the weakened financial services sector, and is now seeking to enhance strengths in business services, media and information, health, and the creative industries to absorb newly-displaced employment. However, funding shortages may constrain vital investment in improvements in the city's quality of life, aimed at retaining its talent and diversity.

KEY AREAS OF GLOBAL STRENGTH

Economic power and scale

Despite recent setbacks in finance, New York remains a staggeringly large, dense and dynamic commercial centre. It operates on an almost unparalleled economic scale, with an exceptionally deep labour market and skills range.

Enduring creative and cultural vitality

World-class art, fashion and entertainment provision continue to drive New York's brand reputation as the world's most exciting city.

Outstanding city leadership

New York's leaders have cultivated an assertive and resilient governance philosophy, and have succeeded in forging consensus and driving positive action

Centre of international institutional collaboration

The city is home to key sites of international co-operation, including the UN, which provide sources of stability and innovation during future crises and disasters.

Implementable commitment to sustainability

PlaNYC 2030 is a major breakthrough for emissions reductions, with comprehensive funding tools for implementation. Good business case made for green reforms, with a clear opportunity to emerge as a sustainability leader.

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Financial regulation

New legislation for financial regulation being considered during the summer of 2010 will be critical to the revival of the financial industry in New York, as well as to its international competitive position.

Quality of life

Improvements are vital (and in train) in terms of green public spaces, congestion, interstate mobility, crime, and cleanliness, in order to continue to retain its mobile creative-financial populations.

Lack of decisive national support

NY struggles to acquire privileged national backing, and has not created the informal institutional channels to lobby effectively for federal support for infrastructure investment.

Fragmented regional governance

Lack of institutional co-ordination means metropolitan plans cannot be effectively implemented, while a culture of competitiveness between states and Tri-state cities remains.

New York City stands as a symbol of America's proud immigrant heritage. From its origins as a Dutch trading outpost in the 1500s, to its most recent wave of migration from the developing world, New York epitomises the world's understanding of, and appreciation for openness and pluralism, driven by entrepreneurial spirit. The city has long fostered an unusually welcoming climate of tolerance and accommodation. Successive waves of ethnic groups have established themselves in New York and pursued the ladder of upward mobility¹¹. Many – whether from Italy in the 1900s, Puerto Rico in the 1950s, or China in the 1970s - arrived with low education, rural backgrounds and (often) limited English language skills. Each group in turn, has benefited from the city's formal and informal institutions, which have helped new immigrants adjust to life, gain jobs and learn English. Government agencies, church organisations and family networks have been critical to this adjustment process. Since 1945, New York's urban governance has worked continuously to reduce ethnic discrimination and offer new economic opportunities to disadvantaged migrants.

Since a slight decline in immigration between 1930 and 1970, New York has opened its arms to new generations of diverse immigrants. The city gained 800,000 inhabitants in the 1970s and more than a million in both the 1980s and 1990s¹². Increasingly, these arrivals come from outside Europe, most typically the Caribbean, Middle East and South East Asia. This new influx has laid down

strong cultural foundations, with more than 40 foreign-language newspapers springing up in the city between 1970 and 1990¹³.

New York's diversity is viewed as an indispensable factor in its world city status and success. Despite the trials of the financial crisis and its knock-on effect to business services and tourism in the city, New York continues to lead global urban rankings, with many indexes pointing to the city's cultural endowment and internationalisation as enduring advantages¹⁴. The Partnership for New York City predicts immigration will add a million new residents and create 750,000 new jobs by 2030¹⁵.

Global Reach, Openness and International Exposure

Population Dynamics and Demographic Diversity

New York City has long hosted a 'mosaic of social worlds', no more so than today, thanks to the continued growth of immigrant arrivals since the 1970s. Over 3 million foreign-born immigrants currently live in New York, and immigration is almost solely responsible for the growth in overall city population from 7.1 million in 1980 to 8.4 million today. This immigration, combined with natural internal growth, has considerably outnumbered the domestic outflow to surrounding areas and states in America's North East¹⁶.

¹¹ Frederick Beinder and David Reimers (2000), *All Nations Under Heaven: An Ethnic and Racial History of New York City*, p.214-215

¹² *Ibid.*, pp.224-226

¹³ *Ibid.*, p.226

¹⁴ Global Urban Competitiveness Report (2007-2008), www.gucp.org ; AT Kearney/Foreign Policy (2008), 'Global Cities Index

¹⁵ Partnership for New York City (2006), 'Growth or Gridlock?', <http://www.pfnyc.org/publications/Growth%20or%20Gridlock.pdf>

¹⁶ New York City Department of Planning (2010): Population, <http://www.nyc.gov/html/dcp/html/census/popcur.shtml>

Only 17% of foreign-born arrivals now come from Europe, the origin of most immigrants prior to 1945. Nevertheless, there are still substantial populations (50,000+) born in Italy, Russia, Ukraine and Poland, living in New York. The largest new population group - as was the case in 2000 - is from the Dominican Republic, with almost 350,000 foreign-born Dominicans residing in the Big Apple, particularly Manhattan. The Caribbean is responsible for 28% of New York's foreign-born population, with Haitians and Jamaicans among the highest represented nationalities. These two groups are primarily located in the Brooklyn area¹⁷. Latin Americans continue to be attracted to the city, with currently over 100,000 foreign-born residents from Mexico, Ecuador and Guyana. The other significant influx is from China, with 270,000 now living across the city. The proportion of immigrants from Asia has gradually risen since the 1970s and is now over 25%¹⁸.

The areas experiencing the largest population gains since 1990 have been the central Bronx, south-eastern and south-western Brooklyn, and much of Queens and Staten Island¹⁹. These outer boroughs have undergone a dramatic change in ethnic composition in recent years. As they have become gentrified, large numbers of established and aspirational second-generation immigrant families, especially of Hispanic origin, have relocated there. In turn,

new generations of immigrants from Asia and Africa have taken their place, occupying older building stock²⁰. Ultimately this has led to the expansion of genuinely 'polyethnic' or 'global' neighbourhoods²¹.

Presence of global firms

New York is the world's number one city in terms of total numbers of global firms, and remains the world's most important economic centre, with its unique concentration of advanced service sector firms in fields such as law, accountancy, banking and management consultancy. The city's capacity to adapt to downturns is vitally aided by its diverse and innovative economy, built around a wide range of creative industries, such as media, design, arts and entertainment. New York is more of a hub for fashion designers, musicians, film directors, artists, and even psychiatrists than it is for financial professionals²².

In the light of events in the new millennium, city officials have been forced to urgently reassess the city's attractiveness to global firms and introduce new economic development policies to match. New York State and City's business tax codes have been described as outdated and complex by business leaders, and are set to become more specifically focused on strategic sector-specific incentives²³.

¹⁷ NYC (2008), 'Place of Birth for the Foreign-born Population: New York City and Boroughs, 2008 American Community Survey', http://www.nyc.gov/html/dcp/pdf/census/nyc_boros_08_place_of_birth.pdf

¹⁸ The City of New York (2004): The Newest New Yorkers 2000, http://www.nyc.gov/html/dcp/pdf/censusnny_briefing_booklet.pdf

¹⁹ New York Department of City Planning, 2004

²⁰ Susan S. Fainstein and John C. Powers (2006), 'Tourism and New York's ethnic diversity: An underutilized resource?' <http://www.gsd.harvard.edu/people/faculty/fainstein/text/Diversity%20tourism%20edited%20version.pdf>

²¹ Tarry Hum (2004), 'Immigrant Neighbourhoods in New York City', in Jerome Kruse and Ray Hutchison (eds), *Race and Ethnicity in New York City*, London:Elsevier, pp.25-56

²² Financial Times (2009), 'Creative New York', <http://www.ft.com/cms/s/0/35970944-fd5e-11dd-a103-000077b07658.html>

²³ Partnership of New York City (2009), 'Priorities', <http://www.pfnyc.org/publications/Priorities%202009.pdf>

Inward Investment

The comparative decline of US economic pre-eminence makes the attraction of foreign inward investment highly significant to the future of the New York economy²⁴. While New York has performed moderately well in attracting inward capital – especially in finance and insurance – the city has been outperformed by most of its global rivals in recent years²⁵. London has a much stronger recent record in attracting sovereign wealth funds from countries such as Singapore, UAE, Korea and China.

New York, though, has a highly comprehensive array of business incentives for investment offered at the city, state and federal levels. New York's Economic Development Corporation (NYCEDC) is the primary source, with 60 different approved incentives it can offer. These range from real estate tax reductions and sales tax exemptions for large job-creating firms, to triple tax-exempt bond financing for firms working on municipal docks/recycling facilities. NYCEDC couples this supply side action with aggressive worldwide marketing of the opportunities it offers, and is an exemplar of a highly effective business-focused city agency.

Capturing emerging markets

New York has been moderately successful in recent years in capturing business from emerging markets – although some analysts argue that Wall Street's focus on the domestic

market has arisen because it does not want listings from emergent economies, with their lower regulatory standards and hence higher associated risks. New York's location is not entirely favourable to attracting emerging market interest from Central and East Asia, given the substantial (8-12 hours) time difference²⁶. However, major opportunities do exist with the growth of Latin American economies.

International institutions

New York's comparative sluggishness in emerging markets is outweighed by its position as the institutional centre of the world. Being home to the UN's international headquarters, and many associated agencies, puts New York at the crux of global political intercourse. This is a major contributing factor to the city's pre-eminent brand status.

Openness to migration

New York is home to arguably the highest density of intellectual capital in the world, ahead of both Paris and London. This has been achieved by the city's unparalleled record of openness and attraction to international populations²⁷. Despite this iconic legacy, New York's openness to business workers and immigrants has been threatened by tighter visa and border regulations in the USA, in the wake of 9/11.

²⁴ Partnership of New York City (2008),

²⁵ LocoMonitor (2008), 'Top 50 cities ranked by performance in attracting FDI 2003-6', www.locomonitor.com

²⁶ LocoMonitor (2008), 'Top 50 Cities Ranked By Performance in Attracting FDI (2003-2006)', www.ocoglobal.com/publications/fdi_quarterly_issue_five.pdf

²⁷ New York Times (2009), 'New York City Sees Fewer Residents Leave for Other States', <http://www.nytimes.com/2009/03/19/nyregion/19census.html> O Cities Ranked By Performance in Attracting FDI (2003-2006)', www.ocoglobal.com/publications/fdi_quarterly_issue_five.pdf

Tough US immigration rules have contributed to restrictions on many white collar migrants travelling to New York. City administration and business leaders are working with immigration advocates and national business coalitions to promote federal legislation that would increase availability of professional visas and create a more robust citizenship path for undocumented residents. But New York's influence in this regard is limited.

Case Study Initiatives

Abyssinian Development Corporation and the Abyssinian Head Start Program

Harlem remains one of the most underserved and multi-cultural of New York City's neighbourhoods. It is a diverse urban community which consists of 48% African Americans, 27% Hispanic, 22% White and 3% Asian and its unemployment rate stands at 13%, the fifth highest in the city and more than triple the city-wide rate of between 7.0% and 7.9% in September 2010²⁸. Around 30% of its 124,883 residents live under the poverty line. Central Harlem, the area where the Abyssinian Development Corporation (ADC) broadly focuses its activity, is particularly disadvantaged. Here, 36% of resident live under the poverty line²⁹ with 48% earning less than \$15,000 per year³⁰.

The Abyssinian Head Start Program (AHSP)

- Serves children and their families, providing quality child care, meals and services
- Embraces mission to enhance educational and developmental opportunities for children and to enhance the delivery of social services to families
- Based on previous success with ADC's first and second Head Start sites, a third Head Start site was awarded and became fully operational in October 2008

Thurgood Marshall Academy Lower School (TMALS)

- Public elementary school currently serving students in kindergarten through 5th grade. Adding one grade annually since its opening in 2004, TMALS serves 300 students in grades K5th
- A collaboration between ADC, New York City Department of Education, and New Visions for Public Schools

Thurgood Marshall Academy for Learning and Social Change (TMA)

- Public middle and high school, serves 560 students in grades 7 through 12. ADC offers numerous enrichment programs to the students at TMA. In 2010, a 6th grade will be added to the TMA Middle School
- Same collaboration between ADC, NYC Department of Education, and New Visions for Public Schools

²⁸ New York State Department of Labor (2010): Unemployment Rates by County, New York State, September 2010 http://www.labor.ny.gov/stats/PDFs/ur_map.pdf

²⁹ and ³⁰ Abyssinian Development Corporation (2009): ADC's Education Plan: From Head Start to High School & Beyond

Founded by The Abyssinian Baptist Church, ADC is a comprehensive community development corporation whose mission is to improve the quality of life in Harlem through housing development, economic revitalization, and the provision of educational and social programs and services. It is a holistic local development agency whose focus goes beyond bricks and mortar, to deal with communities and the men, women and children within them. As well as other socio-economic revitalisation programmes, ADC focuses closely on education delivery. ADC sponsors three educational institutions: the Thurgood Marshall Academy for Learning and Social Change, the Thurgood Marshall Academy Lower School and the Abyssinian Head Start (AHS) Program. AHS is an early education federally funded program and is what this case study will focus on. Not only is the AHS a major focus of ADC's educational work because of the extreme need for quality child care providers and family services in Central Harlem, but also because it engages with a highly diverse and otherwise excluded target group.

The Abyssinian Head Start Program (AHS)

“As we do outreach for the Head Start program, we do it for the community at large. The area has experienced a large influx of families from Africa and Latin America and so, naturally, Head Start has become an important tool to engage with and integrate migrants into the local community”³¹

Mission and Background

The integration of the AHS program into the ADC mainstream educational offer in 1993 filled a gap in its educational services. AHS is a federally-funded programme which focuses on the early education of low income and immigrant families as a means to tackle long-term poverty. Its mission is to “promote school readiness by enhancing the social and cognitive development of children through the provision of educational, health, nutritional, social and other services to enrolled children and families³².” The program has four main objectives:

- To enhance children's growth and development through a strength-based early childhood education curriculum
- To strengthen culturally-diverse families as the primary nurturers of their children
- To provide children with educational, health and nutritional services
- To link children and families with needed community services and to ensure that parents are involved in the program decision-making process³³.

³¹ Reed, K (2010): Personal communication, Abyssinian Development Corporation

³² and ³³ Abyssinian Development Corporation (2009): ADC's Education Plan: From Head Start to High School & Beyond

Abyssinian Head Start (AHS) Programmatic Overview

	AHS Site I 129 West 138th Street	AHS Site II 646 Lenox Avenue	AHS Site III 25 West 132nd Street
Year Started	1993	2006	2008
Program Hours	8:00am – 6:00pm	8:00am – 6:00pm	8:00am – 4:00pm
Extended Day	4:30 – 6:00pm	4:30 – 6:00pm	
Max. Enrollment: 127	54	28	45
# Classrooms	3	2	3
Universal Pre-K	Yes	No	Yes

Target Group

AHS provides full-time, developmentally appropriate care to 127 children aged three to five years old and their families annually. A total of 95% of the families live in the community, 90% live below the federal poverty guidelines and 41% are single parent households. In June 2009, 52% of the enrolled children were African American, 16% Caribbean American, 13% South American, 11% West African, 4% Middle Eastern, 1% South Pacific Islander and 3% other. The educational attainment levels of the parents of the enrolled children were low with 3% up to 8th grade, 23% between the 9th and 12th grades, 25% high school diploma or equivalent, 36% post-secondary education and 13% limited English proficiency³⁴.

