



# Understanding OPENCities



OPEN **Cities**

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

**1. Understanding OPENCities.**

**2. Leadership and Governance of OPENCities.**

**3. Internationalisation of OPENCities.**

**4. Managing Diversity in OPENCities.**

Understanding OPENCities features case studies from Madrid, Dublin, Toronto, Auckland, and Amsterdam.

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# Foreword

By **Professor Mike Hardy** OBE,

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Cultural relations are a means for the people of the world to talk and engage with each other openly and honestly. The British Council was founded for that purpose in 1934, and it's how we continue to make a difference in 110 countries around the world today.

Countries face many of the same risks they did 75 years ago – economic recession together with the possible rise of protectionism, nationalism and isolationism.

Added to these the world now needs to contend with climate change, diminishing natural resources, population growth and mass migration, all at a time when the world seems much smaller and more interconnected, because of what is now possible with travel and communications.

More than ever, countries must work together to find effective solutions.

We believe that cultural relations, has an important contribution to make in bringing people together to find common purpose, adding to

the wider range of traditional government-to-government diplomacy.

We began to think about cities and the concept of openness in this context. In Europe, we had been facilitating collaborations between British and Spanish cities working in pairs on future strategies and extracting learning points into a publication. All cities strive to be successful in a transforming global political economy, and each struggles with addressing the challenges they face. One identified success criteria, recognised by all, is the ability to attract talented and skilled people, and to build the balanced and cohesive human resources needed for the contemporary economy.

We raised our interest among several European Cities to further explore these challenges and tackle them in a project based on the concept of openness. OPENCities is a project which aims to develop a robust understanding of the potential for cities seeking to embrace the opportunities presented by internationally mobile labour. We started from the premise that openness, and the engagement that

came with being open, was a condition for strong cities in the modern age; a premise which we sought to question and challenge.

From this small beginning, we went on to publish a short summary of our thinking in ***Towards OPENCities***, in February 2008. Two years later, we are proud to present this new publication, ***Understanding OPENCities***, the first of a series of four books which will describe our work to date and present some summary case studies demonstrating the impact that openness brings to cities.

We developed strong partnerships. Led by Belfast City Council and co-financed by URBACT (a European exchange and learning programme promoting sustainable urban development- the project is jointly financed by the European Union), a group of 10 EU cities partnered with us to further explore openness and put together local action plans. In parallel to this work and the partners' close collaboration and contribution, the British Council commissioned research to define, measure and benchmark openness. The collection and analysis of the data was undertaken by BAK Basel (a leading research consultancy) and has confirmed that:

- Openness is a real advantage for cities if they are pursuing plans to be internationally connected and play international roles.
- Cities can and do influence how open they are and are able to benefit from international population flows. Whilst some of the factors influencing openness are beyond

the direct control of cities, many of these factors are well within the control or immediate influence of city governments: the city's identity and character; its education, housing and cultural offer; the kind of local democracy it practices and the forms of participation it encourages, etc.

- Openness can be measured and cities can compare themselves against other cities and their own progress.

At the same time we have been putting together case studies (some included in this publication) as useful tools to demonstrate our propositions. The work in OPENCities led by Belfast is due to finish in 2011. A lot of ground will have been covered by then but it raises the question of whether there is scope for growth and continuation.

We are convinced there is and, jointly with Madrid, Dublin and OECD LEED, are taking this work forward and are set to develop OPENCities Global, a network of both established and emerging world cities, committed to internationalisation and focused on the opportunities that populations with diverse origins bring to their cities.

The Network will have two different types of membership: Core Members and Associated Members, and will enable cities, business and researchers, planners or enablers/activists to collaborate with each other. The project also seeks to attract cities that have not been traditionally internationally open but would like to become so.

In essence, we aim to identify ways for an increased number of cities to be more open, so that larger numbers of people and nations can benefit from these hubs of humanity.

The role of cities in driving their national economies is well accepted and thoroughly demonstrated. Their role in framing the new societies will soon also be so, driving the way into better quality of life, improved services and opportunities for local and international populations; and more integrated nations, prosperous economies and enhanced international understanding.

I am very keen for the work to continue and grow.

It is clear how this work remains central to the British Council's interest in cultural relations; sharing knowledge and ideas to grow understanding and trust between people and their communities is most powerful when set against the context of contemporary geopolitical conditions. Cities share challenges and opportunities with a mobilised global labour force creating opportunities for city leaders to confer, share and conclude together.

# 1. Why OPENCities?

OPENCities is a collaboration project between the British Council, European Commission, City Governments world-wide, and a growing range of institutional partners. It aims to develop a robust understanding of the potential for cities to more fully embrace the opportunities presented by international population flows, through local action and wider influence.

Successful cities are often open cities, but can many more cities become open and enjoy the benefits of human diversity and global reach? With many more open cities, the world would provide better quality of life for mobile populations. It would also provide the benefits of diverse cities to many ordinary citizens. Overall, it would create a tangible social globalisation where human capital and talent are valued as international assets, and cities contribute more to national success.

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

Located in many different countries, these open cities are able to offer their citizens: access to

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

1. Amsterdam	14. Muscat
2. Auckland	15. New York
3. Brussels	16. Perth
4. Dubai	17. Riyadh
5. Frankfurt	18. San Francisco
6. Hong Kong	19. San Jose
7. Jeddah	20. Singapore
8. Jerusalem	21. Sydney
9. London	22. Tbilisi
10. Los Angeles	23. Tel Aviv
11. Medina	24. Toronto
12. Melbourne	25. Vancouver
13. Miami	

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

jobs and business opportunities; services and support; diverse amenities and housing choices; cultural expression and freedom of thought, expression, and belief which their neighbouring cities seem less able to provide. There are some common characteristics that these cities share: often, they have embraced international economic roles, and/or global values, and/or international institutions; they know how to make the most of linguistic and cultural diversity in serving global trade partners and visitors. Most importantly, these cities normally provide some freedom for self expression and encourage a sense of belonging.

**There is an emotional logic, as well as a business case, for open-ness and diversity, and the advantages they bring**

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

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

**The OPENCities project seeks answers to the question of how many more cities can become open cities, and looks after practical ways to achieve this**

We set out our initial thinking about open cities in our first publication: *Towards OPENCities*: Greg Clark, March 2008, British Council.

### 1.1 The role of OPENness in City Success.

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

- Connectivity and space to grow;
- Quality of life and place (e.g. urban design);
- Skills of labour force;
- Innovation and creativity;
- Entrepreneurship;
- Industrial structure;
- Cost base of cities and regions;
- Transparency of business environment;

- Identity and brand building; and
- Ability to implement strategic change.

The ability of a city to attract international populations over time is a key indicator of long-term city success.

Long term city success, across many business cycles is different in certain ways however, and may require additional features. We can identify some additional key factors that show how a city performs over the long term:

- Distinctiveness, values, and the power of the city identity and brand;
- Location and access to growing markets;
- Role of city in international trade;
- Power of influence of languages and regulatory/legal systems;
- Depth of artistic, architectural and cultural endowment;
- City leadership and regional co-ordination;
- Success in adjusting to shocks and luck in being on the right side of conflicts;
- Investment in the city from all sources (including higher tiers of government and PPPs);
- Sustainability in terms of climate and environmental sensitivity; and
- **Openness to international populations.**

As this list suggests, a successful city strategy should focus not just on the core economic

attributes of innovation, productivity, connectivity and entrepreneurship, but also on less tangible dimensions such as international positioning, sustainability, openness, branding, leadership, open democracy and culture. Very interestingly, one of the factors identified in long term success is the ability of a city to adjust to shocks such as recession, which highlights the need for city strategies to address the issue front-on to ensure resilience and to promote recovery. It is not the case that cities should seek to be less open during recession and shocks. The important is for them to show a long term confidence in their chosen path.

What are the ingredients necessary to achieve city openness? What are the policies and strategies which are essential or desirable? Whilst cities are all different and such difference must be recognised, there are some distinctive aspects important for city development and success. One of these is promoting openness in the city. Nevertheless, many of the levers of city openness do not lie with Local Governments that lead the cities, which is why an important leadership (influential role) is necessary.

A city needs to promote openness amongst its citizens and more broadly, for which an important leadership (influential role) is necessary.

**Local Governments do not usually control:**

- Immigration Policies and Incentives.

- Labour market regulations.
- Activities of Universities
- Major employers
- Key parts of the international infrastructure

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

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

City Governments cannot also control market based processes, but they can and must influence and persuade:

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

**For a long-term success, cities must show a long-term confidence in their chosen path, attracting international populations, even during periods of crisis.**

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

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

(Note: The issue of city leadership for OPENCities is explored fully in our 3rd paper in this series)

## 1.2. Defining city openness. What is an open city?

The term openness is used in different contexts with varied meanings although it shares a common idea of welcoming difference and innovation. For some, it means the capacity to accept change and new ideas, for others it is linked to the capacity of a society to be inclusive of difference, for many it reflects a willingness to look towards new horizons and longer/far away objectives. We wanted to come up with a definition that could be accepted by all and which enables comparison and learning in terms of options for openness.

The idea of openness when applied at the city level refers firstly to how well cities provide

access for ideas and people, and also how they provide opportunities for foreign populations to integrate and participate in city life. The first report published by the British Council in 2008, defined openness explicitly as: *“The quality and sum of the local conditions that attract and retain international populations over time”*<sup>1</sup>. In late 2008, BAK Basel was asked to review and validate the British Council’s 2008 definition of open-ness, in collaboration with a group of European cities<sup>2</sup>. Its consultation review resulted in the definition being modified to:

**“Openness is the capacity of a city to attract international populations and to enable them to contribute to the future success of the city”.**

Our definition of openness has replaced the idea of “retaining” with an emphasis on “attracting” and “enabling”, re-directing focus towards the future success of the city. This definition formed the foundations for the subsequent feasibility study, while also confirming the wider importance of openness in cities as well as the validity of the preferred definition developed by the group of cities in the project. It takes forwards and improves work previously undertaken.