Many of the families include women originally from the Middle East, South America and West Africa. They are part of the recent influx of new immigrants in the Central Harlem community. Many are women who traditionally have been

denied an education in a male-dominated culture or who have not been able to pursue their education in this country because of the language barrier or imported traditional practices³⁵.

Activities

Creative Curriculum®

The goals of the Creative Curriculum are to: (1) Help socialise children to the world of school and develop friendships, (2) Help develop a positive emotional attitude and outlook around pride, self-confidence, self-control and independence, (3) To strengthen their cognitive development by letting them try their own ideas, solve problems and experience success; ask questions; and use words to share their feelings, and (4) To promote positive physical health habits and feel confident about their bodies. These goals are delivered through carefully planned activities, classroom design and layout, toys, appointments with health care professionals and the daily schedule^{36 37}.

³⁴ Abyssinian Development Corporation (2009): ADC's Education Plan: From Head Start to High School & Beyond

³⁵ and ³⁶ Abyssinian Development Corporation (2010): Abyssinian Head Start

³⁷ Abyssinian Development Corporation (2009): ADC's Education Plan: From Head Start to High School & Beyond

Global Curriculum

Because of the diversity of its participants, the AHS has adopted a global education approach in its service delivery model. The program has incorporated the Council for Global Education's (CGE) as part of its value system. CGE's framework for education has four components aimed at revamping the behaviour and attitudes of children toward one another: (1) universal values-respect, honesty and empathy, (2) global understanding-view cultural diversity as an asset, (3) excellence in all things and (4) service to humanity-contribute to the betterment of the world. AHS also applies modern technologies to expose children to a diversity of countries, cultures and languages^{38 39}.

Health and Wellness

AHS tracks and provides supportive services to ensure young children meet important health milestones including immunisations, height, weight, dental care and nutrition. AHS also offers nutritional food and asks parents to participate in menu planning^{40,41}.

English for Speakers of Other Languages (ESOL)/Family Literacy

Because its annual enrolment averages 30% of immigrant families, the ESOL/Family Literacy program has been added to the list of services offered by AHS. This initiative fits well with AHS objectives as it assists families to become self-reliant and develop advocacy

skills, to identify and meet their goals, as well as nurture the development of their children.

Through classes which are characterised by total English language immersion and that take place 3 hours a day, four days a week, this initiative aims to:

- To teach spoken English, early reading and pre-writing skills to the participants
- To teach basic use of a computer operating system, specific application software and access to the internet
- To instruct effectively by applying knowledge participants have acquired in some practical way to their daily lives
- To support the education of the participants' children and learn to advocate for them
- To familiarise participants with the laws and customs of this country through civic engagement classes and citizenship workshops facilitated by community partners
- To share with participants community resources that are beneficial to themselves and their families
- To promote peaceful coexistence among participants from different cultural backgrounds

The program also maintains a rigorous record-keeping system to document students' progress, attendance and contact. It has 30-students enrolled which have an average attendance of 85%^{42 43}.

^{38, 40 and 42} Abyssinian Development Corporation (2010): Abyssinian Head Start

^{39, 41 and 43} Abyssinian Development Corporation (2009): ADC's Education Plan: From Head Start to High School & Beyond

In 2009, the ESOL component at AHS received consistent program ratings of “Very Good” from NYC’s Department of Youth and Community Development. With additional funding resources, the 2008 – 2009 Adult Education/ ESOL class expanded from 20 students to 30 students, and two assistant teachers were hired.

Twenty-six out of thirty students achieved their goal to increase their English speaking skills. Three students found employment. One received her green card. Another student achieved citizenship while two others began to prepare for the citizenship test. One student was called to her first jury duty, and she was very happy and proud to be able to serve.

Parent Involvement and Engagement

Built into the Head Start program model is a component designed to ensure that the program is responsive to the needs articulated by parents, it is called the Delegate Agency Policy Committee (DAPC). This decision-making body gives parents direct access to the program’s staff and input into program development and operations⁴⁴.

Approach to Cultural Sensitivity

When interviewed about the strengths of her program, Director of AHS, Soukeyna Boye-Spivey, was clear about the key contributing factors behind its successful approach to the diversity of its participants. They include:

The Experience of a Recent AHS Participant Family from Togo

A family comprised of father, mother, son and infant daughter legally migrated from Togo, West Africa 5 years ago registered their son at AHS. Dad worked as security guard and mom did not work. They enrolled their son into the program and mom joined the ESOL/Family Literacy program. Mom attended classes regularly (a language immersion English class). Over three years her steady progress in the adult class coupled with her interactions with her son’s teachers contributed to her goal attainment. She also attended workshops in civic engagement offered by one of the program partners and she worked on applying for citizenship with staff’s support and legal resources from a partner agency. Last year, in her 5th year with our program (her infant daughter now attends the AHS) she received her citizenship and is now enrolled in a Pre-General Education Diploma class (parents at least 25 and up). She has taken for the first time in the spring 2010 her GED exam but she failed it by a few points. She plans to take it again in the fall after some remedial courses in math with the ESOL instructor. She is employed part-time as a childcare provider while she is completing her goals.

⁴⁴ Abyssinian Development Corporation (2009): ADC’s Education Plan: From Head Start to High School & Beyond

- Being knowledgeable about the immigrant participant's cultural background. This is achieved by staff engagement and commitment (teachers and family services staff) and ongoing training, research, information technology and information sharing.
- Being able to identify and address immigrants' needs in a culturally competent manner by showing respect for their traditions and beliefs. This is achieved through the Intake process when participants are informally interviewed to establish why they are in the program, their family history and goals.
- Supporting the adjustment process into a new culture through adult classes which include learning about the laws, political processes, regulations and cultural customs of the United States.
- Emphasising to immigrants the importance of speaking, reading and writing in English to improve family economic status, self-sufficiency and contribution to society.
- Ensuring that the AHS leadership remains actively involved in immigrant advocacy groups to keep abreast of new immigration laws and possible pitfalls. This is then supplemented by effective communication between staff and immigrant families.
- Ensuring that immigrants from different backgrounds within the program are given the opportunity to participate in interactive activities to break down barriers, increase awareness and build relationships.
- Ensuring that AHS is constantly in touch with changes in the community and the

services provided, the Head Start Assistant Director is dedicated to community outreach and relationship building.

Challenges and Constraints

To continue to deliver successfully to its participants, the AHS leadership works hard to address its constraints. According to the Director of AHS, Soukeyna Boye-Spivey:

- Private funding is by far the biggest challenge. The funds required to meet the ever growing demand are rarely made available to community-based programs such as AHS even though their impact is significant; indeed. AHS has a proven track-record of making a tangible difference to the most vulnerable of New York's citizens.
- The demand for services exceeds by far the AHS program capacity. Its waiting list is currently 100-115 families. Because of the intensive support to many of its participants further financial support is required to hire staff. It takes one instructor assisted by one volunteer to deliver classes to a maximum of 15 ESOL students.
- Adequate facilities near or within the AHS program are required to accommodate a fully equipped classroom complete with a permanent library and a computer lab.
- There is a need to engage community leaders and government representatives in the diversification of community-based services to immigrants to meet all of its needs.

Conclusion

AHS represents a holistic and comprehensive early childhood program with adult education and education at its core. The program model offers services to Head Start participants and the community at large. Adult instructors, early childhood teachers and family support services work as a team to leverage community-based resources and provide quality services to immigrant children and their families in order to facilitate the acculturation process into New York City and the U.S culture as a whole. The program's holistic approach is highly effective in delivering the benefits of high quality education to families and the wider community. According to Kima Reed, Vice-President of Programs at ADC, AHS plays a critical role for new families arriving in the area. The program 'ensures that we are connected to the local community. We are able to get to know who we engage with, who they are and where they have come from and we can serve and work with them to meet their needs'⁴⁵.

Lessons learned

- To engage with new immigrant populations effectively, the curriculum reflects varied cultures, not just to improve understanding, but also to show respect for the families who have arrived in New York.
- AHS focuses on the role of parents, and adopts the approach that the parent is the child's first teacher. Parents are required to provide in-kind contributions in the form

of volunteer hours. The programme is really designed to reach families below a set income threshold, specifically targeting those children who are not regularly exposed to educational learning environments.

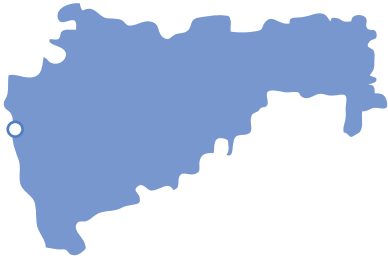
- Since 2006, AHS has worked hard to use language to promote confidence and encourage families to cross participate in community life. Employed staff reflect the cultural diversity of the children and parents at the school, and this has helped family members to communicate their needs and concerns effectively.
- The participation of migrant family groups in school life has improved considerably.

The message from this experience is that city agencies working on diversity need an awareness and understanding of the needs and expectations of migrant families.

- Even when families leave the program, they are welcome to return should they need to. This ensures that the program is not a short-term intervention, but has an impact that is sustained over the long-term.

ADC is proof positive that work at the human level, including one-to-one support, can generate a base for community inclusion at the neighbourhood scale and beyond. It also creates the foundation, cohesion and vibrancy for sustainable economic development.

⁴⁵ Abyssinian Development Corporation (2009): ADC's Education Plan: From Head Start to High School & Beyondx



Mumbai

Once a predominantly textile manufacturing hub, Mumbai is widely recognised as the business capital of India. The largest city in South Asia, Mumbai metropolitan region (MMR) is comparable in size (4,355km²) to the metro regions of Los Angeles and Shanghai, and has an urban population of 21 million. This figure is projected to rise to 26.4 million by 2025, placing Mumbai as the future second largest metropolis behind only Tokyo.

Mumbai and India's leaders are clearly striving for Mumbai to emerge as India's world class city in the next two decades. Authorities are seeking to achieve job-creating growth and a comfortable quality of life, whilst preserving the city's unique attributes. The city has specifically emphasised the importance of avoiding the temptation to refashion Mumbai as another Shanghai, Hong Kong or Singapore. Mumbai's transition towards a service-based economy and a global financial centre is being facilitated by new legislation and long-term infrastructure strategies. Access to a huge and growing hinterland, coupled

with institutionalised democracy and the rule of law, gives Mumbai a firm platform for success. Projects designed to further elevate Mumbai's global reputation include: a city modernisation plan; significant investment in upgrading the city's airport; the development of a multi-modal transport system and a Mumbai Metro.

Mumbai still faces many complex challenges if it is to become more than a national centre of commerce.

Key among these are a serious governance deficit and highly fragmented planning agendas. The city also contributes significantly to state government revenues, but receives little state-funded capital expenditure in return. Further streamlining regulatory systems are required to improve the city's appeal as a business centre, and more needs to be done to attract interest from talented, highly mobile international workforces. To ensure Mumbai's citizens benefit from its development, the issues of a rapidly growing population, environmental deterioration, and high levels of squatter housing, must also be addressed.

KEY AREAS OF GLOBAL STRENGTH

Business and finance capital of world's 2nd fastest growing major economy

Mumbai is India's key finance hub and the country's major growth driver, as it prepares to become the world's 3rd largest economy by 2050.

Emerging gateway city with prospects for spatial growth

The city has emerged as a gateway to India, the Middle East and South Asia. Unencumbered access to a vast hinterland within Maharashtra state and India at large facilitates large-scale population and economic growth.

English-speaking city with strong legal framework

Mumbai is well-versed in the international language of business, while the city's democratic status and decentralised system of government is an attractive investment alternative for Western firms.

Creative sector leadership

Mumbai has the nascent infrastructure and identity to become the 'Los Angeles of the East' in terms of film and television pre-eminence.

Mumbaiker spirit

Whatever the challenge faced there is a spirit of resilience to the City of Mumbai and its people that is a key ingredient to its success.

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Governance deficit

Fragmented and contested planning strategies at various tiers, while the city-region is heavily dependent on state revenue redistributed mostly outside the city. Given Mumbai is the nation's economic capital authorities can be reluctant to co-operate as they try to maintain their share of the 'pie'. Consequently road and rail infrastructure is insufficiently regulated and poorly maintained.

Attracting and retaining international talent

Professional classes continue to prefer Hong Kong, Singapore and even Shanghai as business destinations. Mumbai's distinctive offering could be more decisively articulated, although the return of the Indian diaspora prompted by the crisis highlights its increasing competitiveness in this area.

Slum development

The poor access to serviced land, leading to illegal unplanned growth along regional rail corridors. Almost half Mumbai's population are slum dwellers.

A bustling port city situated on the Arabian Sea, Mumbai is as ambitious as it is densely-populated. Mumbai's position on the global stage has undergone extensive change in the last thirty years, and it is now one of the strongest industrial and commercial bases in the region, with outstanding labour and social capital potential. Manufacturing enterprises have gradually been replaced by service-based businesses in sectors such as finance, IT, telecom, tourism, entertainment, advertising and communications.

Mumbai's recent aspirations to become a world class city were first manifested with a report by the citizens' group Bombay First and McKinsey & Co in 2003. The report detailed what Mumbai had to do to become a world-class city by 2013, identifying the threat to the city's huge potential from 'its swelling population, deteriorating environment, income disparities and lack

of funds.' A six pillar strategy for Mumbai's development has since been created, based on progress in economic development, housing, physical infrastructure, social infrastructure, governance and financing. While there are 40 planning authorities in the region responsible for micro-level planning⁴⁶, overall regional strategy is the remit of the Mumbai Metropolitan Region Development Authority. MMRDA aims to achieve balanced regional development through the promotion of alternative growth centres, the strengthening of infrastructure and the provision of development finance.

Although it does not have a history of substantial international migration, Mumbai has been greatly enriched by diffuse cultures arriving from both north and south India.



The situation of the City of Mumbai and State of Maharashtra in India⁴⁷

Administrative tiers in the Mumbai metropolitan-region⁴⁶

	State of Maharashtra	Mumbai metropolitan region	Greater Mumbai
Area (Km ²)	307,713	4,355	438
Population (millions)	105.51	17.76	11.98
Density (pers/km ²)	343	4,080	27,348
rel. GDP (% higher level)	13%	39%	26%
Number of wards	35	n/a	24
N° of elected officials	287/78	n/a	227

⁴⁶ 'Regional Setting' Municipal Corporation of Greater Mumbai

⁴⁷ PlaneMad/Wikipedia (2009): http://en.wikipedia.org/wiki/File:India_Maharashtra_locator_map.svg

⁴⁸ Urban Age (2008), <http://www.urban-age.net/>

For over a century Mumbai's population has comprised an eclectic mix of communities from a variety of religious and tribal backgrounds. Mumbai's recent history of immigration began in the post-Independence era. In the 1960s and 1970s, the city witnessed an influx of largely well educated southern Indians seeking white-collar office jobs. During the 1980s, this group became the leaders of the rising middle class of the city. Meanwhile migrants from north India have tended to occupy lower-status jobs.

Overall, immigration has added both intellectually and culturally to the city during Mumbai's rise towards both regional and global prominence.

'In India, internal migration among multiethnic states raises many of the same citizenship issues as international migration does in the West. Historically, there have been several Indian "sons of the soil" movements that illustrate how internal migrants are often treated as outsiders in their new state.'

Rameez Handy,
Johns Hopkins University

Global Reach, Openness and International Exposure

Mumbai has a long and distinguished history of international trade and financial services. Its port location and airport infrastructure present clear opportunities for improved

external trade, since India's commitment to the World Trade Organisation regime. While the city remains a third tier finance, business and talent hub, according to global city indexes, its multi-lingual capacity and pre-eminent status in the world's 2nd largest country could be crucial in the quest to build the city's connections worldwide. However, many indigenous poor and low-paid migrants are unable to send their children to 'English medium schools.' English teaching facilities must be improved to maximise the number of citizens eligible to play a part in Mumbai's ambitious drive for global recognition as a world class city.

Population Dynamics and Demographic Diversity

Mumbai's population size and composition has shifted according to its historical transformation. It was originally a fishing community, then a colonial node at the centre of the global textile industry. Most recently it has become India's commercial, informational and financial hub⁴⁹. A startling increase in population, fuelled by both migration and natural increase, has accompanied this evolution. In 1950 the population was just three million. During the second half of the 20th century population growth rocketed in the central city, reaching almost 12 million by 2001 and close to 14 million by 2010⁵⁰. The greater metropolitan population now exceeds 21 million⁵¹. Most of Mumbai's population growth is attributable to internal development rather than external migration, but the city continues to attract vast numbers of skilled and unskilled

⁴⁹ Parasuraman (2007): Uncovering the Myth of Urban Development in Mumbai, http://www.urban-age.net/10_cities/07_mumbai/_essays/mumbai_Parasuraman.html

workers from the rest of India. Around 30-40% of migrants arriving in Mumbai over the last half century have been from the surrounding state of Maharashtra. Most of the other migrants have moved from other areas of India⁵².

The diversity of culture, language, status, religion, ethnicity and wealth between local Mumbaikars and migrants is therefore pronounced⁵³. Over 5 million of the current population do not originate from Mumbai⁵⁴.

Most of the new growth has been absorbed in areas peripheral to the City such as Thane, Navi Mumbai, Mira-Bhayander and Kalyan, but the sheer scale of expansion has caused Mumbai to suffer from overcrowding, basic service provision pressures, informal housing and inequality⁵⁵. The government is unable to provide services to the overwhelming majority of the migrant population.

Presence of Global Firms

Despite highly expensive office space⁵⁶, Mumbai is of increasing attraction to global firms, especially in the banking industry⁵⁷. High-end industrial sectors are attracted by the city's

Special Economic Zones, and the city-region is well placed to capitalise on the market growth of precious metals, jewellery, and fashion goods.

Global firms are to some extent deterred by the city's business climate. There has been a historic lack of a supporting legal and regulatory framework to facilitate investments, with chronic delays experienced in registering companies. This framework is currently being improved, and Mumbai aims to offer tax rates competitive with regional rivals Singapore and Hong Kong⁵⁸. This, alongside the office infrastructure and quality, will be the key ingredients for Mumbai's medium-term attraction.

Inward Investment

Mumbai is among the leading cities in Asia for attracting greenfield FDI projects, according to figures from Locomonitor⁵⁹. The city boasts a growing number of Foreign Institutional Investors (FIIs) and merchant banks, enabled by new relaxation of investment restrictions on civil aviation, construction development, petroleum/gas, commodity exchanges, credit-information services and mining sectors. There is still room for improvement in terms of permitting greater foreign investment in politically sensitive areas such as insurance and

⁵⁰ Mumbai Metropolitan Region Development Authority, (2003): Regional Plan, (<http://www.regionalplan-mmrd.org/N-3.pdf>)

⁵¹ World Gazetteer (2010): India: <http://www.world-gazetteer.com/wg.php?x=&men=gcis&lng=en&dat=80&geo=-104&srt=nnan&col=aohdq&msz=1500&va=&pt=a>

⁵² and ⁵³ Mehta (2004): Quoted in Wikipedia, (http://en.wikipedia.org/wiki/Mumbai#cite_note-231)

⁵⁴ Parasuraman (2007): Uncovering the Myth of Urban Development in Mumbai, http://www.urban-age.net/10_cities/07_mumbai/_essays/mumbai_Parasuraman.html

⁵⁵ Ibid.

⁵⁶ Reuters (2008), 'London is world's priciest office location', February 13th, <http://uk.reuters.com/article/businessNews/idUKL1234808620080213>

⁵⁷ 'Global 500 Cities' Fortune Magazine (July 2008) (<http://money.cnn.com/magazines/fortune/global500/2008/cities/>)

⁵⁸ 'Doing Business in South Asia 2007' World Bank (2007) (<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/SOUTHASIAEXT/0,,contentMDK:21217344~pagePK:146736~piPK:146830~theSitePK:223547,00.html>)

⁵⁹ OCO Consulting (2008), 'What's new in OCO' http://www.ocoglobal.com/publications/fdi_quarterly_issue_five.pdf

retailing. In general, India's foreign investment policy is fairly liberal, allowing up to 100% foreign investment in most sectors, although some sectors have caps on FDI⁶⁰.

Openness to Migration

Mumbai is increasingly concerned to match East Asian competitors in terms of attracting foreign populations. The Municipal Corporation of Greater Mumbai (MCGM) suggests that the critical driver for attracting such population groups to Mumbai will be 'its robust capacity to absorb, provide/sustain livelihoods and its versatile culture base, which supports any new entrant to the city to comfortably associate and mix with the residents⁶².'

In this sense, Mumbai's authorities have shifted focus towards valuable knowledge workers who can provide the competitive edge in financial services. The city's HPEC report recognises that improved provision for affluent, mobile, and multi-culturally inclined professionals - in terms of their habits, tastes and preferences - must be developed. This is to be provided in the form of world-class living and recreational facilities, alongside international standards of infrastructure and urban governance set by Shanghai and Singapore. A certain degree of social tension could accompany large-scale immigration of affluent populations. The city accepts this as a necessary corollary of entering the battle for the 'globally mobile (globile) finance workforce⁶³.' Four themes were put forward by the report:

Four action areas for enhancing international attractiveness

Aim	Dramatic improvement in urban infrastructure	Cosmopolitan metropolis	International-class lifestyle facilities	Improvement of municipal and state governance
Problems	■ Crumbling housing in dilapidated buildings. ■ Poor road/rail mass transport facilities. ■ Absence of much-needed water-borne transport. ■ Lack of high-speed roads and urban motorways. ■ Poor provision of power, water, and sewerage infrastructure.	■ Lack of ethnic tolerance, aspects of unwelcoming culture at governmental and social levels.	■ Inadequate hospitals and health system. ■ Under-developed educational facilities at all levels.	■ Poor personal security and law enforcement.
Example Measures	■ Improve the quality of airports, national airlines, and increase connectivity to all global finance hubs. ■ Provision of high-quality residential, commercial, shopping and recreational space	■ User-friendly visa/resident permit mechanisms. ■ All arms of government made expatriate-friendly	■ Improved recreational facilities – e.g. non-cricket sports stadiums, entertainment hubs. ■ Mature cultural institutions such as museums, art galleries.	■ Easing of regulatory restrictions.

⁶⁰ 'Freeing foreign investment' The Economist (February 2008) (http://www.economist.com/daily/news/displaystory.cfm?story_id=10637146)

⁶¹ The politics of trade routes' The Hindu Times (August 2007) (<http://www.hindu.com/2007/04/30/stories/2007043003021100.htm>)

⁶² 'Versatility of Mumbai' MCGM

Success in Capturing Emerging Markets

Mumbai does not focus its strategies on engaging with other emerging markets. However, the city has recognised the important strategic role this will play, in terms of offering Russian, Gulf and Chinese markets opportunities for trade routes that are 'safe, cost-effective, and less prone to geopolitical impediments⁶³'.

Case Study Initiatives

Mumbai Mobile Crèches

The construction sites of Mumbai symbolise a city of two extremes: an aspiring, affluent metropolis growing at a furious rate and a second picture of migrants, poverty and exclusion. Without its migrant workforce, the city's skyscrapers would not be built, but without the skyscrapers these aspiring migrants would lack a means to escape poverty.

The construction industry in Mumbai employs some one million low-skilled labourers. Approximately 40% of construction labourers live on these construction sites⁶⁴. They are the most vulnerable communities in the city. Largely unseen and unsupported through

formal mechanisms, these migrants are building Mumbai's new luxury apartments, offices and hotels, and yet have no place to call home themselves.

Mumbai Mobile Crèches supports the young children of migrants working in the construction industry. Through the operation of 26 day centres across the city, this organisation nurtures perhaps the most vulnerable of all Mumbaikars by providing schooling, healthcare and mentoring to children up to the age of 14. More than a school, these day centres act as a pillar of support for the communities in which they are situated, providing them with not only valuable services, but also a sense of identity that would otherwise be absent.

The people that build our homes have no permanent home of their own. In fact, they don't really have much of a space in the city at all.'

Devika Mahadevan, Chief Executive,
Mumbai Mobile Crèches

History, background and vision

First inaugurated in 1969, Mumbai Mobile Crèches is one of the few NGOs in India to specifically support the 'health, education and safety of children of construction workers,' of which there are over 1 million in Mumbai. Running day centres and day service programmes in construction sites

⁶³ HPEC Report on Making Mumbai an International Financial Centre (2007), <http://finmin.nic.in/mifc/bibliography.html>

⁶⁴ Mahadevan, D (2010): Personal communication, February 2010

and in slums, MMC has reached out to over 650,000 children in Delhi, Mumbai and Pune since it first began. To meet demand, MMC divided into three in April 2007: Mumbai Mobile Crèches, Mobile Crèches (Delhi) and Tara Mobile Crèches (Pune). Though these branches do communicate with one another they are largely autonomous.

Mumbai Mobile Crèches's vision is 'for all children to have a nurturing and happy childhood.' The organisation's mission is 'to promote 'child-friendly sites'; where every child living on a construction site is safe, healthy and educated, and able to enjoy their childhood.⁶⁵

It organises its work around three programme areas:

- Education,
- Health and nutrition, and
- Community outreach and embedment.

Education

Mumbai Mobile Crèches's education programme selects a theme each month around which all language, maths and creative activities are organised. For the youngest children (under threes), there is a focus on learning through playing. The preschool programme (for three-five year olds) begins to teach reading, writing and arithmetic through slightly more structured activities.

With the partnership of the Government of India's Sarva Shikshashan Abhiyan scheme (Education For All scheme), the organisation's bridge course helps children to enter formal schooling. This support includes consolidating their knowledge of the local language. Support continues after leaving MMC. Once children are enrolled in formal schools, special care is taken to help them with homework and to offer scholarships for further study and vocational subjects. Special needs are catered for through established links to expert organisations.

Health and nutrition

Mumbai Mobile Crèches's health programme involves preventative, curative and rehabilitative care. It includes special diets and monitoring for malnourished children, organisation of monthly immunisations, health camps to check eyes and dental care, and financial support for hospitalisations and surgeries⁶⁶. In this respect the day centres aim to provide migrant children with access to mainstream rights, so as to enhance confidence and reduce 'invisibility' and vulnerability.

Community outreach and embedment

Integrating and embedding its activities into the source community is a key goal for Mumbai Mobile Crèches. Community outreach overlaps heavily with its agenda of encouraging better parenting. Here the Mumbai Mobile Crèches works to provide childcare training, give informational courses on issues such as family planning, AIDs and drugs, and also offer an informal place for relaxation and entertainment.

⁶⁵ Mumbai Mobile Crèches (2010): About Us, (<http://www.mumbaimobilecreches.org/aboutus.htm>)

⁶⁶ Mumbai Mobile Crèches (2010): Our Programme, (<http://www.mumbaimobilecreches.org/aboutus.htm>)

Evidence of impact

Overview

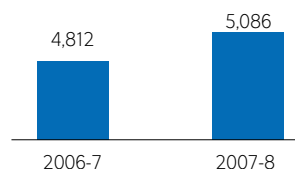
With 26 day centres across the city, Mumbai Mobile Crèches engaged with over 5500 children in 2008-9. This represented a 10% increase in numbers on the previous year. Over 1300 children attend the centres daily, and while the majority only stay for less than three months, more than one in ten are supported by the Mumbai Mobile Crèches for over six months. The organisation hopes to reach closer to 10,000 of Mumbai's most vulnerable children.

An examination of the geographical origins of the children shows a high degree of diversity. They come from no less than 17 different Indian States. With many attendees speaking different languages and being used to different cultural practices, teachers have the difficult task of tailoring activities to individual children.

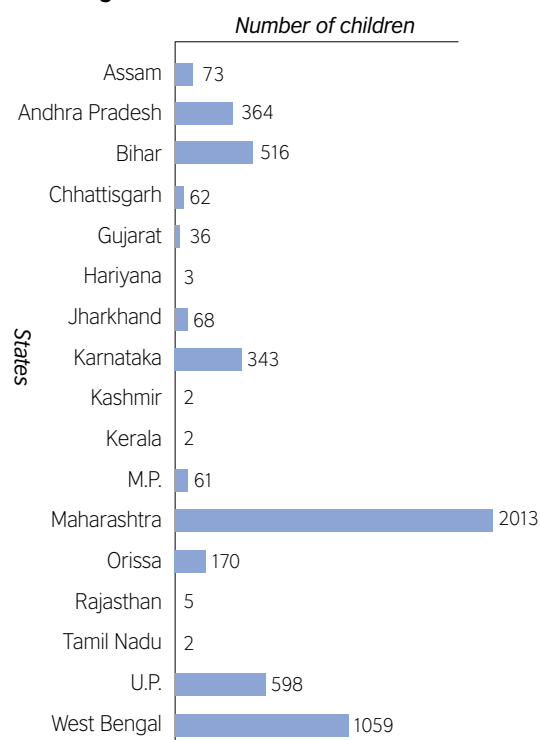
Mumbai Mobile Crèches has made excellent strides in enabling migrant children to assimilate into mainstream education. In 2009 a significant number of children (320) were successfully integrated into local municipal schools, while a small number (37) were offered scholarships to continue further education.

The Creches have expanded their range of medications, building closer links with municipal

Children reached since Mumbai Mobile Crèches began as an independent entity⁶⁷



State origins of children reached 2009⁶⁸



health centres, thus significantly reducing negative health symptoms. The expansion of street theatre programmes has also been a catalyst of community expression and solidarity.