OPENCities need a willingness to accept ideas, change and innovation and a willing-

ness to search for these within its borders and beyond. But attractiveness is not enough, these cities also need to be open, creating the conditions for these international populations to be able to participate in the social and economic development of the city and providing easy access to services and systems. There are therefore three conditions for city openness: a) willingness to attract diversity and innovation, and hence international populations; b) low barriers of entry and; c) easy integration and participation for international populations.

Openness is therefore both attractiveness and low barriers of entry/access. Cities can be attractive and open for very different groups of international populations, be they qualified migrants, less qualified migrants, students or retirees. Openness is often just considered one of the contributing factors towards a city’s overall attractiveness, and is rarely considered a necessary pre-condition for success in other areas. That a city is both open as well as attractive is an essential but often overlooked factor for attracting and retaining international populations over time.

To take forward this research and investigate most appropriate indicators, international populations have been divided into four categories or “status groups”: Highly qualified migrants, less qualified migrants, students and retirees.

1. Clark, G. (2008): Towards OPEN Cities. Published by British Council, Madrid: 12.

2. Belfast, Bilbao, Bucharest, Cardiff, Dublin, Düsseldorf, Edinburgh, Madrid, Manchester, Newcastle, Nitra, Nottingham, Sofia and Vienna.

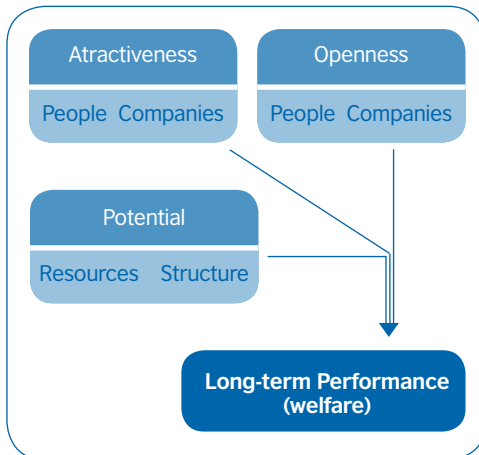
## 2. Measuring OPENCities

Open cities which attract international populations find they are able to achieve key urban accomplishments, allowing them to :

- create a larger critical mass of people to support public infrastructures and private services
- attract specific skill sets that city economies need in leading sectors and in important services functions
- foster economic internationalisation and specialisation
- promote a creative/cultural cosmopolitan milieu which is attractive for innovators, investors, visitors, and residents.

Once we have an agreed definition, the next step is how to measure openness. Is there a way to measure city openness in order to be able to analyse progress and review policies?. Can city openness be compared city to city? Is this something city leaders and strategies could benefit from? The British Council asked BAK Basel to review how to measure the openness of a city, through:

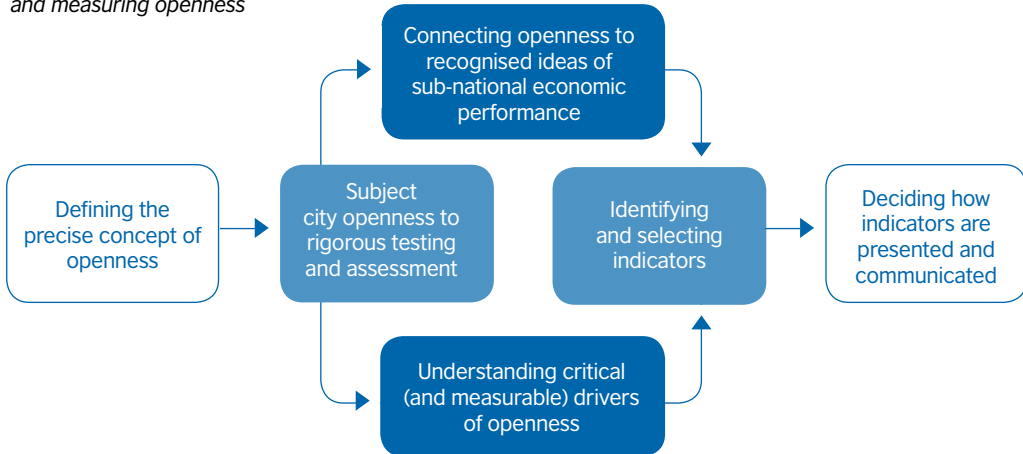
- The creation of a conceptual framework based on economic theory.
- The assessment of alternative means and indicators to measure open-ness
- The development of a series of benchmarks and indexes that examine different dimensions of city open-ness.



Source: BAK Basel

The research has been supported by data collections and analysis, international knowledge-sharing and careful case-study analysis, to examine ways to measure the concept of openness. This has involved not only the search for a precise definition of the term, but the search of potential indicators which are relevant, available and can be compared internationally. Such a search is part of a process that looks to subject city openness to rigorous testing and assessment according to an evaluative framework. A simplified examination of the process can be seen below:

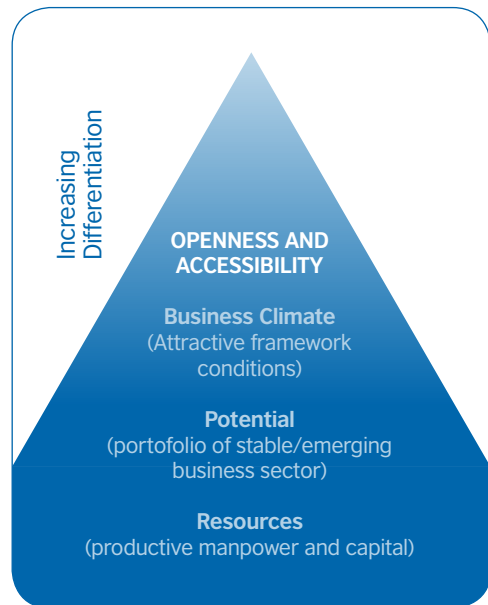
OPENCities process of defining and measuring openness



## 2.1 Identifying how openness influences city success and why openness is important

All cities possess certain key attributes for which they are known for; these include population, human capital and business structure, cost of living, regulations, innovation capacity, level of social integration and depth of culture. These attributes impact on international business decisions which in turn define the economic performance of the city as a whole. This process takes the form of a mutually dependent cycle that renews itself over each business cycle. The chart opposite provides a simplified insight into this process.

BAK Basel's analysis indicate that the output of a city's economy ( $X$ ) depends on the amount of labour ( $L$ ), the amount of physical capital ( $K$ ) and all other relevant factors ( $R$ ), as can be seen in the following production function (where  $a, \beta, \gamma$  are parameters):



$$X = C * L^a * K^\beta * R^\gamma$$

Because Western city knowledge economies are relatively stable in terms of population (L) and physical infrastructure capacity (K), the most valuable resource today is human creativity i.e. people who are able to create new ideas and apply knowledge in an economically exploitable way. Knowledge (as part of factor R) is thus the most decisive factor for a city's economic output over the next few decades. This can be summed up by the chart in page 12, which indicates that openness and accessibility to people and business represents the most likely means of urban differentiation in the forthcoming period.

**Openness and accessibility to people and business represents the most likely means of urban differentiation in the forthcoming period**

The lessons of this analysis are that the capacity of a city to be successful in today's economy depends on its framework conditions for companies (business climate) and people (quality of life). Regions and cities should provide a high quality of life for all inhabitants with special attention paid to international populations. In order to succeed, cities need these framework conditions to be attractive, appealing, and open to both people and business. The barriers for people entering, staying and/or eventually leaving, and for starting, conducting and closing a company should, by this measure, be as low as possible.

Open-ness and attractiveness are particularly relevant to knowledge-based service economies where talent and skill are the key factors of production. While open-ness is a crucial factor in enabling knowledge cities to attract mobile international talent, it needs to go together with attractiveness if it is to succeed.

### 2.2. Creating Measures of Openness: Key factors, components and indicators

If more cities are to become more open we need to know how to measure how open a city is. Openness is a multi-dimensional phenomenon that cannot be observed or measured simply or directly. However, it is possible to identify indicators which measure certain aspects of openness.

BAK Basel has recommended creating a benchmarking system for Openness with sub-indices forming an **'index family'**. Such an index family can be created by taking a set of individual indicators, and weighting them according to the values of different stakeholders. Sub-indices can be created not only for the key factors, but also for other aspects of openness such as openness versus attractiveness. Benchmarking based on an index family makes it possible to divide the sample into comparable sub-groups and thus compare how open a city is compared to a

pre-selected sample of cities. In addition, their recommendation is to use the term OPENCities as a kitemark that measures both commitment and progress towards openness.

**The Index family of Openness will be of great use to cities seeking to monitor their own openness and compare themselves with other defined city types. Such a targeted analysis will give politicians the necessary information to improve their policies and will help cities become more economically successful.**

Indicators of Openness available and internationally comparable had to be found. The cities included in the feasibility study consist of a sample of cities which were arranged in three modules. The first module contains the following European cities: Belfast, Bilbao, Bucharest, Cardiff, Dublin, Düsseldorf, Madrid, Nitra, Poznan, Sofia and Vienna. The second module consists of core UK cities such as Manchester, Newcastle, Nottingham and Edinburgh. The cities featured in these two modules were examined for data which is readily available and internationally comparable. Data was evaluated and / or supplemented by the cities through a data gathering process and a perception survey to weight identified indicators. This was too an heterogeneous group for data research but allowed us to see the difficulties with data gathering for different city typologies and sizes.