⁶⁷ Mumbai Mobile Crèches (2009): Annual Report 2008-9 (<http://www.mumbaimobilecreches.org/Pdfs/annualreport2009.pdf>)

⁶⁸ Mumbai Mobile Crèches (2009): Annual Report 2008-9 (<http://www.mumbaimobilecreches.org/Pdfs/annualreport2009.pdf>)

Resources

Mumbai Mobile Crèches's centres are invariably established in rooms on the construction site itself. They vary in quality, due of space pressures, building quality and the attitudes of site operators. Nevertheless they strive to provide a safe and comfortable environment in which to support child development and the nurturing of educational capacity. The centres also relieve older children from the burden of child care.

Each of the organisation's 26 centres is open six days a week and managed by specially trained staff. Described by the Mumbai Mobile Crèches as 'cheerful, lively places, filled with song and laughter,' the centres offer a critical food source, plus weekly health check-ups.

Working in Partnership

Government

Within government, Mumbai Mobile Crèches works alongside a number of departments on specific initiatives. The box below illustrates what these initiatives are and how Mumbai Mobile Crèches partners with public bodies:

Mumbai Mobile Crèches collaboration with government

- **Integrated Child Development Services (ICDS)**, implemented under each state's Women and Children's Department, is a national programme which mandates preschool as well as supplementary nutrition for pregnant and lactating mothers and children under six. Mumbai Mobile Crèches has recently partnered with the ICDS to include, for the first time, the migrant child in their work. The Government of Maharashtra is the key partner for this initiative and over 1,000 children under six were reached within a single year.
- **Sarva Shikshan Abhiyan (SSA)**, implemented by the City of Mumbai Education Department, is a national government campaign to ensure that all children from 6 to 14 are integrated into municipal schools. MMC runs SSA classes in all centres and integrate these children into local schools.
- **The Public Health System**, MMC links with local municipal health posts to organise immunisations, health check-ups and subsidised hospitalisation and treatment for children and their families
- **The Labour Department** is mandated to implement the Construction Workers and Other Building Workers Act that provides many social services to construction workers.

Non-Governmental-Organisations

Mumbai Mobile Crèches benefits from considerable support and knowledge exchange from other civil society bodies.

Bhavishya Alliance combats child malnourishment and is a key partner on the Integrated Child Development Services. It facilitates access to different tiers of government. Meanwhile **CORO** runs a Centre for Leadership in the city that has awarded fellowships to Mumbai Mobile Crèches's community teachers. Finally **Robin Age**, a children's newspaper, has supported Mumbai Mobile Crèches in the redesign of the child-to-child programmes and visits/exchanges with elite schools in the city. In each case there has been an effective pooling of resources to produce unlikely outcomes.

Private Sector

The private sector is a key partner of Mumbai Mobile Crèches. Though engagement takes place with a wide range of private actors, the most important private partners are the construction firms and workers they interact with on a daily basis. Since its creation, the organisation has worked with over 75 construction firms to facilitate the effective operation of on-site day centres. In addition, Mumbai Mobile Crèches works with associations of builders and contractors, such as the Maharashtra Chamber of Housing Industries, to lobby for children's rights on construction sites.

Plans for the future

The economic crisis has had little impact on the long term stability and effectiveness of Mumbai Mobile Crèches. The organisation continues to move forward with confidence and has been strengthened through a series of initiatives. These have included:

- Enhancing communications tools: Mumbai Mobile Crèches reviewed and improved its logo, newsletter format, website, and brochure to enhance communication.
- Clarity of strategy:

The organisation has grown successfully over the past four years largely independent of public sector support. This is because Mumbai Mobile Crèches has a focussed sense of itself and of its purpose.

This clarity has strengthened the Mumbai Mobile Crèches case for funding and provided unity to its leadership team and frontline staff. In early 2010, the organisation had the goal of expanding its operations, predominantly through the creation of more day centres across the city.

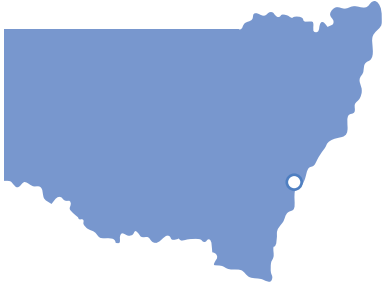
- Financial expertise: To improve financial efficiency and procedures, Mumbai Mobile Crèches hired a Finance Manager in 2009.

- Research capability: To craft and implement services as effectively as possible, Mumbai Mobile Crèches employed a Research and Documentation Officer in 2009.

As well as trying to expand service delivery to new areas of the city, Mumbai Mobile Crèches is driving towards a more quantitative approach to monitoring its impact. Attempts are being made to record activity across all centres and even with each child the organisation engages with.

Conclusions and lessons learned

Because India is so culturally diverse its domestic migrants are very different to resident Mumbaikers. This case study highlights the need for projects to become self-financing by creating links with local and international institutions and the private sectors to make the financing more sustainable. Equally, the recruitment of an enthusiastic leadership team can rejuvenate and enhance the quality of the service provided as when engaging with a diverse range of participants it is critical that staff members and the activities provided are flexible enough to adapt to changing needs. Finally, it highlights the importance of supporting the children of new migrants to the city which not only targets the most vulnerable but also provides an early form of intervention upon which other forms of support may build.



Sydney

Situated in one of the world's most impressive natural harbours, Sydney is 'Australia's iconic face to the world.' Historically Australia's major host of European and later Asian immigrants, Sydney has emerged in the past two decades as a regional commercial centre excelling in arts, fashion, entertainment, education and tourism. In 1994, it was described as Australia's only world city and is now classified as an elite Alpha+ city alongside Tokyo, Beijing and Shanghai. It sits within a wider metropolitan area of 12,000 km² and has a population of 4.5 million⁶⁹.

Sydney has become Australia's key mobility hub and primary link with the world economy, attaining unprecedented global recognition by hosting the 2000 Summer Olympics. Its outstanding climate, beaches and dynamic outdoor-orientated lifestyle all contribute to its status. But underpinning this reputation is an economy which is now highly diverse, productive and competitive at a global level, with regional excellence in finance, information,

media and creative industries⁷⁰. Even in the recent financial crisis, Sydney has demonstrated its ability to produce positive figures, achieved by strong leadership and an innovative model of governance which has directly sought to compete globally against other nodes of globalisation⁷¹. Sustainable Sydney 2030 Vision, which sets out to create a 'green, global and connected' metropolis capable of challenging urban leaders like New York and London. Green values are the centrepiece of this master plan⁷².

Despite the city's obvious successes, Sydney's population growth has led to public service delivery problems, rising unaffordability, transport congestion and aging infrastructure in urgent need of upgrade⁷³. The city is seen to lack a spatial focus for people to meet and congregate and requires careful urban management moving forwards⁷⁴. Sydney lacks a clear strong regional authority to advocate and coordinate policy in terms of infrastructure development and initiatives to promote Sydney as a brand. It is clear the city's most enduring problems may remain unsolved without better advocacy at national level and knowledge exchange with other Australian and advanced international cities.

⁶⁹ City of Sydney (2010): Sydney at a Glance, <http://www.cityofsydney.nsw.gov.au/AboutSydney/CityResearch/AtAGlance.asp> ; Australian Bureau of Statistics (2008): Year Book Australia, <http://www.abs.gov.au/AUSSTATS/abs@.nsf/DetailsPage/1301.02008?OpenDocument>; Saskia Sassen (1994), Cities in a World Economy, Thousand Oaks: Pine Forge Press

⁷⁰ City of Sydney (2010): Sydney at a Glance, <http://www.cityofsydney.nsw.gov.au/AboutSydney/CityResearch/AtAGlance.asp>

⁷¹ M Acuto (2009), 'Green Global City: The Power-Geometry of Sydney's Environmental Governance', <http://www.lboro.ac.uk/gawc/rb/rb327.html>

⁷² Ibid.

⁷³ Sydney Morning Herald (2006): Sydney: nice place to visit, wouldn't want to live there, <http://www.smh.com.au/news/new-south-wales/sydney-nice-place-to-visit-wouldnt-want-to-live-there/2006/12/11/1165685595287.html>

⁷⁴ City of Sydney (2008): Sustainable Sydney: 2030, www.cityofsydney.nsw.gov.au/2030/documents/2030Vision/2030VisionBook.pdf

KEY AREAS OF GLOBAL STRENGTH

High quality of life

Despite recent grievances, the combination of the Australian active and outdoors culture with Sydney's physical setting, cultural endowment, economic activity and high levels of public amenity, makes the city one of the world's most attractive and liveable propositions.

Globally recognised city brand

Iconic architecture, impressive (tourist and business) image development and self-conscious competitive positioning has rendered Sydney highly popular among affluent tourists and knowledge workers. Sydney is invariably equated with cosmopolitanism and progressive modernity.

Entrepreneurial governance

Sydney's coalitional mode of governance has produced entrepreneurial flair and innovation in the fields of business attraction and global positioning.

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Sustainability of growth and success

Planning for migrant-fuelled growth requires prudent investment in infrastructure, housing and transport to prevent a breakdown in public service delivery⁷⁵.

Lack of a tangible and symbolic city centre

Sydney's central district has a loose grid pattern and lacks a critical centre of mass. The city centre's potential as a vehicle for generating tourist dollars and civic pride is not yet fully tapped⁷⁶.

Lack of direction and cooperative outreach

Sydney lacks a metropolitan-wide system of government, with the overall conurbation split into 39 local government authorities in a relatively weak legal position. Relying overly on ad-hoc strategies, the city has not optimised possibilities for cooperation either with other cities or with different levels of governance.

⁷⁵ Sydney Morning Herald (2006): Sydney: nice place to visit, wouldn't want to live there.

⁷⁶ City of Sydney (2008): Sustainable Sydney: 2030

Global Reach, Openness and International Exposure

Sydney's expanded global reach since the 1980s has been enabled by a combination of globalisation's condensing of space and time, and an exceptionally lucrative marketing and events strategy. Australia's role in global economic processes has been enhanced by 24 hour trading and the rise of finance centres in Singapore, Japan and China. Sydney's density of cultural and intellectual institutions helped it to emerge ahead of Melbourne as a financial centre, and since the mid-1990s, it has become a significant finance-insurance hub based around the Reserve Bank and the Australian Stock Exchange.

Moreover, Sydney's government has branded the 'Sydney's lifestyle' as being rooted in cosmopolitan flair and affordable urban living. This has enabled the city to appeal to both transient visitors from Europe, America and East Asia, and also to corporate knowledge workers seeking an optimal balance of career prospects and quality of life. Icons such as the Opera House and Bondi Beach have been branded highly successfully, while the city has focused on high-profile events such as Mardi Gras and New Year's Harbour celebrations to build social cohesion and project a welcoming and tolerant image.

Population Dynamics and Demographic Diversity

From the first European settlers 200 years ago to the most recent arrivals, Sydney's story is intertwined with one of immigration. The various phases of immigration have provided a rich array of skills, language and culture which have contributed to today's Sydney being internationally recognised as a vibrant and cosmopolitan city.⁷⁷ Sydney has become the most "Asian" of Australia's major cities, through its links with migrants, residents, visitors and business people from East Asia, particularly China, Korea, and Japan.

Large-scale post-war immigration from Italy, Greece and Eastern Europe drove the city population beyond 2 million for the first time. Migrant groups have since colonised several districts, including Leichhardt (Italians), Lakemba (Lebanese), Redfern (Greeks) and Marrickville (Portuguese). More recently the end of the Vietnam War prompted new immigration patterns from Southeast Asia.

Figures from the 2006 Census suggest that close to 35% of Sydney's 4.5 million population was born outside Australia.

Currently the most recent immigration generation includes many British (13%) and Chinese (8%) people, while substantial numbers continue to arrive from countries with strong

⁷⁷ City of Sydney (2009): The Cultural Diversity Strategy (2008-2011)

social and family connections with Australia, such as Lebanon and Greece. Immigration is set to contribute significantly to Sydney's projected rise to a 6 million population by the mid 2030s.

Presence of Global Firms

The city's connectivity, quality of life and relative lack of continental competition makes Sydney an attractive prospect for multi-national companies. Sydney has well-established infrastructure capable of hosting suitable global flows of people, capital information and goods, according to the requirements of corporate firms.

Sydney's attraction to global firms has grown as it has become a 'post-industrial service city'. It is Australasia's premier finance hub and one of the most significant finance centres in the Asia Pacific region. The city functions at an important time-zone, bridging the close of the US and opening of the London markets. It is also seen to offer a high quality global city office location at more affordable prices than its counterparts further north, including Seoul, Tokyo, Hong Kong and Singapore. The cost of high-skilled labour is also competitive. These factors are responsible for the city hosting close to half of the regional headquarters of multi-national firms in Australia⁷⁸.

Sydney has recently begun to benefit from its location in a time-zone to which the focus of global economic power is beginning to shift. As China and East Asia becomes the central

force of the global economy then Sydney, as a conjoined time-zone partner, can also hope to expand.

In the past Sydney has acted as stepping stone into the Asian area for businesses headquartered from US and Europe. Now it is beginning to act as stepping stone out for Chinese corporations, investors and managers as they move into the broader global economy.

As a result, a number of Chinese banks have established regional headquarters within Sydney in the last few years. Chinese cities such as Shenzhen have also established trade centres in Sydney. Chinese corporations are beginning to invest significantly in the city. It was this strong and growing connection that gave the Sydney economy the resilience to withstand the initial impact of the global financial crisis, and recover more quickly than might otherwise have occurred from the city's traditional economic reliance as a financial centre on the US and Europe.

Inward Investment

Sydney's inward investment profile over the past decade has been dramatically influenced by its hosting of the 2000 Olympics. The original bid was made to boost the city's internationalisation, bring long-term promotional benefits and attract foreign investment projects⁷⁹. The Olympic hosting

⁷⁸City of Sydney (2010): Sydney at a Glance, <http://www.cityofsydney.nsw.gov.au/AboutSydney/CityResearch/AtAGlance.asp>

⁷⁹Yawei Chen and Marjolein Spaans (2009), 'Mega-event Strategy as a Tool of Urban Transformation: Sydney's Experience', http://www.ifou.org/conferences/2009delft/proceedings/2%20The%20New%20Urban%20Economy/A006_Chen_Yawei_Spaans_Marjolein_Megaevent%20strategy%20as%20a%20tool%20of%20urban%20transformation.pdf

process prompted public-private deliberation on how best to promote Sydney's business proposition, resulting in Investment 2000, designed to attract companies to invest in and establish branches in the city.

While by no means a world leader in attracting inward investment, Sydney has cultivated extensive and growing links to growing Asian markets. Business offices are well established in China, UAE and India. Sydney is set to benefit from expanded free trade agreements (FTAs), with Australia in various stages of negotiations with China, Malaysia, Japan, the Gulf Cooperation Council, ASEAN (jointly with New Zealand), Indonesia, Korea and India.

Openness to Migration

Actors at the state and central city level continue to recognise that an outward looking, globally oriented approach is critical to Sydney's business and social sustainability⁸⁰.

To date, the city has been a positive model of openness. Half of all international visitors and two-thirds of international business visitors to Australia come to Sydney⁸¹.