The third module consists of a sample of international cities (London, New York, Sao Paulo, Singapore, and Toronto). Data from these cities was examined remotely.

## 2.3. Collecting and Preparing the Data

BAK Basel checked a large number of official sources (international, national, regional or city statistics) and surveyed and collected information from a wide range of other sources (embassies, private and public organisations etc.). Three categories of data emerged from the research undertaken:

- Internationally comparable data from official sources (Eurostat / Urban Audit, European Social Survey (ESS) and OECD).
- Data collected by BAK Basel research projects and from regional statistics. A data gathering and validation process was initiated in collaboration with the European cities with the aim of both checking the validity of the data which had been researched and filling data gaps. Until June 2009 eleven cities sent in the data they had collected<sup>3</sup>. BAK Basel checked each city's input and validated these inputs with respect to their comparability.
- Missing data.

Most data used to construct the indicators are available from official sources (such as Urban

3. Because of various reasons, Bucharest, Sofia, Gdansk and Newcastle did not deliver data.

Audit or the European Labour Force Survey). Some cities, however, were not included in these official statistics. These cities were asked to close the existing data gaps.

### 2.4. Presenting the indicators

BAK Basel identified three mechanisms for presenting the data and representing openness, which are evaluated in turn below.

#### **(1) an index**

#### **(2) a kitemark**

#### **(3) benchmarking**

Ultimately the OPENCities project has settled on a **hybrid** form of data presentation - which groups together all strengths from each of the three options presented above. The Family Index of Openness therefore looks to cover a multidimensional concept of openness using a mixed system. This index family, complete with sub-indices, allows the sample to be divided into comparable sub-groups. Benchmarking will analyse the strengths and weaknesses of the individual cities, through individual peer review, and careful monitoring. Values above 100, for example, signal that the city is more open than its peer groups' average.

Initial work suggested that there were eight broad factors of openness which could be split into 40 different areas to measure openness. Upon review, BAK Basel proposed a set of 68 indicators that could be grouped thematically

in factors, representing the core elements that make a city open to international populations.

Demonstrating the utility of city benchmarking, two city profiles were presented, based on the Index of Openness as an index family (see comprehensive report for full details, on [www.opencities.eu](http://www.opencities.eu)). It should be kept in mind, however, that these city profiles are based on preliminary and incomplete data. In addition, the informative value of the city profiles would be higher by using carefully selected benchmarking partners instead of selecting cities according to data availability.

A core element of benchmarking is the selection of cities compared. It makes no sense to compare a city in question with all other cities. It is more useful to restrict the comparisons to a specific "league" of regions, for example, ones that are of similar size, have a similar degree of internationalisation or are specialised in the same business sectors (such as knowledge centres, visitor destinations) and spatial economic functions.

City benchmarking and continuous comparison facilitates the development and ongoing review of a city's visions and actions to become more open. Over time, the benchmark results can help define the progress that a city should make in order to call itself an "open city" as a kitemark. This tool can also have an important educational implication. Rankings can be used to promote investments. Progress in developing actions plans, strategies or investment decisions of cities can be judged and benchmark reports can highlight problem

	INDEX	KITEMARK	BENCHMARKING
<b>Examples</b>	Anholt City Brand Index, Mercer HR 'Quality of Living Index'	Low Carbon Leader Cities Report	BAK Basel Economic's International Benchmarking, BAK Destinations Monitor
<b>What does it do?</b>	<ul style="list-style-type: none"> <li>■ Ranks units by comparing criteria and using weighted indicators</li> <li>■ Uses aggregated qualitative and quantitative data</li> </ul>	<ul style="list-style-type: none"> <li>■ Creates a standard to be attained for a specific indicator</li> <li>■ Identifies high-achieving cities</li> <li>■ Makes qualitative assessments of each city's experience.</li> </ul>	<ul style="list-style-type: none"> <li>■ Systematic and quantitative Excel-based comparison of data over time</li> <li>■ Comprehensive, graphical analysis of global regional performance, including profile, ranking, importance-performance-analysis, and competitiveness report.</li> </ul>
<b>Benefits</b>	<ul style="list-style-type: none"> <li>■ Reliable descriptions of reality</li> <li>■ Allows easy comparison, enables target groups to understand others' perception</li> <li>■ Points to where city leadership should focus interest and expand policy</li> </ul>	<ul style="list-style-type: none"> <li>■ Important for image/brand - can easily be used by city marketing department.</li> <li>■ Case-by-case assessment provides detailed feedback</li> </ul>	<ul style="list-style-type: none"> <li>■ Allows confident identification of SWOT analysis.</li> <li>■ Allows better knowledge of competitive position</li> <li>■ Points out market growth potential</li> <li>■ Room for consistent monitoring</li> </ul>
<b>Limitations</b>	<ul style="list-style-type: none"> <li>■ Incomplete –generates uncertainty over which judgement is best for city's requirements</li> <li>■ Transparency and validity deficits due to problems of geographical units, data collection, and factor aggregation</li> <li>■ Discourages city govt engagement especially among weak cities fearful of humiliation of poor rankings</li> </ul>	<ul style="list-style-type: none"> <li>■ 'Necessary' standard of quality must first be adequately defined.</li> <li>■ Includes judgements and is thus never neutral.</li> <li>■ Lack of comparative potential</li> </ul>	

areas or underline particular successes. The clear commitment of the involved cities can be taken as a kitemark. In addition, the progress of cities in terms of openness can be benchmarked and also used as a kitemark.

We hope that over 100 cities will measure their openness, allowing a full data-base of different cities and city profiles. Data will be available on an interactive website where cities will access their city profiles compared to a reduced group of other cities in the data-base which can be selected according to different criteria (same region, similar % of international population, similar GDP, similar size, etc) which can be chosen by the inquirer. Furthermore, the profile results will link to “best case scenarios” and learning points on each of the areas of city openness. (See example city profile in page 18).

### Near-term challenges for the Index of Openness

BAK Basel's principle concerns in the ongoing creation of this tool are to:

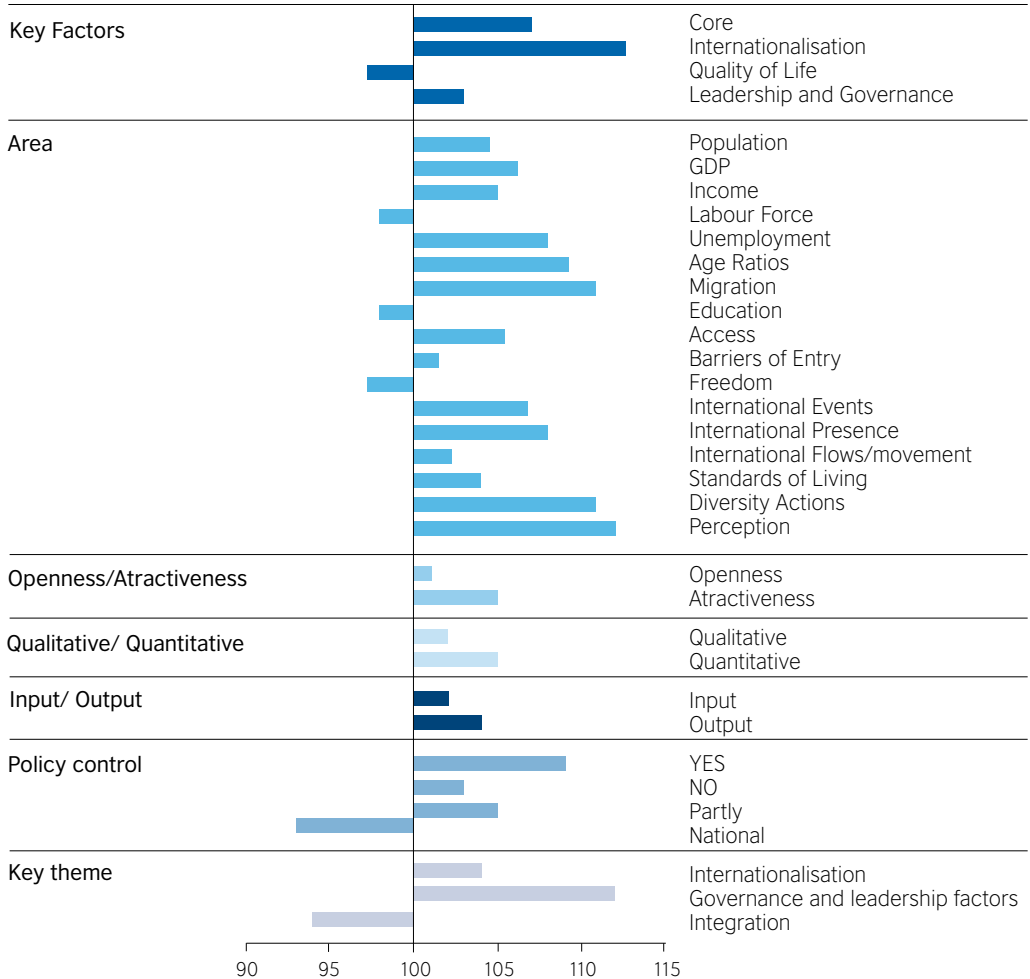
- Ensure simplicity and affordability.
- Ensure swift data collection for a larger number of cities than those involved in the project in order to provide a good basis for recruitment and initial comparison.
- Ensure perception data from within the participating cities can be factored and weighted easily, as several dimensions of openness can only be measured with perception data.
- Develop a more robust weighting system.