As well as being a net receiver of migrants from other cities across Australia, around 40% of the city's workforce was born overseas. Around a quarter of the total population speak a language other than English at home⁸².

In addition, the city works hard to welcome its newcomers. Sydney's Chinese New Year celebrations, featuring Chinese performers and artists, are reportedly the largest outside the Asian continent. The city has also worked closely with the State Government to foster exchange visits with Chinese business and political leaders, including city representatives. This is an important development, given the significance of cities to the Chinese governance structure and Sydney's Lord Mayor has a positive profile within China.

At the same time, the largest proportion of Chinese students visiting Australia are located in Sydney, and Chinese people form a significant and increasing source of resident migrants. Aside from the traditional contribution of such diversity to the generation of ideas and innovation, these cultural linkages also create the prospect of enhanced future economic ties and openness.

Despite the undoubted openness of Sydney, there is some evidence that the more diverse the city has become, the less open it has become to international migrants. The root causes are deepening socio-economic disparities and a lack of affordable housing⁸³. However, migration continues and this influx has undoubtedly enhanced the city's cultural diversity and economic productivity.

⁸⁰City of Sydney (2008): Sustainable Sydney: 2030, <http://www.cityofsydney.nsw.gov.au/2030/documents/2030Vision/2030VisionBook.pdf>

⁸¹City of Sydney (2010): Sydney at a Glance, <http://www.cityofsydney.nsw.gov.au/AboutSydney/CityResearch/AtAGlance.asp>

⁸²City of Sydney (2007): Baseline Indicators Working Paper, [www.cityofsydney.nsw.gov.au/2030/documents/1670cosdata03\(BaselineWorkingPaper\)August.pdf](http://www.cityofsydney.nsw.gov.au/2030/documents/1670cosdata03(BaselineWorkingPaper)August.pdf); City of Sydney (2010): Sydney at a Glance, <http://www.cityofsydney.nsw.gov.au/AboutSydney/CityResearch/AtAGlance.asp>

⁸³City of Sydney (2008): Sustainable Sydney: 2030, <http://www.cityofsydney.nsw.gov.au/2030/documents/2030Vision/2030VisionBook.pdf>

As the City of Sydney emphasised in the 2009 revision of its Cultural Diversity Strategy 2008-2011, the city's vibrancy and diversity is not the result of mere accident. The City of Sydney and those who live in and visit it are the beneficiaries of ongoing work to develop and refine policies of inclusiveness, social justice and productive diversity.

'The City of Sydney has a strong commitment to celebrating and enhancing our cultural diversity. In a local government area where one in three of its residents are born overseas, the City recognises it has a responsibility to ensure its policies and services are continuously improving to match the needs of the community.'

City of Sydney (2009)

Case Study Initiatives

The Cultural Diversity Strategy 2008-2011

Beneath Sydney's easy cosmopolitanism lie pockets of long-standing tension between the Anglo-Celtic majority and other ethnic communities. The process of building dialogue and empowering actors in each of these communities is seen as highly significant. The Cultural Diversity Strategy 2008-2011 is the City of Sydney's blueprint for celebrating and supporting the inner-city's cultural diversity over the medium term. It details six core

objectives, which emphasise the celebration of diversity, the expansion of participation both at council-level and in local communities, improved public services for immigrants, and social sustainability. The strategy recognises the significant contribution of successive waves of migrants and refugees to its local government area and the country. Its purpose is to focus on diversity in a more targeted and coherent way.

History, background and vision

The Strategy has been developed to complement the city's existing corporate and planning processes. The process began in 2006 with a Multicultural Review into diversity initiatives. After major consultation, the strategy was published in 2008, and aims to make Sydney a leader in terms of inclusion and responsiveness.

The Strategy complements the wider city's sustainable development plan, Sustainable Sydney 2030. This vision is for a green, global and connected Sydney. The 'connected' theme focuses on the challenge of immigration, and plans for a 'diverse and inclusive' city with an 'increased share of affordable housing', 'better access to community facilities' and 'high rates of participation in artistic expression, performance, events and festivals'⁸⁴.

Summary of the Cultural Diversity Strategy Action Plan 2008-2011⁸⁵

A critical addition in the new strategy is to provide skills to immigrant communities earlier

⁸⁴City of Sydney (2009): The Cultural Diversity Strategy (2008-2011); City of Sydney (2008): Sustainable Sydney: 2030, <http://www.cityofsydney.nsw.gov.au/2030/thevision/Default.asp>

⁸⁵City of Sydney (2009): The Cultural Diversity Strategy (2008-2011)

Managing Diversity, Integration and Inclusion in OPENCities

Core objectives of the Cultural Diversity Strategy 2008-2011

Celebrating and Valuing Diversity

- Produce and support major events to celebrate diversity
- Showcase of diversity in the City's images, artworks and documentation
- Active participation in citizenship ceremonies - promote history through City History programme
- Promote Aboriginal and Torres Strait Islander heritage to culturally diverse communities

Participation and Connection

- Develop a Multicultural Communication Protocol
- Provide easy access to interpreter services
- Recruit and make strategic use of bi-lingual staff
- Ensure accessible communications/venues and undertake inclusive consultations

Responsive Services and Support

- Focus provide grants and sponsorships for culturally and linguistically diverse communities
- Deliver inclusive library services
- Enhance the inclusiveness of core services, and of planning and design activities.
- Training/partnership opportunities for multicultural groups to develop self-governance capacity

An Inclusive Council

- Ensure inclusive council decision making through procedure overhaul
- Employ multicultural specialist staff to act as a resource for community and city
- Establish a standing forum Multicultural Advisory Panel to provide feedback
- Undertake evidence-based, data-led decision-making on issues of diversity

Leadership and Advocacy

- Promote benefits of cultural diversity and advocate for refugees/asylum seekers at national forums -eg- Council of Capital City Lord mayors
- Encourage skilled migrant and multicultural volunteer initiatives
- Partner with different levels of government

Sustaining the global city

- Improve the City's overall amenity and safety through the city's Social Plan
- Encourage diverse business precincts to be prosperous and inclusive
- Promote Sydney as a premier tourist destination via its diversity assets
- Demonstrate economic and employment benefits of diversity and foreign student community

so that they are capable of effectively engaging with the local and state government. Minority communities have a lack of understanding of government systems and how they operate in practice, and so skills development is set to enable local people to intervene on a more evidence-led platform. Ultimately, the City argues that by being clear and confident enough to engage in proper stakeholder dialogue, the migrant community will gain a strong voice and become an effective partner in urban governance.

The role of local government

A policy of multiculturalism is built into legislation. The Community Relations Commission and Principles of Multiculturalism Act 2000 (Amendment 2003) establishes four Principles of Multiculturalism to which Chief Executives of every public authority and each Council must adhere. These four principles are described in the box below.

According to the 2008-2011 Strategy, these principles are adopted through the development of a Social Plan in response to Social/Community Planning guidelines and Management Planning provisions of the Local Government Act 1993 and related regulations.

The City of Sydney's own Social Policy was adopted in 2006 for a period of four years. The Diversity Strategy represents an extension to it by applying the principles and roles it defines as well as providing enhanced targeting and focus on people from culturally and linguistically diverse backgrounds

Building on success

The 2008-2011 Strategy enhances and consolidates existing initiatives. The strategy team recognises the difficulty of measuring success tangibly, given the subtle character of community relationships and trust. The team is in the process of developing ways to assess

Principles of Multiculturalism⁸⁶

Principle 1	All individuals should have the greatest possible opportunity to contribute to, and participate in, all aspects of public life in which they may legally participate.
Principle 2	All individuals and institutions should respect and make provision for the culture, language and religion of others within an Australian legal and institutional framework where English is the common language.
Principle 3	All individuals should have the greatest possible opportunity to make use of and participate in relevant activities and programs provided or administered by the Government.
Principle 4	All institutions should recognise the linguistic and cultural assets in the population as a valuable resource and promote this resource to maximise the development of the State.

⁸⁶ Ibid.

the progress being made. The City of Sydney already has a number of achievements in the field of cultural diversity. These include:

- **Living in Harmony programme.** In the weeks leading to Harmony Day (21st March), concerts, cultural talks, movie nights, cross-cultural tours and workshops are organised by the City and local community groups to promote community understanding and interaction.
- **Dictionary of Sydney.** The presentation of a history of metropolitan Sydney online and via other media, offering a vast amount of material about different ethnic and cultural groups, plus forums for public discussion, education and entertainment.
- **Libraries.** Extensive book collections, featuring at least nine community languages, are provided by the City Council's libraries, based on client data and needs.
- **Grants and Sponsorships schemes.** Greater provision and funding for a range of community groups targeted towards vulnerable communities. Projects attempt to promote inter-cultural exchange.
- **Culturally diverse Council workforce.** By July 2006, 25% of city staff were born outside Australia. The City also employs specialist diversity staff such as its Multicultural Development Officer.

Implementation

An implementation plan has been established for each of the core aims of the strategy. Each strand is broken down into specific actions

including which department is primarily responsible, what the timescale is and how it is resourced. In most cases the timescale for assessment is annual and ongoing, while resourcing is typically made from within a pre-approved assigned council budget.

As well as the preparation of an end of year update, an Annual Cultural Diversity Strategy Status Report notes 'the achievements of the past 12 months' and identifies a new action plan for the year ahead. In conjunction with the Multicultural Advisory Panel, Council staff and community stakeholders, progress is reviewed against the strategy's agreed goals. The intention is to improve the service and support diversity as effectively as possible. On completion in 2011, an independent evaluation of the implementation of the Cultural Diversity Strategy will take place to inform the next stage of the cultural diversity planning process⁸⁷. For example, the City is examining how housing planning and land use can most effectively facilitate inclusion and integration.

The Diversity Strategy continues to face the challenge of how to use resources most effectively, when other agendas – most notably environmental sustainability – have considerably greater means and organisational depth at their disposal. One approach the Strategy team has adopted is to make a big consultancy effort towards elected councillors, promoting the significance and achievements of diversity planning, in the hope of acquiring strong internal support for its mission. This promotion combines data-led analysis with significant local stories of success, which are seen to have a certain persuasive power.

⁸⁷ Ibid.

Evaluation and lessons for other cities

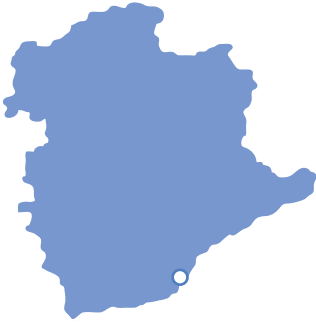
The Cultural Diversity Strategy 2008-2011 provides a very helpful framework to co-ordinate and promote initiatives across the City of Sydney supporting ethnic minority groups. The diversity vision of the local government is innovative, in that it recognises the ongoing importance of internal and external consultancy. The City of Sydney is a forward-thinking local government in the field of diversity. It realises that social inclusion will not happen naturally. As a result, its programme is based on the premise that cultural cosmopolitanism needs to be produced from considerable work at the grassroots level. Building trust and genuine relationships between divided communities takes long-term sustained commitment.

The new Diversity Strategy goes a step further than many inclusion initiatives in providing implementable mechanisms to up-skill ethnic communities so that their voices can be effectively heard. Many community stakeholder programmes do not consider how minorities communicate their needs and their collective message.

Key best practice points:

- **Integration occurs within and across communities** - even when those communities are made up of diverse newcomer groups. Intercultural learning through shared experiences is an important step towards social cohesion.
- Community **newspapers and other community media can be used to profile diverse community members and groups**. This will foster a sense of identity and belonging.
- **Bringing communities together requires a sustained investment in time, patience and space.**
- Find out how your community can help build bridges with another ethnic community in your area through a shared event, an invitation to an upcoming cultural holiday, or a shared commitment to addressing a local issue.

In focusing on the role of attitudes in combination with personal skills, the City of Sydney shows how a local government strategy can think beyond the numerical issue of inclusion. Broader questions of belief, trust and social capital are also approached. In order for these profound questions to be tackled, the importance of strategy, intelligent structuring and inclusive division of labour is a key message from Sydney.



Barcelona

Situated on the north-eastern coastline of Spain, at the heart of the Cataluña region, Barcelona epitomises the modern Olympic success story. The city of 1.7 million people has witnessed profound urban regeneration and is now recognised on the world stage as an innovative and self-confident capital of media, arts, education and tourism. The city is located within a large metropolitan region of 3,237 km². It has a population of 3 million and is one of the largest agglomerations in Southern Europe⁸⁸.

The Barcelona story represents a remarkable example of how a city can redefine itself within the space of a single generation. Commentators and practitioners worldwide now look to the city for inspiration, best-practice and leadership. Since the 1980s, Barcelona has emerged from a period of de-industrialisation fuelled decline, to become one of the most dynamic cultural and entertainment centres in Europe. Barcelona successfully reversed the process of deterioration

in just two decades, gaining green spaces, regenerating its central areas and creating new entertainment hubs. The city's leadership and metropolitan strategy has fired the international ambition to host events and functions. These in turn have driven urgently needed infrastructural investment. The Olympics catalysed the modernisation of the city's built environment and image, and enrichment of its landscape, whilst enhancing global connectivity. Recent years have seen the city pursue an ambitious phase of development with confidence, leveraging its high quality of life offer to support a process of positioning as a key knowledge hub. Today, Barcelona is one of Europe's fastest growing financial and business centres, a source of substantial job creation in diverse sectors.

Barcelona now needs to meet a number of challenges if it is to consolidate its achievements over the past two decades. The city's co-ordination and metropolitan governance has to be improved to maximise its appeal to business clusters. In terms of Barcelona's brand moving forward, the city must continue to engage the community in creating a tourism framework that complements local cultural processes.

⁸⁸ Cahyadi, C and TenBrink, S (2004): Barcelona Metropolitan Economic Strategy, Global Urban Development

KEY AREAS OF GLOBAL STRENGTH

Leadership of urban transformation

The 'Barcelona model' of re-urbanisation is a recognised world leader, and represents a political model for European social democracy, led by innovative urban planners, architects, economists and political leaders.

Lifestyle and brand

Barcelona enjoys a high profile and brand recognition around the world thanks to the revitalisation of its cultural, recreational and leisure sectors, and improved transport and service infrastructure. Its outstanding quality of life credentials and affordability are major factors in generating tourism, investment and high-end business status.

Creative innovation

The city has nurtured hugely successful creative industries spurred by the drive of flexible small businesses. Local development agency Barcelona Activa has been a pioneering partner to economic diversification and professionalisation.

Civic pride and community-oriented governance

Since the phase of Olympic modernisation, Barcelona's innovative leaders have positioned city infrastructure projects as being inclusive of, and belonging to, the citizens. The entrepreneurial philosophy of a city led by 'municipal citizenship' has been key to gaining political legitimacy for large-scale development.

KEY CHALLENGES TO GLOBAL COMPETITIVENESS

Lack of metropolitan co-ordination

Barcelona has very strong leadership and ambition, but there is not yet enough coherence and agreement at the metropolitan level around plans for the future. More explicit co-ordination is required to unite disparate and disassociated projects into coherent programmes.

Under-developed connectivity

To support an already high level of business friendliness, specific attention is required to enhance the city's high-speed rail connection to the rest of Europe via France. Air connectivity may also require attention given Iberia's decision to consolidate activities in Madrid.

Limited linguistic and cultural breadth

Barcelona has a natural advantage as a bi-lingual city but it does not have as much multi-national linguistic capacity as comparable knowledge hubs such as Amsterdam and Zurich. The city could benefit from promoting English as its third language.

⁸⁹ Saffron Brand Consultants (2009), 'The Saffron European City Brand Barometer. Revealing Which Cities Get The Brands They Deserve.'

Barcelona is considered a leading example of a city whose leadership has been properly focused on targeted asset development and business positioning⁹⁰. The Catalan capital has consistently climbed Cushman & Wakefield's European Cities Monitor of business attractiveness, rising to fourth in 2009, up from 11th in 1990. The 2009 study found that the European business community considered Barcelona as the city doing the most to improve itself and to develop. The city has also been rated the highest quality living environment for the last two years⁹⁰. Barcelona's business reputation is also enhanced by its hosting of one the top 20 business schools in the world (IESE)⁹¹.

Barcelona has witnessed an exceptional rise in visitors over the past three decades, as it has become a destination of worldwide calibre. The number of tourists tripled between 1990 and 2005 alone. Growth in air passengers has also been impressive, with the city's main airport handling an increase of 650% between 1977 and 2007⁹².

Global Reach, Openness and International Exposure

Barcelona's commitment to openness and internationalisation is illustrated by its activity in city networks, at a regional as well as on a global level⁹³. On a regional level, the city has searched for alliances with other local governments to build cooperation. At the global level, Barcelona's municipal government has been a leading promoter of the constitution of United Cities and Local Governments (UCLG), the first properly international local government organisation, which has its headquarters in Barcelona.

By the mid 1990s, Barcelona had begun to export the 'Barcelona model' of Strategic Urban Planning to Latin American cities. Barcelona's municipal authorities created the Iberian-American Centre for Urban Strategic Development (CIDEU) as a network of Iberian-American cities committed to strategic approaches to sustainable development. CIDEU's Secretariat is directed by a Barcelona city councillor and the permanent headquarters

The challenge for its leadership team has been to translate popularity among tourists into migration of diverse and talented international populations. Barcelona's city council has constantly strived to make social concerns and economic competitiveness compatible, by emphasising the collaboration of social actors and citizen participation in strategy development and implementation. This inclusive approach includes the city's policy towards diversity, social opportunity and internationalisation.

⁹⁰ Cushman & Wakefield (2009), European Cities Monitor 2009, p.3

⁹¹ http://www.careerdynamo.com/mba_ww_ft_rank_2001.html

⁹² ETOA (2005), http://www.etoa.org/Pdf/visit_britain_olympics_response.pdf; http://en.wikipedia.org/wiki/Barcelona_Airport#cite_note-stats2008-1

⁹³ M. Salomon (2009), 'Local Governments as Foreign Policy Actors and Global Cities Network-Makers: The Cases of Barcelona and Porto Alegre', GaWC Research Bulletin 305

⁹⁴ Ibid.

are located in Barcelona. Barcelona has now become a legitimate node in the global governance networks⁹⁴.

Population Dynamics and Demographic Diversity

Barcelona's city population has fallen since the 1970s peak of 1.9 million. After widespread decline and emigration, the city's population is now on the rise and has reached 1.7 million in 2010. Much of the population recovery is due to the surge of newcomers over the past decade. Between 2001 and 2008, the immigrant population of the city grew from just over 3% to 17% of the city's total population. Foreign-born immigrants now account for over 250,000 of the city population.

Presence of Global Firms

Since the 1992 Olympics, Barcelona has attracted a substantial number of international firms, especially in industry and advanced services. The Cataluña region has the highest number of foreign companies in Spain, with 90% of these located in the Barcelona metropolitan region. In fact, over half of all Japanese, French, German, North American and Italian and Dutch firms located in Spain are situated in Catalonia, 80% having moved there during the past ten years⁹⁵.

Barcelona's success relative to other major (and competing) cities is impressive. Between 2003 and 2006, Barcelona was placed 38th globally for attracting greenfield FDI projects, a strong performance, ahead of Amsterdam, Toronto and Frankfurt⁹⁶.

Inward Investment

The Olympics played a vital role in raising Barcelona's profile worldwide as a renewed city with prospects suitable to investment from established and emerging markets. Transnational investment has become increasingly important amid the decline of manufacturing industries and the emphasis on hi-tech sectors. Barcelona is now seen as a city with productive and competitive human resources, plus a high quality office and telecommunications infrastructure. Zona Franca – the city's tariff-free advanced industrial port - has attracted a wide range of transnational manufacturers, particularly Japanese. As a result over the past decade, Barcelona has led Spain in the amount of FDI it receives (20-25% of the total). In 2004 Barcelona was unanimously voted FDI Magazine's European City of the Future, and it remains in the top 5 in 2010⁹⁷. The largest constraints for further investment are limited foreign language usage, and air transport and freight costs.

⁹⁵ Ajuntament de Barcelona (2010): Barcelona Business: Foreign Investment, http://w3.bcn.es/V44/Home/V44HomeLinkPI/0,3655,71420027_80835241_3,00.html

⁹⁶ LocoMonitor (2007), 'Top 50 Cities Ranked By Performance In Attracting FDI (2003-2006)',

⁹⁷ Ajuntament de Barcelona (2010): Barcelona Business: Foreign Investment

⁹⁸ Ajuntament de Barcelona (2010): Integrating urban model, undergoing constant transformation, (http://w3.bcn.es/V44/Home/V44HomeLinkPI/0,3655,71420027_88677875_3,00.html)

Openness to Migration

Culturally rich, vibrant and hospitable, Barcelona is a natural draw to migrants, both domestic and international. The city has a history of migration. The 1950s and 1970s saw a large influx of people attracted by Barcelona's industry and other production activities⁹⁸. The 1992 Summer Olympic Games showcased the city's qualities, but by 2001 under 4% of the population were foreign born, with mass tourism outstripping permanent migration⁹⁹. Recently, however, the city has seen a dramatic rise in diversity, spurred by new arrivals from Western Europe, Latin America and East Asia. The largest migrant populations are from Ecuador, Dominican Republic, Italy, Morocco, Argentina, Pakistan and China¹⁰⁰. Around 150 languages are now spoken on the city's streets.

The integration of immigrants into the business community has mostly been ad-hoc, but has to some extent been managed by **Barcelona Activa** with a series of programmes designed to channel international links and entrepreneurial capacity. Business development centres have been established to provide set-up tools, inspire new projects, and cultivate an ethos of professionalisation among young immigrants and non-immigrants. Nearly one third of entrepreneurs are immigrants, doubling the proportion in the overall population¹⁰¹.

However, Barcelona lacks an overall approach in the metropolitan area, made of 34 municipalities. Within the City, there is an implicit strategy of a networked response across the city government, where migration services are offered by adapting mainstream services to accommodate diversity. There also remains a sense that Barcelona has yet to fully capitalise on its advantages and translate high numbers of tourists into permanent migrants. With its transformation to a knowledge driven economy, the need to recruit talent, both domestic and foreign, is fundamental to the city's success. The city's quality of life and economic vibrancy remain its greatest assets, in terms of attracting new migrants.

To reinforce its openness, Barcelona must tackle a number of constraints which impact negatively on the permanent relocation of foreign-born talent. These include a lack of linguistic openness and a failure to clearly define the future vision of the city. The development of a new strategy for the metropolitan region in 2009-10 has taken these constraints into account and aims to address them.

Barcelon **ctiva**

⁹⁹ Ajuntament de Barcelona (2006): BARCELONA EN XIFRES, (www.bcn.es/estadistica/catala/dades/inf/guies/bcn.pdf)

¹⁰⁰ Ajuntament de Barcelona (2006): Estructura de la població, <http://web.archive.org/web/20071221131647/http://www.bcn.es/estadistica/catala/dades/anuari/cap02/C0201090.htm>

¹⁰¹ Cities of Migration (2010), 'Innovation, Entrepreneurship and Immigrants: Barcelona Activa', <http://citiesofmigration.ca/barcelonaactiva/lang/en/>

Case Study Initiatives

Porta22, Barcelona

Porta22 is an excellent example of a service available to all people in Barcelona seeking employment. Conceived of and implemented by Barcelona Activa, the city's economic development agency, Porta22 assists individuals in the city make the transition from unemployment to employment. It also helps employed people to find a new post or profession. This specialist career development service is accessible, impartial, anonymous and free to all. Though not specifically targeted at minority groups, Porta22's unique approach is particularly helpful for Barcelona's growing migrant population.

The process of transformation in Barcelona has taken place rapidly over recent decades. The city's brand, global positioning and economy have also changed. Barcelona's production structure and labour market have evolved as strategic sectors. This has led to an increase in new jobs which were almost unheard of in the local labour market just a few years ago. Barcelona City Council detected an increasing demand for a career orientation service, not only for resident Barcelonans but also migrants looking to benefit from the city's success. Porta22 was founded to strengthen professional skills so that migrants and Barcelonans alike can participate in Barcelona's transformation.

History, mission and activities

Launched in 2003, Porta22's mission is to detect individuals' professional potential –or talent-, which consists of the addition of their knowledge, skills and interests; as well as to identify those new or emerging occupations that better fit these individuals¹⁰². Its state-of-the-art services and systems link people with employment and help them understand the requirements and orientation of different forms of work¹⁰³.

Porta22 is an interactive employment information service which simultaneously allows users to diagnose their own skill sets and match them to employment opportunities in the city.

Porta22 achieves results through the efficient combination of three different formats: the self-use of contents and digital resources; face-to-face counselling; plus a complete programme of activities including training courses and workshops in skills development, job seeking and professional change.

For instance, Porta22 offers individuals the opportunity to identify their interests and measure their key competences and personal skills through self-knowledge and self-evaluation. Porta22 also has a digital catalogue showing many of the job opportunities available in the city. The Porta22 Occupations Catalogue

¹⁰² Molero, A (2010): Personal Communication, Barcelona Activa

¹⁰³ OECD LEED Programme (2009): Promoting Entrepreneurship, Employment and Business Competitiveness, The Experience of Barcelona

is the result of permanent intensive research activity by Lab22, the BackOffice of Porta22, along with its Knowledge Network comprising of universities, professional associations and private companies.

Besides being very useful in order to identify job opportunities, the diagnosis of personal competences and skills is also a key method by which individuals can develop their own performance and enhance their employability. To support this process, Porta22 designs and delivers skills development training courses which are offered on a daily basis.

Porta22 is currently developing a new project based on personal skills and their evaluation. This consists of a database filled with CVs and skills profiles of Porta22's users, which will provide private companies with a valuable resource for staff recruitment.

Evidence of general impact

Recent reviews and evidence from Barcelona Activa suggests that Porta22 has been an unrivalled success.

In 2009, an OECD LEED Programme review suggested that the sophistication of the Porta22 system, its objectives and the impressive amount of information available is unique in the world¹⁰⁴.

Porta22 2009 engagement figures¹⁰⁵

Engagement type	Number
Individual users of the platform multimedia	20,912
Personal consultations	16,395
Participants in group sessions on multimedia platform	21,574
Participants in the program of activities	15,232

The engagement figures are equally impressive. Since its inception in 2003, more than 100,000 people have used Porta22's facilities. A breakdown of the 2008 numbers is contained in the table below.

Support to minority and migrant groups

Barcelona Activa acknowledges that although this facility is not specifically targeted at minority groups, it is extremely supportive of them. According to 2009 figures, Porta22 engaged with 4,095 migrants from the European Union and 2,235 non-European Union migrants. These figures represent 12.6% and 7.2% of the total number of participants engaged in the activities of Porta22. Of these migrants, 60.2% were unemployed.

¹⁰⁴ Ibid.

¹⁰⁵ Barcelona Activa (2010): Porta22, <http://www.porta22.com/porta22/cat/>

Porta22 represents the bridge between Barcelona's changing labour market and demographic structure.

There are a number of ways in which it does this:

- **Better access to and visibility of new opportunities.** New employment opportunities that previously did not exist, or which were hidden, are now made accessible to many new groups within the city's population structure by Porta22. As the OECD suggests, Porta22 has proven particularly important 'for migrants new to Barcelona labour market and needing an orientation'¹⁰⁶.
- **An open and inclusive approach.** Porta22 works openly with all. As well as engaging with young graduates and skilled professionals, Porta22 proactively engages with a number of minority and marginalised groups, including women and young people, as well as skilled and un-skilled migrants. To optimise accessibility, the Front Office of Porta22 is populated with staff keen to help and advise individuals seeking to improve their professional status. Access to intranet content is just part of this valuable service.
- Early targeting and training. Porta22 specifically targets young people making the transition from academic studies to professional opportunities. Helping people to integrate into the workforce from an early age, enhances inclusion.
- Excellent and appropriate design of facilities. The quality and accessibility of Porta22's free and open facilities and easy access space encourages its use by all.
- Responsive and reflexive service provision. The service is highly flexible and dynamic. Because Porta22 closely tracks labour market and population trends in Barcelona. It is able to evolve quickly and effectively to meet new demands, such as the arrival of a new migrant group to the city.
- Bespoke service provision. The individualistic approach Porta22 adopts allows its service to be tailored to the particular requirements of its users. Staff at the centre constantly try to match users with the most appropriate means of support.

The promotion and delivery of English as the Barcelona's third working language

Porta22 is in the process of incorporating English as a working language, alongside Spanish and Catalan. In order to achieve this, Porta22 is now offering an English version of its training courses in professional development. This is intended to introduce new migrants to the city to local job opportunities and equip them with the skills to secure them. At the same time, the most significant of Porta22's contents are being translated into English. This supports Porta22's ambition of promoting and incorporating English as its third language.

¹⁰⁶ OECD LEED Programme (2009): Promoting Entrepreneurship, Employment and Business Competitiveness, The Experience of Barcelona

- Anonymity. Because Porta22's facilities can be used anonymously there are no barriers to their use and the subsequent progression of users through to employment opportunities.

As a result of a combination of all of these factors, Porta22 has been a key tool in Barcelona's quest to actively promote the attraction and integration of migrants into its labour market.

According to Barcelona Activa, the success of Porta22 can be attributed to intensive research work and production carried out with the collaboration of expert institutions that comprise the Knowledge Network of Porta22. The scheme draws on the model of the Cité des Métiers, created in Paris in the early 1990s, as part of the Cité des Sciences and de l'Industrie. In terms of capital, Porta22 is funded by Barcelona Activa. In 2007, it had a budget of €1.4 million¹⁰⁷.

According to the OECD, 'immigration into Barcelona is not likely to be slowed directly in proportion to current economic conditions and employment opportunities and so the labour force will continue to grow from international sources¹⁰⁸.' As a result, in the coming years, the service provided to migrants by Porta22 will only become more significant as a means to promote and manage the city's diversity.