The index evaluation experience has concluded that there are enough valid and meaningful indicators available to measure openness

Nevertheless, there are challenges in obtaining globally comparable data in certain aspects of openness. The following lessons have, therefore, been learned:

- **Availability of international data.** A lot of data can be obtained from internationally-comparable sources and databases, which can be collected centrally to ensure comparability.
- **Limited geographical coverage** of some international comparable data means some cities which plan on participating in OPENCities in the future, do not appear. Improved dialogue is necessary with municipal representatives to determine how a city can be integrated in the future.
- **Qualitative openness** - including governance, leadership and property market factors - requires cities contribute on a systematic basis. As transnational comparative studies on these areas are few and far between, the main project needs to integrate the existing knowledge of the participating cities in order to have a better grasp of them.
- **Quantitative data** also can be collected or evaluated by the cities, despite initial problems with definitions. Consultation with experts can clarify and assure comparability of definitions.

Example city profile



**Explanations:**

By double clicking on each factor, the visitor will access best practice examples, case studies and learning points to improve that area. Each city is different and there is not one single example of best practice but there are good practice examples and valuable learning points for all. The data will be of public access for all but will be most useful to those cities which have been measured. We are starting with 20 cities and expect to reach a minimum of 100. Source: BAK Basel

- One city expert** could be usefully delegated to close the data gaps on a regular basis to assure continuity.

The recommendations in the feasibility report were then analysed and reviewed further with a reduced number of cities. Each of the 68 indicators was checked and discussed and the number was further reduced to the essential

and to data available from existing reputed internationally sources. These need to be complemented by a second group of indicators obtained through local surveys providing perceptions. Finally, the cities considered advisable to add a third group of indicators that provide general information about a city (size, GDP, population mixity) to be used as criteria for benchmarking.

*Identified selected indicators for openness. The majority of these are obtained from existing data warehouses but some need to be obtained via local surveys. A couple are still to be further researched or may be substituted.*

INDICATOR (D = DATA O = OTHER)	AREA		FACTOR
Total City Population (D)	1	Population	Core
Population change (D)			Core
GDP (D)	2	GDP	core
GDP per capita (D)			core
GDP change (D)			Core
Income per capita (D)	3	Income	Core
Total city region labour force (D)	4	Labour force	Core
Total National Labor force (D)			Core
Ratio of city/region-total national available labour pool (D)			core
Highly qualified National Labour Force (D)			Core
High qualified foreign labour force (D)			core
Non-Highly skilled labour force (D)			Core
Total unemployment rate (D)	5	Unemployment	Core
Difference unemployment rate (D)			Core
Age dependency ratio (D)	6	Age ratios	core
Age profile of foreign population versus national population (D)			Core

INDICATOR (D = DATA O = OTHER)	AREA		FACTOR
Stock of international population (D)	7	Migration	Internationalisation/Core
Diversity of international population (D)			Core
Inflow of international population (or net change of int population...) (D)			Internationalisation/Core
International retirees (D)			internationalisation
Foreign students in upper secondary education (D)			internationalisation
International students (D)	8	Education	internationalisation
Quality of universities (D)			internationalisation
International schools (D)			internationalisation
Global accessibility (D)	9	Access Ports	internationalisation
Number of hotspots (D)			internationalisation
MIPEX: Long- term residence (D)	9	Barriers of Entry	Leadership (and Gov)
MIPEX: Family reunion (D)			Leadership (and Gov)
MIPEX: Naturalisation (D)			Leadership (and Gov)
MIPEX: Labour market access (D)			Leadership (and Gov)
Work permits (D)			Leadership (and Gov)
Access to property market (D)			Leadership (and Gov)
Freedom House Index (D)	10	Freedom	Leadership (and Gov)
Freedom of investment (D)			Leadership (and Gov)
MIPEX: Political Participation (D)			Leadership (and Gov)
MIPEX: Anti- discrimination (D)			Leadership (and Gov)
International festivals (D) - could be merged	12	International events	internationalisation
International fairs (D) - could be merged			internationalisation
International meetings (D) - could be merged			internationalisation
Embassies (D)	13	International presence	internationalisation
International companies (D)			internationalisation
City Classification (D)			internationalisation
International organisations (D)			internationalisation
International passengers (flight) (D)			internationalisation
International TV channels (D)			internationalisation

INDICATOR (D = DATA O = OTHER)	AREA		FACTOR
Tourists intensity (D)	14	International flows/ movement	internationalisation
Living area (average) (D)	15	Standars of living	Quality of Life
Flat rents (D)			Quality of Life
Taxation (high income) (D)			Quality of Life
Quality of life (other) (O) - indicator not yet fully defined. Might be a few			Quality of Life
Cost of living (O) - indicator not yet fully defined. Might be a few			Quality of Life
Languages city website (O)	16	Diversity actions	Leadership (and Gov)
Welcome service (O)			Leadership (and Gov)
Online information service (O)			Leadership (and Gov)
Migration department (O)			Leadership (and Gov)
Interpreter services (O)			Leadership (and Gov)
Start-coaching programme (O)			Leadership (and Gov)
Integration actions (O) - indicator not yet fully defined. Measurement requires further thought			Leadership (and Gov)

### Perception Indicators - to be measured via survey

Feeling of safety (S)	17	Perception	Quality of Life
Subjective perception of health services (S)			Quality of Life
Perception: Immigration & economy (S)			Quality of Life
Perception: Immigration & cultural live (S)			Quality of Life
Perception: Immigrants influence on the country (S)			Quality of Life

Note: for each of the indicators, the index will provide the following data

DATA	EXAMPLE
Area	NUTS 3 in Europe, national sources globally
Factor	Core
Indicator	Total City Population
Description	Both in metropolitan and city areas
Internationalisation (IN); Integration (GR); Governance & Leadership (GL)	IN
Input (I) / Output (O)	O
Policy Control: YES / NO / National / Partly	NO
Quantitative (QT)/Qualitative (QL)	QT
Fact (F) / Perception (P)	F
Source	Urban Audit
Area Covered	Core City
Date	2006
Availability	Excellent
Costs	Free to collect
General Comments	Issues regarding methodology for collecting available data from reputed sources, depending on city size
Alternative Suggestions	

Having developed a clearer methodology for defining and measuring Open-ness in cities we explore, in the next section, the practical experiences of some cities in seeking to become more open.

## 3. Illustrative Case Studies: Madrid, Dublin, Toronto, Auckland and Amsterdam



Madrid is an important European hub which the OECD has recently praised for having ‘captured the advantages of globalisation.’ The city is emerging as the key gateway city to rapidly developing Latin American markets and is openly ambitious in its bid for global city status. Building on strong infrastructure investment/provision, and the presence of globally competitive firms, the city has now begun to build a positive identity to the world about its place in the 21st century urban system.

### Madrid

#### KEY AREAS OF GLOBAL STRENGTH

##### **Explicit drive towards internationalisation**

Madrid has become an assertive continental rival to Paris and Frankfurt, and is set to take a financial services leadership role for emerging Latin American economies

##### **Strong tiers of government**

Both Madrid’s city and regional governments provide robust governance over their respective jurisdictions. Between the two tiers, an almost seamless re-invigoration of the city’s infrastructure has taken place.

##### **Dynamic quality of life**

Madrid combines strong economic prospects with an excellent climate, well-preserved recreational areas and a culture of flair, sociability and community.

##### **Well-qualified sector-specific workforce**

Higher and post-graduate education provision is excellent and well matched to sector specialisation (e.g. life sciences, engineering, IT). Internationally established business schools successfully retain foreign talent. Despite the above, the current financial crisis has reduced productivity.

## KEY AREAS OF GLOBAL STRENGTH

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### Development of creative sectors

Madrid is the cultural capital of the Spanish-speaking world and a highly attractive hub for artists, designers, writers and thinkers. An innovative and creative city, it has an important cluster in Graphic Arts, Multimedia and Film Enterprises. Madrid counts with an extraordinary collection of museums of diverse kinds, priming Fine Arts.

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## KEY CHALLENGES TO GLOBAL COMPETITIVENESS

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### Unifying strategy for regional growth

The city of Madrid has a comprehensive strategy for its development that is implemented at different levels by several departments and local development agencies. Nevertheless co-operation with regional or national governments is sometimes challenging.

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### Image and identity development

The city has been too complacent about the attraction of its cultural history and linguistic connections, and has not decisively projected its infrastructural transformation and economic/R&D potential.

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### Housing affordability

The young and the vulnerable have difficulties to enter the housing market. Nevertheless, Madrid City Council has a very innovative housing agency, EMVS, that provides affordable housing with top notch architectural design.

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## Internationalising for OPENness

Madrid's urban credentials consist of excellent and growing connectivity, an internationalising HQ firm base, and a deep long term role as the primary established inter-continental hub between Europe and Latin America. Recognising the evolution of a new world order, Madrid's City Council became concerned about Madrid's competitiveness and place on the global stage, and desire to position Madrid not just as a hub between Europe and Latin America, but one with global reach and relevance. It identified 'a new world order' whereby increased global economic interdependence has demanded city-regions transform into centres of dense networks for the exchange of investment, information, goods, and knowledge<sup>4</sup>.

Following a decade of outstanding investment to modernise infrastructure and productive capacity in the city, Madrid is now embarking on a programme of international positioning. The city is shifting from a phase of intensive building and modernisation to a phase of positioning and building international rapport in order to grow its economy and further its position within the global hierarchy of cities, and be a force in global decision making and investment. Mayor Ruiz Gallardon has articulated the need to position Madrid as a leader in 'tolerance, accessibility, connectivity, sustainable management, talent attraction, science, innovation, technology, culture, and arts<sup>5</sup>'.

Madrid has one of the most comprehensive internationalisation strategies of any world city.

<sup>4</sup> City Council of Madrid (2007)

<sup>5</sup> <http://www.madrid2016.es/en/noticias/Paginas/madrid2016oportunidadempresarial.aspx>

The City of Madrid has taken a more pro-active role in economic development, implementing policies to support science and technology and entrepreneurship, and internationalisation promotion. The city is distinctive for orienting its entire economic development strategy around global forces.