Conclusions

There are a number of general factors which contribute to Porta22's success. Though many of these factors are not specifically tailored towards the economic inclusion of migrants and international talent, they are none the less very effective at doing so:

- Porta22 has detected new and actual needs among individuals in relation to their professional career. Before the incorporation of Porta22, the City's approach to employment mainly focussed on unemployment and labour market exclusion. With Porta22, the City's focus shifted to employment, professional growth and empowerment.
- Porta22 has successfully entered an area formerly monopolised by Executive Education schools and human resources companies. It provides a public service which responds to private needs.
- With its innovative and attractive approach to job seeking, Porta22 creates positive interest among migrants and non migrants, youngsters and adults.
- Porta22's accurate and rigorous work has built links of trust and confidence with private companies. This has heightened levels of engagement and co-operation with the project, which allows Porta22 to develop new contents and teaching training activities.

¹⁰⁷ OECD LEED Programme (2009): Promoting Entrepreneurship, Employment and Business Competitiveness, The Experience of Barcelona

¹⁰⁸ Ibid.

Moving forwards, opportunities exist to widen and deepen Porta22's engagement with the community:

- The major opportunity for Porta22 is to strengthen its presence on the Internet by making its current services – particularly its core services- available in full and on-line. For that purpose a new website, with resources for career development, is being developed and it is planned for launch during the last quarter of 2010.
- At the same time, Porta22 is starting a new service called "Porta22's Community", which will allow its members to get in touch with major companies in the city, creating new professional opportunities.

The implementation of these new services will enable Porta22 to consolidate its position.

Lessons Learned

Many lessons have been learnt during Porta22's seven years of activity:

- Having many partners from the education sector is critical. It provides a direct and productive link between human capital and the labour market, which contributes to a city's overall competitiveness.
- Openness to engagement with new partners remains a key element of the project's success.
- Porta22's constant monitoring of the labour market enhances the flexibility and adaptability of its professional guidance system. This is vital when facing new and unpredicted scenarios, such as the current financial crisis.



Los Angeles

One of the youngest global 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 metropolitan population of 12.5 million in 2007, rising to 13.7 million by 2025, the Los Angeles-Long Beach-Santa Ana agglomeration is not only one of the key US metro regions, 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. Work is currently underway 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 this are higher education, entertainment, technology, logistics, tourism, and international trade. Necessary changes to combat urban sprawl are being initiated. The city has also produced a comprehensive plan to reduce its environmental footprint.

L.A.'s 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 education and political systems are also hindering its competitiveness. The city suffers gaps between its revenue and expenditure and is currently investigating how to maximise revenues from its wide-ranging assets. Los Angeles also 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 and 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

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

Costs

House prices are as high as those in any global city, infrastructure costs are usually prohibitive, while the city is vulnerable to national and international investment crises.

School system

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

Los Angeles emerged long after other major US cities such as New York, Boston and even Chicago, but nevertheless it is usefully characterised as ‘the first American city¹⁰⁹.’ While older US cities were largely European-influenced, the emergence of Los Angeles since the 1920s reflects process of gradual ‘de-Europeanisation’ and of Americanisation. Los Angeles is now regarded as the symbolic capital of a region that has come to define American culture.

Los Angeles is sometimes described as a ‘minority majority’ metropolis, as half its residents are Latinos (three times the US average), and over 10% are of Asian descent. Los Angeles’ large, expanding, and diverse population is one of its critical advantages with which it seeks to re-articulate its self-identity in the wake of negative publicity in recent decades.

Its immigration-fuelled population growth has caused notorious strain on the city’s educational system. It has also resulted in soaring housing costs and intensified urban inequality and spatial segregation. There has been very little ethnic integration in historically white communities, especially the Westside of Los Angeles, due mainly to the cost of housing. Alongside suburbs of exceptional wealth, close to 20% of Los Angeles’ families live in poverty, with many unemployed immigrants congregating in former industrial areas. The expected addition of up to five million people

over the next 20 years will place additional strain on the city-region’s land resources and its ability to create sufficient jobs.

Global Reach, Openness and International Exposure

‘The paradox is that whites and blacks have become more isolated and especially whites. What is troubling is that the divide is getting worse. This suggests that this is not a temporary stage... We have found a clear pattern of “resegregation.”’

**Philip Ethington, Professor of History,
University of Southern California**

Since the late 19th century, Los Angeles has developed from its predominantly white European composition to being one of the most ethnically diverse cities in the world. As early as the 1940s, the suburb of Boyle Heights was recognised as one of America’s largest and earliest showcases for multicultural harmony, incorporating large numbers of Japanese, Jewish and Mexican immigrants. Today, LA is a diffuse cultural mix comprising mainly Hispanic-Latinos, White Non-Hispanics, Blacks and African Americans, Asians and Pacific Islanders, and Native Americans. Only about 30% of the Los Angeles city population self-identifies as Anglophone white and less than 40% speak English at home. As of 2008, close to 40% of the inner city (4 million total) population are foreign-born – nearly four times the national average¹¹⁰. Approximately a quarter of the 1.5

¹⁰⁹ R. Weinstein (1996), The first American city, in: A. J. Scott and E. W. Soaa (Eds) The City: Los Angeles and Urban Theory at the End of the Twentieth Century, pp. 22-46. Berkeley: University of California Press.

million immigrant population has arrived since 2000, emphasising the renewed attraction of the city. In total, over 4.3 million immigrants live in the Los Angeles metro area and 34% are foreign-born¹¹¹.

Just under two-thirds (65%) of the foreign-born city population come from Latin America, while almost all the rest come from Asia (27%). A smaller group (6%) have settled from Europe. The Asian proportion of the immigrant population is larger at the metropolitan level (34%), indicating that Asian communities have moved out of the central city over time. The most common alternative language spoken is Spanish, with over half of Spanish speakers stating they do not speak English 'very well.' This points to the self-sufficient community structures that have evolved in central Los Angeles, where English is not thought of as an indispensable language by almost a third of the population¹¹². Ethnic enclaves have formed in districts such as Chinatown, Koreatown, Little Armenia, Glendale (also Armenian) Little Ethiopia, and Thai Town.

One in ten Angelenos are Black or African American. In the period from 1920 to 1960, African Americans from across the US arrived in Los Angeles and its ethnic population grew rapidly. Since 1990, the African American population in the central city has fallen dramatically due to suburban relocation, with Latinos moving into once predominantly African American districts, especially in South-Central Los Angeles¹¹³.

Population Dynamics and Demographic Diversity

To a large extent, the city's political and cultural representation reflects this overall diversity. Asian and Pacific Islander American Heritage Month is, for example, a keenly planned showpiece led by the Mayor, which honours the city's cultural richness. For almost two decades, the LA County Human Relations Commission has led a celebration of Cultural Diversity Month, which focuses on the potential and leadership among diverse communities. The *Los Angeles Times* Festival of Books is another notable annual event that proudly illustrates the mosaic of ethnic and racial groups and cultures.

Presence of Global Firms

As the premier American gateway to Latin America and the Pacific Rim, international trade is an important part of the Los Angeles economy, with two-way trade through the L.A. Customs District valued at over \$300 billion per

Country	Number of firms
Japan	1,413
UK	794
France	360
Germany	334
Canada	278

<http://www.laedc.org/reports/FDI-2008.pdf>

¹¹⁰Tate Modern (2007), 'Diversity', www.tate.org.uk/modern/exhibitions/globalcities/diversity.shtm

¹¹¹ US Census (2010), 'Los Angeles city, CA,' <http://factfinder.census.gov/>

¹¹² Ibid.

¹¹³ Prolades (2010), 'Los Angeles Demographics', http://www.prolades.com/glama/la5co07/demographics_2000.htm

annum. The City's Chamber of Commerce is a strong proponent of Free Trade Agreements (FTAs) to provide businesses with access to international markets. The ports of Los Angeles and Long Beach handle close to 40% of all the cargo containers that enter the United States. But while 100 consul generals and trade commissioners call Los Angeles home¹¹⁴, the presence of global firms is not especially impressive. Foreign-owned firms in LA County only account for about 2% of private sector businesses, although they do employ close to 10% of private-sector workers.

The Globalization and World Cities network (GaWC) reports that Los Angeles had fallen to 15th in the world in terms of gross global connectivity by 2008, down from 9th in 2000¹¹⁵. The city has been overtaken by Madrid, Frankfurt, Toronto, Brussels and even Sao Paulo on the GaWC index.

Inward Investment

Inward foreign investment has not been exceptionally strong in Los Angeles. The city was not listed in the top 50 world cities for attracting greenfield FDI projects in the period 2003-6¹¹⁶. The leading investment sources in the County are from the developed world, notably Japan, while retail and wholesale firms remain the most dominant foreign investment

sectors¹¹⁷. Japan is the top foreign investor in LA County, in terms of employee wages and total companies.

However, Los Angeles is now emerging as a key centre for Pacific Rim markets beyond Japan. In terms of emerging markets, the two largest investors into LA County in recent years have been Taiwan and China, both of which have a strong electronics and banking presence in the city. Other important sources of investment include South Korea (89) and Mexico (57). However, these four leading countries make up just 8.9% of total foreign enterprises, indicating a lack of penetration by emerging markets¹¹⁸. This is an urgent concern given considerable middle-end job losses in aerospace, manufacturing and high-end business services over the last five years¹¹⁹.

Openness to migration

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.

¹¹⁴ Los Angeles Area Chamber of Commerce, Chamber Voice Spring 2008 (http://www.lachamber.com/clientuploads/voice/voice_spring08.pdf)

¹¹⁵ Peter J. Taylor and Rolee Aranya (2008), "A Global 'Urban Roller Coaster'? Connectivity Changes in the World City Network, 2000-2004", *Regional Studies*, Vol.42 (1), pp.1-16

¹¹⁶ OCO Consulting (2008), 'What's new in OCO' www.ocoglobal.com/publications/fdi_quarterly_issue_five.pdf

¹¹⁷ LAEDC (2008), 'Foreign Direct Investment In Los Angeles County Final Report', www.laedc.org/reports/FDI-2008.pdf

¹¹⁸ Ibid.

¹¹⁹ Joel Kotkin (2008), 'Los Angeles is paying the price for mayor's focus on real estate', *CityMayors*, www.citymayors.com/economics/us-la-economy.html

Indeed, a large proportion of the working population is foreign-born. In fact, in the 30-44 age group, more than half of the population of LA County is foreign-born, whilst between 45 and 54 it is exactly half. In the younger working age categories (20-29) LA-born citizens dominate, but this is also where we find the highest concentration of recent migrants. Immigrants are a significant section of the general population of Los Angeles. Their contribution to the local economy is vital, especially in terms of their labour; without them there would be a job surplus. Indeed, Los Angeles leads the nation in the number of new ethnic businesses and is also the primary generator of larger ethnic firms.

By 2000, Los Angeles had become 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 % at the start of the new millennium. Mexicans comprise the largest share of foreign-born in the area, but their relative presence has been decreasing. Thirty years ago, Mexicans comprised 44.6% of immigrants. In the past 10 years that figure has dropped to 36.3 %. The number of immigrants from Western Europe and other Latin American countries has also decreased. Immigrants from China, the Philippines, Guatemala, Korea, Armenia and South Asia now comprise 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.

Case Study Initiatives

The Los Angeles Minority Business Enterprise Center (MBEC)

Inaugurated in 1996, the center is operated by the University of Southern California (USC) Business Expansion Network. Its mission is to foster and cultivate the entrepreneurial spirit that exists among individuals, businesses and organisations within L.A.'s local communities. The Network utilises the Minority Business Enterprise Center to provide access to educational and technical resources that foster business expansion and job creation throughout Los Angeles County¹²⁰. Funding is provided by the U.S. Department of Commerce, through its Minority Business Development Agency (MBDA).

The Center itself is very clear and bold in its stated mission which is to 'Increase the participation of ethnically owned businesses in the free enterprise system by providing consulting services, access to market opportunities, business financing and advanced business training¹²¹'.

Target audience

The Center clearly defines the specific segment of the population that it is targeting. In order to qualify for assistance, individuals must meet the following criteria:

¹²⁰ Los Angeles MBEC (2010), <http://www.losangelesmbec.org/aboutus.htm>

- The minority-owned business must be at least 51% owned by ethnic minorities, and must be located in Los Angeles or Ventura County.
- As a rule, although this is at the discretion of the Center, the business must have \$500,000 or more in revenues and/or have significant start-up capital with proven management experience.

Services for ethnically owned businesses

The LA Minority Business Enterprise Center team consists of a highly-accomplished, multidisciplinary group of professionals, with a vast amount of industry experience across a wide range of sectors. The Center can offer advice and service in four major areas of business:

Procurement

Minority owned, small and women-owned businesses are generally, by definition, disadvantaged when it comes to bidding for large scale contracts, which are put out for tender at the federal, state and city level. The center provides these businesses with the opportunity to become certified. These certifications allow minority and disadvantaged businesses to compete with much larger companies for state, federal and city contracts.

To help expedite the certification process, reduce the rejection rate and allow businesses to start bidding more quickly, the center offers seminars and one-to-one counselling services.

Business Training

The L.A. Minority Business Enterprise Center recognises that one of the biggest obstacles to successfully running a business for minority communities can be a lack of practical business education. It offers, over a 8-10 weeks period, a programme of classes and seminars (in English and Korean) to cover an introduction to entrepreneurial mindset, effective team management, legal framework, marketing (including market research, analysis and market penetration), financials, budgeting, operations and growth and sources of capital.

Anticipated outcomes of the programme include:

- Knowledge - individuals will learn how to properly manage and market their business.
- Networking - the programme provides participants with the chance to meet other likeminded entrepreneurs in their area and to form a network of business associates.
- Certificate - upon completion, students will receive a non-credit University of Southern California Certificate of Completion.

¹²¹ Ibid.

Financing

The center has close relationships with traditional lenders such as banks, as well as non traditional lenders such as revolving loan funds, purchase order financiers and accounts receivable factors. The service which it provides to its clients in this regard is firstly in an advisory service, but also the Center helping their clients to prepare a proposed loan package, which is then presented to their lending partners on their clients' behalf; a step designed to maximise the client's chances of approval.

In terms of equity finance, the center possesses a list of venture capital providers, investment banks, private investment funds, and angels who they are able to approach for investment.

Consulting

The centre provides a number of high value consulting services, which are intended to help minority businesses grow and compete in the market place. These services include strategic business advice and business school student assignment:

Personnel and strategic partners

The LA Minority Business Enterprise Center adopts a strong partnership working approach to its work. It has a core team of individuals who are relationship managers, as well as functional experts in the various fields that have been previously mentioned. This core team is made up of the Director, full-time staff consultants,

Strategic Business Planning

- **Assisting minority businesses** by helping devise long term strategies that create a sustainable competitive advantage.
- **High quality, investor ready, business plans**, used to attract loans and equity.
- **Make reports** from University of Southern California's substantial information database
- **Company, industry specific, or general business research**, drawn from subscription-based databases (eg, Standard & Poors), saving clients thousand of dollars in database subscriptions
- **Geographic information System** (G.I.S) to provide demographic data tied into street address, zip codes, block groups, and census tracks. The "business maps" allow businesses to easily identify emerging markets for their products by helping to visualise relationships

Student Projects

- **Student support**- business students from the USC Marshall School of Business are assigned to work with select clients on individual projects. Such projects include business planning, marketing, change management, and general consultancy, with direct practical engagement demanded of students

part-time consultants, a project coordinator, and project assistant. However, in addition to this the MBEC has an extended team, which is a pool of freelance consultants who are brought in by the Center on an ad hoc basis to add specific value to an individual organisation which is being assisted, through specialist training and advice. This extended team is not involved in the client relationship side of the Center's activities.