The city articulated its globalisation strategy in its 'Plan for the Internationalisation of the City of Madrid 2005-2007' produced by Madrid City Council. This identified a number of strategic lines along which internationalisation work should proceed. The operational objectives which emerged from this plan included:

1. The creation of a suitable image framework to help Madrid's businesses to promote themselves abroad
2. Promotion of foreign investor confidence in Madrid investment
3. Initiation of institutional and commercial relationships with countries and strategic economic sectors
4. Diversification of the business fabric, with a commitment towards locating investment linked to new technologies

Madrid's updated 2008-2011 strategy ambitiously aims to reclassify Madrid as:

- the third European Metropolis, after Paris and London
- the leading city ('Main Plaza') of the Spanish speaking world

- a nexus between cultures and continents
- an urban reference point for highly dynamic emerging cities <sup>6</sup>

The strategy aims to identify Madrid's competitive advantages, build internationalisation vectors, and focus on specific geographical areas: Madrid is a well rounded city with a very diversified industrial and service sectors. Nevertheless from an international competitive perspective, it exceeds in very specific fields: Civil Engineering, renewable energies, urban services and utilities, aerospace, banking, advanced business services and culture and entertainment.



<sup>6</sup> Madrid Global (2008), Madrid: The Strategy for International Positioning (2008-2011) Executive Summary.

## Key OPENCities initiatives

The city of Madrid has received an important influx of people from other countries. In a period of less than ten years, the percentage of foreigners has risen from an insignificant level to account for 19% of the population in the city; however this has not led to racial tensions or the creation of ghettos, and inhabitants from another countries are distributed in a homogeneous fashion throughout the city. This may be due to the the capital's tolerance and the open and welcoming character of Madrid citizens, who, in the majority of the cases, are immigrants or the sons and daughters of immigrants from other Spanish regions who came to Madrid no more than a few decades ago.

With an influx of 495,000 migrants between 2001 and 2006, immigration has been a driving force in Madrid's economic success, transforming the city into a vibrant, multicultural metropolis. Madrid is an example

of a city which is successful and proactive in managing its immigration. Ruiz Gallardón, Mayor of Madrid, has suggested that,

“...the strength of Madrid has always been directly linked with the capacity of its people. Madrid's open spirit has been moulded by a continual influx of people... Given the much increased importance of mobility in our time, the city is centring its efforts on learning how best to use this significant human energy not only to ensure a cohesive future for all but also how diversity can have a positive impact on the city's economic base.”

The successful integration of so many newcomers in such a short space of time has become a big priority for city planners and politicians. In order to manage and co-ordinate this immigration, the General Direction for Immigration and Co-operation to Development provides information, guidance,

### **Gran Vía**



Source: Madrid City Council

advice and different services to immigrants. In March 2005 the **'Madrid Plan for Social and Cross Cultural Living Together'** was launched in order to develop a model for intercultural relations. The overall objectives are defined as a fostering of the institutional progress of immigrant reception at the municipal level, to provide better access to civil rights and resources for immigrants, as well as to improve living together between Spaniards and foreigners in order to create dynamic and harmonious neighbourhoods.

Since this Plan was adopted, the city has established the **Local Offices for Information and Guidance to Immigrants** which provides information about public-private resources, services and benefits, intercultural mediation and practical training, workshops, seminars and Spanish lessons. Located in districts for a proximity to immigrant individuals and collectives, these centres provide guidance on Madrid and its resources; on city registering, schooling, house renting, health care and public transport; documentary and telephone translation in more than 20 languages; information on administrative procedures and immigrations matters, work and residence permits, social rooting, family reunification and nationality. They also advise immigrant population for employment and training courses.

In addition, **the Observatory for Migration and Intercultural Living Together** has become a powerful tool to provide knowledge and analysis of the reality of migration in Madrid.

This observatory is the primary institution established under the Plan, and aims to increase understanding of migration phenomena and multicultural coexistence through research, policy evaluation and publications. The Observatory has two main objectives. Firstly it monitors and analyses the changing demographic and social climate in Madrid in order to foster open-minded coexistence and diversity through community participation. Secondly it aims to increase dialogue between all neighbours in Madrid via organised forums and district discussions on coexistence, as outlined in the Madrid Plan. The Centre presents results to corresponding municipal organisations.

**The Service of Legal Guidance in Immigration Matters** provides free of charge legal assistance to people registered in Madrid municipality about Immigration Law and situations of racism.

**The Service of Counselling for Integration in the Job Market** offers information on labour matters, setting up a coordinated relation between job-seekers and employers from both the public and private sectors, in a personalized approach. They design a specific plan for every person in demand of work, along with training or labour mediation and later monitoring of processes.

**The Municipal Social Emergency Service** acts in social emergency situations, happening in the street or in private houses and also intervenes in big emergencies, coordinated with other municipal services: Fire Fighters, City Police and the Municipal Social Emer-

gency Service for Civil Protection. The Social Emergency Service assists to homeless people and any social emergencies impossible to be attended by first assistance services.

**Shelter Services:** Since the 90's, Madrid has welcomed important migratory flows. Many newcomers do not have accommodation or family networks to survive by their own means. This situation becomes worse by not knowing what resources are available, not knowing the language, or due to their irregular status in the country, circumstances which place them at risk of social exclusion. The Shelter Service has been created to meet these demands and provides accommodation for a year at the most. It sees to their basic needs, and also provides guidance in administrative formalities, (signing up on the City Register, health cards, regularisation, etc), and support for social and labour integration.

**The Socio-Community Project of Intervention for Immigrant Families** aims to provide attention and means for social integration to families especially from the Eastern European countries, to avoid their discrimination in the admission to general social assistance. Its main objectives are guaranteeing the access of families to the basics in health care and education, teaching of social skills, Spanish language and society habits, aimed to labour integration.

**The Programme for Temporary Shelter and Attention to Sub-Saharan people** provides residential and personal stability

for immigrants of this specific origin, without social, family or labour support in Madrid in order to avoid situations of uprooting and marginality.

**“Daughters of the Charity” Nuns Social Diner** aims to cover the basics of food, providing a dignified place for attention and point of reference.

Over the last decade, Madrid has shown a growing enthusiasm for the hosting of cultural events due to its recognition of cultural diversity as a vital resource for the city prosperity and a potential catalyst for socio-economic development and internationalisation. The **VivaAmérica** festival is one of the most popular festive and commercial events that acknowledge the potential of cultural diversity and the emerging connections that point to immigrants as potential generators of urban socio-economic development. This events focus strengthens Madrid's long-held reputation for hosting international trade fairs and exhibitions, for which the city is today amongst the top ten cities in the world. In 2009 the city hosted *cityfutures2009*, a joint conference between the European Urban Research Association (EURA) and the Urban Affairs Association (UAA), to indicate its self-confident role in the global urban system.

### OPENCities Case Study Project



Madrid has established Madrid Global (full name - Madrid's Strategy and International Action Office) as a special office to take forwards its international relationships and positioning. Through municipal diplomacy, co-ordination of international projects, and leverage of international activities of all Madrid's key actors, Madrid Global is an advanced example of a fully-fledged 'internationalisation bureau.'

Madrid Global responds to the global aspirations laid out by the city and regional councils in the first few years of the 21st century. According to Ignacio Niño, C.E.O.:

**“There is a gap between perception and reality...Madrid needs to improve its international image in order to be placed where it should be among the greatest global cities.”**

Madrid Global collaborates with key public and private bodies to carry out strategic projects to improve international perception of the city based on its real strengths. It operates as

a dependency on the External Relations and Research Coordination Division, within the Deputy Mayor's Office.

**The Deputy Mayor and the City Council sees Madrid Global as a: “Catalyst for mobilising all stakeholders towards a common goal and for implementing clear and focus actions”<sup>7</sup>.**

Madrid Global has a high level of operational autonomy, although relationships with City Hall and its Departments are critical as it is funded and accountable to the City. Other government departments within City Hall also draw up and implement international projects (eg The Japan Project), and Madrid Global operates in collaboration with Government Divisions to facilitate such internationalisation. Madrid Global also pro-actively builds close collaborations and relations with the business sector to plan and deliver a range of projects. Its relationships with other bodies in the city are described in chart 1.

Madrid Global has opted to complement 'traditional' international relations measures and projects with new approaches, strategies, programmes and tools to ensure a solid international position for the city of Madrid in the coming decades. Its core business and its specific projects fall in line with the city's 2008 Strategy for International Positioning (2008-11). Not only is its work highly ambitious given its leading role in the city's international affairs and city diplomacy – (eg. participation

<sup>7</sup> Madrid Global (2008) <http://www.adb.org/annualmeeting/2008/presentations/jbravo-presentation.pdf>

with international bodies, liaising with other cities and international networks), it also is a leader in fostering public-private partnerships for internationalisation throughout Madrid. It should be stressed that Madrid Global is not a typical city marketing agency given its undertaking of key stakeholder liaison handling, and its capability of positioning Madrid effectively to contribute to global discourse and action.

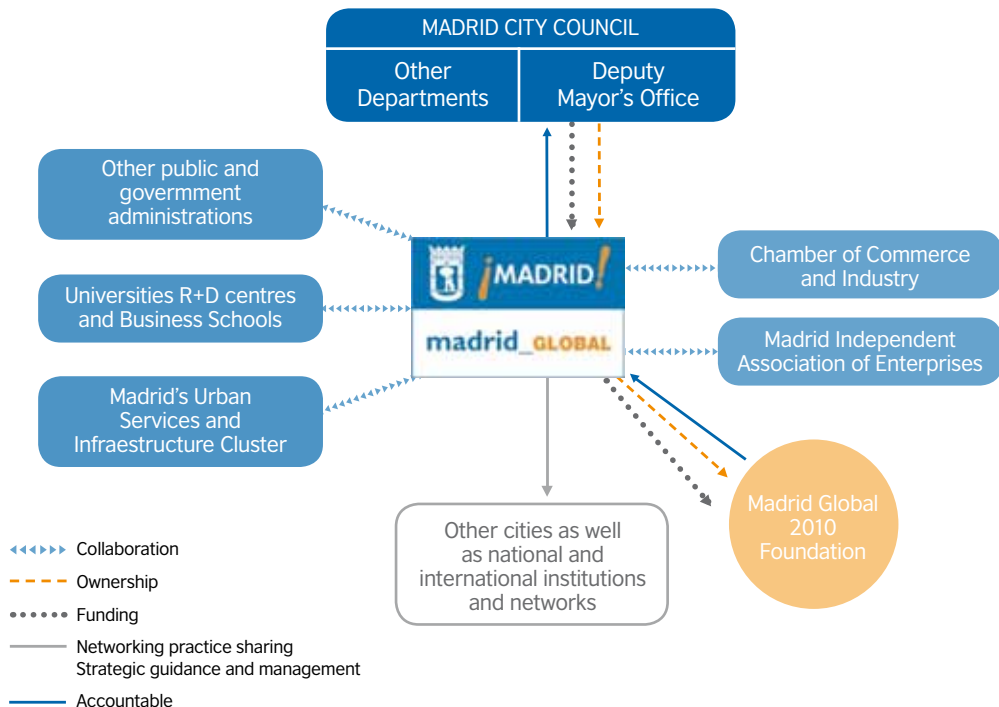
## BUDGET

Approximately €8.5 million for 2009 by City Hall. It is likely that this budget will remain stable. Approximately €3.1million will be committed

to human resources, €3.9 million to existing projects, and €1.4 million to operational costs. Existing project costs involve a capital transfer to existing organisations. Examples of such projects with longer-term partner networks and bodies include:

- Supporting 'Houses' such as Asian House, Arab House, Israel House and the House of America.
- Collaboration with the UCCI network, the Latin American City Capitals Network; the Eurocities network; The United Cities and Local Governments Association; UCEU, Union of Capitals of the European Union; ARIANE Cities Community and others.

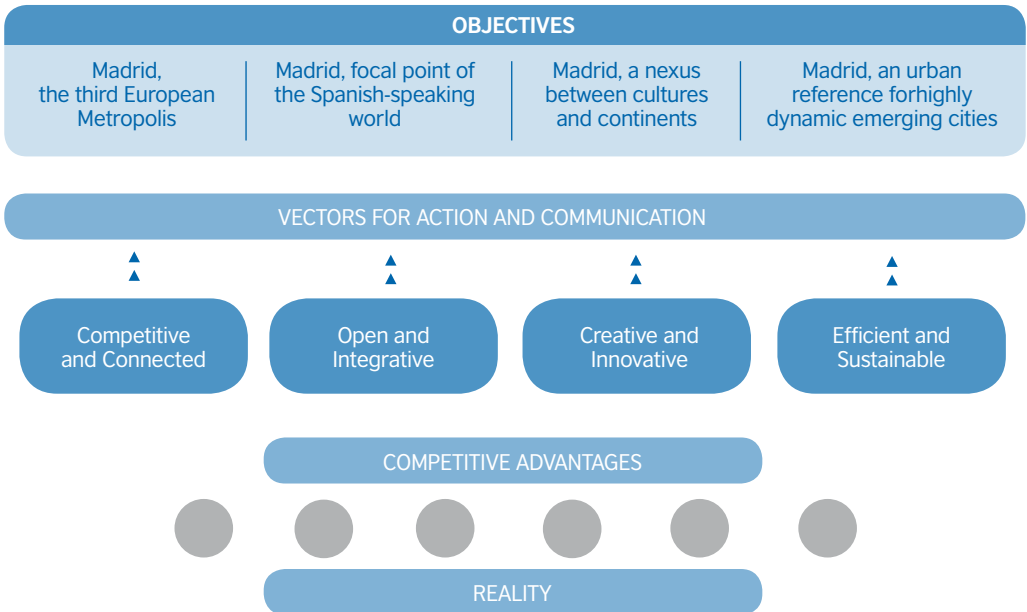
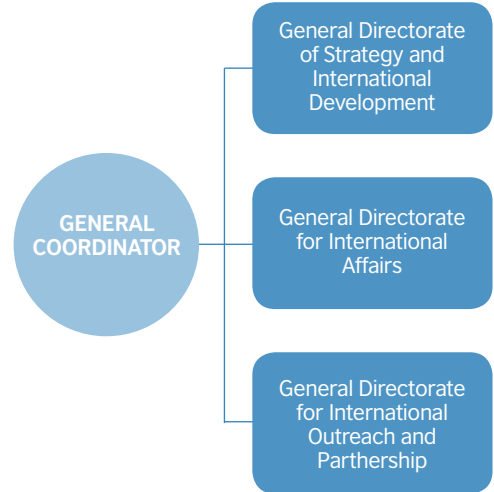
Chart 1. Position Of Madrid Global In The System Of Economic Development And Promotion In Madrid



**GOVERNANCE and ORGANISATION:**

A single CEO has direct support of four consultants. There are three General Directors, five Deputy Directors and eight Service and Department Managers in a staff of just 45 workers, mostly multi-lingual civil servant graduates with experience in the City Council. This means many of the organisation's employees are senior staff, because of their responsibility to participate in international forums, events and projects.

In terms of business organisation, Madrid Global is organised into three General Directorates. The General Directorate for International Relations is responsible for urban diplomacy



and for establishing relations with cities and organisations with an international component. The General Directorate of Strategy and International Development is responsible for defining and implementing the Strategic Programme for the Internationalisation of the City of Madrid as a central axis for Madrid's international performance. The Directorate General for International Outreach and Partnership is responsible for establishing a stable public/private collaborative framework to boost the international positioning of the city of Madrid, developing joint measures, and promoting alliances with institutions and organisations that multiply the results of efforts made in this area.

Madrid Global, whose plan to transform Madrid's impressive reality into international image is reproduced here, is a very strong

illustration of how a historic city can adjust to new conditions and render itself open to new trends, industries and cultures.

### Conclusion: Lessons from Madrid

Madrid Global demonstrates the value of creating one single organisation to lead on the internationalisation of a city, bringing city diplomacy to the forefront. Through the leadership of Madrid Global the city is able not only to sell Madrid within international markets (FDI, tourism, conventions, sports) but also to position the city at the heart of global debates about the future and critical issues facing society. Madrid is both a thought leader and a practice leader on global issues.

Madrid Global builds intelligent relations in places that matter.

#### Madrid Airport



Source: Madrid City Council

#### Paseo de la Castellana



Source: Madrid City Council



# Dublin

## KEY AREAS OF GLOBAL STRENGTH

### Capital status

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

### International connectivity

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

### Strong knowledge economy assets

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

### Vibrant and open identity

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

### International outlook

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

Emerging as a vibrant European city functioning as Ireland's primary gateway to the global economy, the Dublin city-region (Greater Dublin Area) comprises four city/county council administrative areas and has a population of 1.2 million. The city itself -home to 500,000 people- is at the centre of a small but expanding metropolitan region which is home to almost half of Ireland's national GDP (€60 billion). The city-regional population is set to rise by over 400,000 by 2021, alongside an anticipated increase of up to 50% in economic activity, backed by consistently high productivity levels which ensures it remains competitive regionally and capable of attracting inward investment.

## KEY CHALLENGES TO GLOBAL COMPETITIVENESS

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### **Management of growth and infrastructure investment**

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

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### **Moderately skilled labour force**

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

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### **Under-developed metropolitan and regional planning**

Regional frameworks do not yet incorporate a comprehensive set of challenges, for example green infrastructure, economically strategic transport policy, settlement patterns or branding. No all-inclusive planning database exists amid a general lack of regional consciousness.

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### **Deprivation and inequality**

Dublin's high levels of persistent poverty and social exclusion threaten sustainable economic development.

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## Internationalising for OPENness

Dublin is a city which has made the case for openness highly effective as it pursues a strategy of becoming an international hub of knowledge led industries. The key capacity of any city leadership in an OPENCities context is the ability to articulate and win support for a vision while building coalitions of stakeholders around that vision. In Dublin this is evidenced by the commitment of the City Manager to the internationalisation of the city and the focus on developing the Dublin regional economy into one of the world's most globally competitive.

Dublin's leadership has recognised that in an internationally open knowledge driven economy, it needs to attract external human capital as an essential ingredient for local success. Dublin's success in:

- Building up human capital internally through good education and training.
- Attracting and recruiting human capital from outside.
- Retaining enough human capital and using it fully.

...has been pivotal to its own and Ireland's recent success. The city has emerged as a vibrant European city-region hosting high value-added financial and professional services, knowledge and retail sectors. It has established itself as a world leader in software development, and despite the economic recession, Dublin's consistently high productivity levels are ensuring it remains competitive regionally and capable of attracting inward investment.

Becoming an open city, attractive to high-quality talent, has been a key branch of Dublin's local and regional policy over the last decade, alongside the drive for external trade, investment, and joint ventures.

Dublin's policymakers recognised very early that it is in competition with other international knowledge hubs in the spheres of IT, bio science, financial services, creative industries, retail, high-tech investment, and tourism, rather than with other gateways in Ireland. Dublin was in large part responsible for Ireland being adjudged the most globalised country in the world by the AT Kearney / Foreign Policy magazine Globalisation Index in 2003 and 2007<sup>8</sup>. The city has succeeded in attracting significant global network functions in response to its moderate position in the urban hierarchy that prevent it from achieving command and control functions<sup>9</sup>. Alongside this, the recent growth of international populations in the city has been staggering; people born outside of the country accounted for 5.5% of the residents in the Dublin Region in 1986, but by 2006 this figure had reached 17.3%. Thanks to this growth Dublin has transformed itself into a lifestyle destination, with a large and growing group of foreign and home-grown technology companies, proficient technical colleges and universities, and a thriving artistic and cultural scene.