Furthermore, these core and extended teams are supported by their relationships with the Center's strategic partners. These partners have a reputation for excellence in their field and collaborate through providing client services, referrals, and exposing clients to procurement and financing opportunities. These partners include: Los Angeles Unified School District; USC Marshall School of Business; USC Supplier Diversity Service; Asian Pacific Revolving Loan Fund; East West Bank.

Impact

Since its inception in 1996, the L.A. Minority Business Enterprise Center (and its predecessor, the West Los Angeles County MBEC) have assisted over 1,200 local minority business enterprises in securing over \$140 million in finance and procurement transactions.

Conclusions and Lessons Learned

This case study gives a very good example of a comprehensive approach to support migrant-run enterprises (small and medium size businesses), which will provide tangible benefits to the city's economy by providing with new ideas, skills, initiatives, products and creativity. The proactive inclusion of new groups of people in a city's economy that otherwise may be excluded boosts employment rates, productivity and entrepreneurship.

The Los Angeles Minority Business Enterprise Center shows how to provide support effectively to a diverse client group with varied requirements. They do so by maintaining access to a pool of consultants that can be employed on an ad hoc basis. Equally, they do not forget the importance of networking and pay attention to networking new migrants with each other and other prominent members of and groups within a city to break down barriers and encourage productive forms of collaboration. Finally, they try to fill the gaps which the new communities may have by providing language lessons and filling other necessary skill gaps. The result of this comprehensive approach has proven to be really effective.

3. Conclusions and recommendations

This book has argued that, for open cities, the agenda around diversity, integration and inclusion is more than a moral obligation; it is a business and economic imperative. Through the examination of the approach of five distinct cities, we see that diversity and difference are assets to be leveraged rather than costs to be mitigated.

As will be discussed below, the breadth and depth of the approaches taken clearly illustrate the significance with which the management of diversity is treated and the impact that a successful approach can have. At least, such initiatives and approaches offer targeted support to some of the most disadvantaged in the urban community, empowering them towards happier, healthier and more productive roles within city life. At best, diversity is identified and communicated within the city and to the outside world as a real and tangible asset. With a smart and innovative approach which enhances and builds on what is already in place, cultural diversity can be leveraged to such an extent that openness to international populations and migrants becomes a cornerstone of a city's competitiveness. Given the increasingly mobile and competitive nature of the modern world, cities that most effectively manage

their diversity could be best placed to benefit in the future.

What do the case studies show?

The following summaries illustrate the variety of interventions that can be made to manage diversity and promote inclusion in cities:

Abyssinian Development Corporation and Abyssinian Head Start Programme, New York City.

This case study shows how by adopting an approach focussed on street level professionalism within an area of obvious need, the Abyssinian Development Corporation has achieved significant change over a period of 30 years. It also shows through the example of the Abyssinian Head Start programme, how educational and youth-based interventions are a particularly effective means to combat long term poverty and exclusion.

Porta22, Barcelona.

Porta22 illustrates that the application of technology to improve labour market accessibility can overcome boundaries and help migrants into employment. The scheme

offers the most vulnerable the skills and confidence to overcome accidental forms of exclusion in the city. Porta22 also shows that an initiative designed for more general application among the city's residents can provide very effective support to migrant groups.

Mumbai Mobile Crèches, Mumbai.

Mumbai Mobile Crèches is more than a mobile provider of basic services to migrant children. It helps migrant parents to assume an identity and find their place in the labour market. It offers a dual approach which works with employers and employees. Mumbai Mobile Crèches works with both developers and construction workers to create a win-win situation. By funding safe, supportive and educational day centres for the children of construction workers and providing land on site for them, developers are securing for themselves a labour supply which is cheap, more reliable and harder working.

Sydney's Cultural Strategy, Sydney.

Rather than deliver any services directly, this document represents an attempt to make diversity visible and celebrated. It looks to achieve the joining up of existing activities in a coherent way, in order to maximise focus and tangible change.

The Minority Business Enterprise Center, Los Angeles.

This initiative offers migrants the opportunity to develop and hone entrepreneurial skills and to apply them in a practical and profitable way.

It displays a positive and successful approach to diversity.

Is diversity seen as strength in these cities?

A 2009 study by the Urban Land Institute 'City Success: what do the global indices tell us?' looked at the ingredients of city success over the ten year timescale and the 100 year timescale. Diversity and international openness, it concluded, are cornerstones of longer-term success. This conclusion is reinforced by the range of initiatives identified in this report which manage, support and promote diversity. But how and why is diversity seen as a strength?

If we turn once more to the conclusions of the 2009 Urban Land Institute paper, it is possible to see how many of the ingredients of city success, both short and longer term, are supported by population diversity. For instance, a diverse population can:

- Enhance quality of life and place by adding variety and difference to the existing cultural landscape of a city;
- Bring new skills, ideas and approaches to a city's working environment;
- Reinforce a city's reputation for tolerance, flexibility, adaptability and openness and thereby enhance its international identity;
- Contribute to the creative, artistic and entrepreneurial spirit of a city;

- Connect the city to international markets through global social networks.

There are a number of strengths associated with population diversity and equality which

can be leveraged to support urban success. In the boxes below we identify the ingredients of city success and underline the business advantages of diversity, using evidence from the Greater London Authority.

Ingredients of City Success

Shorter-term (one or two business cycles):

- Connectivity and accessibility.
- Economic breadth.
- Quality of life, place, and amenity.
- Skills of labour force.
- Innovation and creativity.
- Business environment, entrepreneurship and city cost-base.
- Image and identity.
- Leadership and implementation of strategy.

Longer-term (five to ten business cycles):

- Diversity and Openness to international populations.
- Power (and adaptability) of the city region identity and brand.
- Location and access to growing markets.
- Role in fostering/brokering international trade.
- Power and influence of language and regulatory/legal/financial systems.
- Depth of artistic, architectural and cultural endowment.
- City-regional leadership and effective investment advocacy.
- Adaptation to climate change.
- Success in adjusting to shocks, and luck/skill in being on the right side of conflicts.
- Investment in the city from all sources (including higher tiers of government).

The Business Advantage of Diversity

- **Labour pool advantages:** Create an inclusive working environment, motivating existing employees and improving productivity. Londoners speak over 300 languages and belong to at least 14 different faiths¹²².
- **Connectivity advantages:** Mumbai's multi-lingual capacity is widely considered a major facilitator of global interconnections.
- **Creativity and entrepreneurship:** 'Well-led diverse teams can outperform homogenous teams by as much as 15%'¹²³. New York's capacity to adapt to downturns is vitally aided by its hosting of a diverse and innovative economy.
- **Talent attraction:** Approximately 45% of highly skilled workers in London come from other UK regions, and 30% from international destinations¹²⁴. New York is home to arguably the highest density of intellectual capital in the world, ahead of both Paris and London. This has historically been achieved by the city's supreme openness and attraction to international populations.

What are the challenges associated with diverse populations?

As with many assets which can contribute to urban success, if Diversity is not well managed, it can become challenging.

Some of the most commonly perceived challenges associated with diverse populations in the urban context include:

- Segregation and ghettoisation
- Tension, violence or xenophobia

These issues can be exacerbated when socio-economic conditions in a city begin to

deteriorate. For instance, rising unemployment can increase competition for jobs, which may cause tensions between certain groups who previously occupied different segments of the labour market.

This potential challenge makes it imperative that diversity is managed to the very best of standards. In this way, outstanding approaches to diversity promotion and management not only leverage a major asset for a city, but also mitigate what could become a constraint on city prosperity, an unnecessary drain on city resources and damaging to a city's image and identity.

¹²² The London development Agency (2010): The business case for London, <http://www.lda.gov.uk/server.php?show=ConWebDoc.1484>

¹²³ London Development Agency (2010): The Business Case for Diversity, www.lda.gov.uk/server.php?show=ConWebDoc.1484

¹²⁴ Financial Times (2009), 'London cooling', <http://www.ft.com/cms/s/0/5ca63494-f8a7-11dd-aae8-000077b07658.html>

What is the role of city government and how important are other actors?

The city is just one of many key actors in the urban ecosystem of diversity management. We identify a total of five signification groups and briefly detail the types of role that they have been observed to play:

- **National Government.** Sets legislation and policy frameworks as well as qualification rules and regulations.
- **City government.** Translates national policy locally and sets appropriate strategies which link, promote and co-ordinates existing and future activities.
- **Voluntary and civic sector.** Less formal, culturally sensitive and grass-roots approach to diversity management.
- **The private sector.** A key player in assurance of equality in procurement and the labour market.
- **The Media.** Plays a key role in telling positive stories, recognising value and impacts even in the bad times such as recession conditions.

The approach to diversity management is complex and needs to be co-ordinated strategically and practically, at both local and global levels. There is a requirement to look at the entire system of diversity management and create a seamless approach to leverage the potential benefits of diversity more effectively.

What initiatives can cities take? How do they help maintain working diversity and achieve other social goals?

It is clear that there are a number of broad approaches which can help maintain working diversity and achieve other social goals. The case studies in this publication display their breadth.

A wide range of initiatives are seeking to leverage diversity as an urban asset. It is down to each city to decide which initiative will work best. The four books in the OPENCities series have identified some of the very best practices, in order to stimulate further research and promote the exchange of best-practice between cities.

Are integration and inclusion key to managing diversity successfully?

Integration and inclusion are obviously significant contributors to the successful management of diversity. Positive social and economic relations between migrants and the traditional city population into which they integrate are important for a number of reasons. These range from the exchange of new business ideas by new perspectives, to the enrichment of cultural activities in the city.

However, there is also evidence that diversity can be productive without high levels of integration. Cities with high levels of

segregation between neighbourhoods can still be productive. There is evidence of this from cities across the world. Moreover, inclusion and integration can flourish beyond the neighbourhoods in which people live, in the workplace, at school, on line or in the street.

Despite this evidence, whilst heterogeneity is to be encouraged and celebrated and homogeneity avoided, trends towards integration and inclusion are considered preferable. They are the cornerstones to managing diversity because productive, healthy cities are those where large proportions of the city's population groups participate in and contribute collaboratively and enthusiastically to city life. These are the fundamentals of successful open cities which score highly on socio-economic indicators.

Success principles and guidelines for managing diversity

The preceding section has illustrated the wide range and diversity of examples of good practice in the promotion and management of equality. Types of interventions perceived to make a positive contribution include:

- Employment and labour market,
- Enterprise and business development,
- Childcare and support for the young,
- Linguistic diversity and bilingualism,
- School and Adult Education,

- Culture and the celebration of cultural diversity, and
- Trade and minority business growth.

There are a number of common lessons we can draw which provide guidance to the successful management of diversity in cities. From an analysis of the case studies, ten clear principles emerge and we detail them below.

i. **Focus on the positive contribution that international talent and migrants can make to city economies.**

It is critical to identify and celebrate the advantage of your diversity to achieve maximum leverage. By framing interventions that manage diversity in a positive context, the approach will focus on the enhancement of the role of migrants as an asset to the city, rather than as a cost. Adopting the more constructive approach sets the scene for the advantage of migrants to a city to be developed effectively.

ii. **The City must take a leadership role in managing diversity and inclusion.**

For initiatives to be successful, there must be a broad consensus that gives importance to the effective management of diversity. It is important to establish authority and accountability within the city Governance team to enable an innovative, effective and nuanced approach to be developed. This can be facilitated by research underpinning the contributions migrants make to the city, and by the presence of a visible and persuasive

champion of diversity. Only City Government is in a position to take the leadership required.

iii. **Innovation and flexibility is essential to effective service delivery.** Many of the challenges and opportunities migrants bring have seldom been faced by cities, so new approaches are required. After all, migrants have different needs, preferences and skills compared to established population groups. Fresh perspectives, alternative thinking and innovative ideas should be encouraged and embraced. To put this approach into operation, people with different skills and perspectives should be recruited into positions of influence in relation to diversity strategy. Innovations should not only relate to intervention planning and delivery, but also the communication of how and why interventions take place.

iv. **Develop your approach with the human-scale at centre-stage.** The invention and implementation of smart, people-orientated interventions are essential. Irrespective of the geographic scale of delivery, plans should be communicated and executed in a way which makes sense to individuals. Issues of accessibility, comprehension and sensitivity should be to the fore. The advantage of this approach is that it provides a necessary and bespoke solution to migrants, many of whom require special, particular and sensitive attention.

v. **Scale up your successful initiatives.** Where intervention is confined to a specific site, efforts should be made to replicate successful diversity initiatives in other areas of the city.

vi. **Most initiatives should work on both sides of the equation.** Closing the gap between what is needed and what market provides usually involves active brokerage on both supply and demand in order to achieve success. Employment initiatives work best when employers and employees are equally committed to affecting positive change.

vii. **International populations require targeted differentiated approaches.** Migrant groups within a city are not homogeneous. They display a wide range of diversity, in terms of skill, mobility and social standing. As a result, it is important to adopt a flexible approach and focus on what will work for specific groups of people.

viii. **Focus on what will work for the duration of a business cycle.** It is important to adopt approaches that last, whatever the business conditions. Sustainability requires that the model for the intervention takes into account all sections of the business cycle, the upswing and downside. The judicious use of resources will help to sustain projects over whole business cycles. For example, The Local Pact for Quality Employment in Barcelona focuses on keeping people in employment, rather than employing the unemployed.

ix. **Smart evaluation is needed to enhance effectiveness.** Well-designed and timed evaluations are important both to measure what is being achieved and to justify the approach to diversity taken. It is also important to look at costs and benefits in a holistic, not incremental way. For instance, an initiative may

be deemed effective for both the enhanced economic activity it encourages and reduction in tax cost it achieves.

x. **Diversity management can be addressed indirectly.** In many cases, policies and practices which are not necessarily targeted at migrants can be adapted to support them in a very positive and effective way. By building a degree of flexibility into certain employment programmes, migrants will be able to benefit. This might be achieved by providing materials in a low cost, accessible way. Within larger schemes, it may be possible to run small teams which support migrant populations more directly.



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OPENCities es un proyecto del British Council en colaboración con ciudades europeas.

Está co-financiado por el programa URBACT bajo el liderazgo del ayuntamiento de Belfast.

OPENCities Global es una red de instituciones, empresas y ciudades establecidas o emergentes, comprometidas con la internacionalización e interesadas en capitalizar las oportunidades que una población cosmopolita ofrece a sus ciudades.