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

*"Cities are shaped and created by their people. Dublin has been shaped throughout its history by people from many lands and many cultures. Cities thrive and prosper where they are open to the world and embrace diversity. Dublin is very much an international city. It welcomes and embraces the creative energy of people from many different places across the globe. The life of this city is enriched by these new Dubliners. They are the bridge that ensures Dublin is and remains a truly global city."*

**Dublin is one of Europe's sporting and entertainment centres, exemplified by the popularity of Croke Park Stadium**



Source: Tolivero (2007),

<sup>8</sup> AT Kearney / Foreign Policy Magazine Globalisation Index 2003 and 2007, available at <http://www.atkearney.com/index.php/Publications/globalization-index.html>

<sup>9</sup> Moore, NM (2004) 'Globalising Dublin: Indicators of an Urban Society in Transition' in Dela, 21, 2004. Pp213 - 222

## Key OPENCities initiatives

### Regional governance and metropolitan co-ordination

Dublin has taken important steps to lead on regional and metropolitan governance issues. The city council recognised that growing Dublin as the knowledge and creative hub of Ireland would require a regional platform for infrastructure, services, and spatial development, as well as a coherent and shared vision of the future. This is now the subject of leadership action. Dublin City is the core city of the four-area Dublin Regional Authority, and was key in pushing for the creation of the Greater Dublin Area concept, coined in 1999 and used for planning purposes for the first time in the 2000 Planning and Development Act. The Dublin Regional Authority is now a collaborative governance system that brings together representatives of the four local governments to address issues of common interest and concern.

Thanks to strong and effective lobbying by the city council, the national government in 2009 agreed to a highly significant change to leadership in Dublin, namely the **introduction of a regional Mayor for Dublin**, to be voted by direct election in 2010. The Mayor is set to be a highly-visible and accountable position with strong authority to deliver focused leadership for the city and region. The Mayor is expected to have responsibility for establishing strategic policy in relation to land-use planning, waste

management, water services, and housing across the four administrative areas. The Mayor may also be chair of the Dublin Transport Authority, leading the Authority in delivering reliable, integrated and cost effective transport. With specific regards to openness, the new Mayor should be in a position to assemble key public and private sector partners in promoting a dynamic and enterprising city region. The Mayoral position is an example of Dublin supporting regional innovation and taking a firm initiative to position Dublin appropriately<sup>10</sup>. It supports the aim to secure Dublin's status as a fully-fledged Knowledge City Region by 2012, and the city's intention to offer cultural, social and recreational lifestyle options that position Dublin as an attractive and fulfilling place for talented knowledge workers.

### **Dublin's leadership agenda - Arguing the 'Case for Dublin'**

Dublin's rapid emergence created the need for advanced strategic intervention to better foster successful growth and openness management. In particular, Dublin's leadership has had the challenge of championing Dublin's role in the Irish economy, managing rapid internationalisation, improving regional governance and metropolitan co-ordination, and organising the key players in the knowledge economy.

The ability of its leaders to make manifest its vision is evidenced by the creation of structures and programmes that express and realise elements of the vision. In Dublin the City Manager established three new units that collectively

<sup>10</sup> Environment, Heritage and Local Government (2009), <http://www.environ.ie/en/LocalGovernment/LocalGovernmentAdministration/News/MainBody,20262.en.htm>

realise aspects of the openness agenda through action programmes and initiatives.

The Office of International Relations and Research focuses on the internationalisation of the city. The Economic Development Unit works towards developing an economy that is innovative and attracts foreign investment and migrant workers. The Office for Integration acts to support and integrate new communities established within the economy of Dublin. Externally, these institutional innovations have led Dublin City to develop and lead the Creative Dublin Alliance (see below) and to work with regional partners on improved metropolitan governance.

**The Dublin City Office of International Relations and Research**, established by the City Manager in 2007, seeks to enhance the



Source: Dublin City Council (2007)

international position of Dublin in a way that enriches the city's economy, builds positive relationships worldwide, and engages the city in practical projects that serve its development as a sustainable and cosmopolitan city<sup>11</sup>. A key element of this Office is the Research function which focuses primarily on developing indicators of performance for the City and Region and benchmarking Dublin internationally. It is therefore leading Dublin's involvement in the OPENCities project.

The Objectives of the Office are:

1. **To enhance the international position and view of Dublin** in a way that enriches the city's economy, develops capacity to deal with challenges, and creates connections that serve the interests of the city.
2. **To draw from international knowledge, connections and practical projects** that serve the development of Dublin as a sustainable and cosmopolitan city.
3. **To professionalise research within the City Council** and focus such research on the challenges facing Dublin.
4. **To develop and maintain performance indicators** that allow the benchmarking of Dublin internationally

Dublin has successfully harnessed the influence of a powerful diaspora of successful corporate leaders who were brought up in Ireland but are now in business in other countries. The city's outreach programmes have meant these inves-

<sup>11</sup> Dublin City Council website <http://www.dublincity.ie/YourCouncil/AbouttheCouncil/CouncilDepartments/Pages/InternationalAffairsResearch.aspx>

tors are expressing enthusiasm and commitment to invest in Ireland, and in particular Dublin.

The City's expanded **Economic Development Unit (EDU)** is designed to support the integration of the twin functions of Economic Development and Planning to facilitate a positive, open, internationalised city economy. Its new multi-disciplinary team focuses on developing the expertise, knowledge and capacity within Dublin City Council to progress and lead this economic agenda. The EDU collaborative leadership actions include a revised and enhanced **Economic Action Plan** (pictured) for the city region. This Plan seeks to create a stronger case for positioning Dublin more effectively nationally and internationally, while building a vibrant place for advanced economic activities and attracting creative people.

The EDU is also a platform for pursuing initiatives such as **UniverCities**, which makes the role of Universities more central to Dublin and enlists their support in thinking about the city's future. It aims to identify areas for collaboration between academic research and policy making. Elsewhere the **Dublin Brand Platform and Strategy** is an effort to develop an innovative approach to branding and positioning Dublin as an open and international knowledge hub.

**The Office for Integration**, as a new feature of the Dublin City council, is active in supporting new communities through festivals, events and activities such as the Chinese New

Year, the provision of information in languages other than English, the demonstration of the integration of new communities through the City Fusion Pageant in the St Patrick's Day parade, and the recent campaign to support registration of migrants for voting in Local Government and European elections. In 2009 the Office received €250,000 of funding for the implementation of measures supporting integration into Irish life.

*"I am pleased to say that Dublin City Council has been proactive in its response to integration and has put in place innovative measures to recognize the significant change in Dublin life. The Council's ongoing commitment to initiating and facilitating dialogue and co-operation at city and local level with migrant networks and NGOs clearly demonstrates the Dublin City Councils commitment to face the challenge of integration and get it right."*

*Irish Minister for Integration,  
**John Curran***

**Trinity College, one of the major participants in the new DRHEA**



Source: Jasonm (2006)

## OPENCities Case Study Project

### CREATIVE DUBLIN ALLIANCE

**Six objectives of the Creative Dublin Alliance**



Source: Creative Dublin Alliance (2008)

In 2008, the City leadership began a process of building a wider leadership agenda for the city engaging multi-sectoral and metropolitan/regional partners. The **Creative Dublin Alliance** (CDA) sets the agenda for the city's international knowledge and creativity led growth into the future and makes the case for an Open City. It is a firm illustration of how the leadership of a city can develop an agenda for openness. The CDA agenda actively brokers collaborative governance for knowledge and creative economic activity and for action on the future of the city.

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

Its ambition is to build a network of diverse urban leaders capable of identifying and distributing urban solutions for Dublin in the 21st Century.

The CDA's six objectives, formulated and managed primarily by the city council, can be seen opposite. Private members are mostly responsible for collaborating and bringing their expertise to projects.

A number of projects have already begun in the short time since the CDA was formed: among them is the **Innovation Dublin Festival**, hosted in October 2009, which showcased the innovation and creativity that is happening among entrepreneurs, businesses, universities, and research institutes across Dublin through a series of events. Each event was themed around a key aspect of urban life: culture, enterprise, people, movement, the environment or the



Source: [www.innovationdublin.ie](http://www.innovationdublin.ie)

public realm. City Councillor Michael Stubbs explained the rationale of the event showing Dublin is open for business:

*“There’s a huge amount of work going on that doesn’t make it out into the public domain. We felt it needed to become more rooted in reality. We want to show the human side of innovation, the buzz, the creativity. It’s not just about science and technology, it’s not just about business and innovation, and it’s not just about music and the arts. It’s about all of them<sup>12</sup>.”*

John Tierney, city manager has also spoken about Dublin’s embedded openness:

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

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

## GOVERNANCE AND ORGANISATION:

The Alliance is a joint initiative formed by a high-level leadership group which includes the academic sector, with the participation of all the City universities, private enterprise (including the Dublin Chamber of Commerce, IBEC),

several City Council departments, members of national government agencies such as the IDA and Enterprise Ireland, and also a citizens’ group led by Design Twentyfirst Century.

One of the CDA’s main roles is its cultivation of Dublin as an **International Post Graduate City**. As the key driver of economic development, the knowledge-intensive economy framework stresses the importance of links between higher education, government bodies and the broader society. The aim is to make Dublin an even more important location for international students, especially from countries outside of Europe and North America, whose market already represents €500million annually. The CDA supplements the work of the new Dublin Region Higher Education Alliance (DRHEA), which aims - with the help of national funding - to improve the training and professional development of academic staff, and supports the enhancement of teaching and academic programmes across the eight Dublin institutions, establishing Dublin as a primary destination for international students.

### **University representatives agreeing to institution of DRHEA in 2009**



Source: *Trinity College Dublin* (2009), <http://www.tcd.ie/Communications/assets/img/DRHEA-Launch.jpg>

<sup>12</sup> The Irish Times (2009), ‘Innovation Dublin festival’, <http://www.irishtimes.com/newspaper/finance/2009/1009/1224256256169.html>

In order to achieve this vision and attract more high calibre international students, the Dublin universities and Institutes of technology agreed with the City Council to promote international scholarships as 'The Lord Mayor of Dublin International Scholarships'. Commencing in 2009-10, the re-branded scholarships will create closer links between the relevant institutes of education and the city and aim to attract top international students to come and study in Dublin. International students are perceived as an important asset for the city's success not only for their contribution to the urban labour market but also for their role as 'new diasporas', providing important bridges of connection and trade possibilities between their country and Dublin.

### Conclusion: Lessons from Dublin

Dublin City and its metropolitan region are actively engaged in developing the openness agenda on the basis of its importance to the future economic development of Dublin and Ireland. Dublin is a small open economy reliant upon its global positioning to develop economic opportunities and provide market outlets. For many years Dublin was a net exporter of human talent. This outward migration reversed with the birth of the 'Celtic Tiger' economy and its need for labour. Dublin's future lies in the development of creative and knowledge businesses and these require the ability to attract internationally mobile investment and talent, combined with the capacity to open up global markets and support internationally traded products and services. The main

change evident in recent years has been a move away from the accidental embracing of openness and international populations to a more planned and deliberate commitment by city leaders to developing actions designed to open the city and its economy to the world.

The current leadership of Dublin City Council is committed to developing Dublin's economy and further opening Dublin up to the world. The vision based on an internationalisation of Dublin and its economy is shared by a range of stakeholder leaders including business, higher education, state agencies and community. It finds expression through a number of governance structures that have been created or led by the City Council. The current regionwide structure that expresses this commitment to a shared leadership agenda is the Creative Dublin Alliance. Dublin's leadership and institutional innovation has provided:

1. **Clarity as to why the openness agenda is important to the city.** This is evident in the economic case for openness reflected in the work of the Economic Development Unit and the emerging economic action plan centred on the knowledge/creative economy.
2. **A proactive internationalisation agenda**  
The Office of International Relations and Research is developing a strong benchmarking system and international linkages around work programmes that are strongly economically focused.
3. **A new integration attitude and agenda**  
Making migrants feel welcome and at home in the city.



The city of Toronto is Canada's economic capital and has a highly multicultural population of 2.6 million. With a city-regional population of 5.2 million, the Greater Toronto Area (GTA) is the largest urban agglomeration in Canada, and the 5th largest in North America. Recently faced with challenges of declining employment in manufacturing, the city of Toronto has successfully diversified its economy and now exhibits real strengths in the creative sector. Home to a large and deep pool of talented workers, the city has embarked upon a bid to achieve global city status, centred on business, environmental innovation, diversity and cohesion, and education. Although by no means a large city-region by international standards, Toronto is assuming a leadership role in the sectors that are seen by some commentators as coming to define the 21st century – sustainability, medical innovation, financial services and education. Its capacity to achieve these ambitions depends on overcoming a serious infrastructural deficit, an underdeveloped city brand, and improving regional collaboration.

# Toronto

## KEY AREAS OF GLOBAL STRENGTH

### **Attraction of international talent**

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

### **Consolidation of city government powers**

Greater powers over taxation and governance are enabling the city to overcome previous sclerosis.

### **Creative-scientific leadership**

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

### **Carbon footprint**

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

## KEY CHALLENGES TO GLOBAL COMPETITIVENESS

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### Infrastructure and Housing Investment

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

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### Advocacy at national level

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

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### City-regional identity and co-ordination

Absence of political will to integrate administrative and planning duties across the GTA or Southern Ontario, or to market the region as a world-class prospect.

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### Marketing outside North America

The city can do more to raise image awareness and potential in Asia and Europe, by creating a more attractive brand synonym.

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### Toronto and the GTA



Source: Lencer (2009)

## Internationalising for OPENness

Attracting immigrants at a rate of 100,000 a year, two-thirds of which are skilled workers, Toronto has a long history of commitment to multi-cultural diversity which has intensified over the past fifteen years as the city recognised the new challenges it faced.

Toronto's highly diverse population is not merely an upshot of globalisation; the city's very success is in part predicated on continuing to attract skilled immigrants to its workforce.

Every effort is made to maximise opportunities for skilled immigrants to contribute to Toronto's social and economic development, and to overcome challenges in securing employment commensurate to their skill sets.

Immigrants continue to flock to Toronto, a phenomenon which reflects the area's attractiveness and can be attributed to its high quality of life: crime rates are low and have been steadily declining, transportation options are available and housing is relatively affordable. The range of employment opportunities in knowledge, culture and technology industries constitutes another magnet for Toronto. The city is recognised for its embrace of its gay and lesbian community, whose events and festivals attract considerable business sector support.

Toronto is an example of a globally oriented city which has captured the advantages of

globalisation by attracting high levels of foreign talent and FDI. Ensuring the city remains well connected to global flows of human capital and investment, combined with effective outreach marketing programmes that underscore the basic attractiveness of the city for business and workers, has ensured that Toronto has disproportionately benefited from the process of globalisation. Toronto was ranked as the runner-up in fDi Magazine's North American Cities of the Future 2007/8 awards, beaten only by Chicago. Toronto's new business incentives are beginning to recast the city as distinctly pro-business, and are part of the broader process to improve liveability for all new comers as well as recent immigrants<sup>13</sup>.

### Toronto Agenda for OPEN-ness.

In 1998 the City of Toronto was enlarged to include four neighbouring cities (Etobicoke, North York, York, and Scarborough) and the borough of East York. The new city has a Mayor-council form of government, with both the Mayor and council members elected to three-year terms (extended to 4 years after 2006 municipal elections). The amalgamation of municipalities provided fresh administrative context for addressing the city's diversity and the problems of equity and access faced by a broad spectrum of the population.

The current Mayor is David Miller. Elected in 2003 and subsequently re-elected in 2006, Miller was a finalist for the 2006 World Mayor

award, noted for his commitment to Toronto City Council evolving' into an entity closer resembling a capable government for a world city. Miller has also helped forge an emerging public-private consensus that the difficulty recent immigrants have experienced in accessing appropriately skilled jobs threatens Toronto's ability to both attract skilled immigrants and carry out high-end functions in the global economy.

Toronto's strength is its diversity and with 50% of the city population (46% at the city-regional level) identified as foreign-born, it is one of the world's most diverse cities. Toronto is also considered a leader in addressing that diversity. The United Nations Centre for Human Settlements has recognised Toronto's innovative work regarding the provision of social services to ethnic, racial and aboriginal communities. The Toronto Economic

#### **Mayor David Miller**



Source: Thomas Purves (2006)

<sup>13</sup> City of Toronto website, accessed August 2008 (<http://www.toronto.ca/invest-in-toronto/incentives-imit.htm>)

Development Strategy won an international award of excellence for its broad scope and inclusiveness. Proud of its diversity, the City Council has celebrated it coining the motto 'Diversity Our Strength' to capture the entire city's celebration of difference and the importance placed.



## Pride Toronto



Source: Luke Hollins (2007)

## Key OPENCities initiatives

### Upon welcoming newcomers to Toronto.

One of Toronto's greatest strengths and innovations is its ability not just to respect diversity but also celebrate it. In Mayor Miller's Toronto 2010 Vision of a Great City<sup>14</sup>, he reaffirmed the strong commitment of Toronto to diversity and declared that City Hall should take the lead in building strong, inclusive and diverse communities in all parts of the City. Having already created a civic engagement office to reach out to Torontonians of all backgrounds and make them feel a part of Toronto, the Mayor's current agenda is working to

- Advocate that the province extend voting rights in Toronto elections to over 250,000 permanent residents, recognising the cultural diversity of Toronto and engaging newcomers early in civic responsibilities and decision-making.
- Ensure multilingual access to City services through the 311 project, a Customer Service Strategy to improve accessibility to City services.
- Expand the City's mentorship programs to help internationally trained professionals find work in their fields of expertise.

David Miller's office is leading a number of initiatives ranging from the economic development strategy 'The Agenda for Prosperity', to

<sup>14</sup> [http://www.toronto.ca/mayor\\_miller/vision/vision.htm](http://www.toronto.ca/mayor_miller/vision/vision.htm)

'The Creative City Planning Framework' and 'The Waterfront Revitalisation' project. In June 2008, Miller was announced as the new Chair of the C40 Large Cities Climate Initiative. David Miller has a key role in championing and advocating the City's openness, which he has taken on from previous leaders.

The **2008 Agenda for Prosperity** was created by the Mayor's Economic Competitiveness Advisory Committee, a partnership of civic leaders from the private, labour, voluntary and public sectors brought together to develop and implement win-win solutions for the City to excel globally and compete regionally. The ambitions of the agenda are detailed below.

Through the Agenda for Prosperity, the city has embarked upon a programme to become a successful global player. Following a subsequent review of the city's development efforts and agencies, The City decided to create two new development agencies.

- **Invest Toronto:** predominantly outward-facing organisation with the responsibility of achieving a better presence and market share for Toronto in international markets and contested investments.
- **Build Toronto:** predominantly inward-facing organisation with the responsibility of engaging private and public sector partners in the task of unlocking the value of under-utilised properties, institutional investment, urban and asset management, brownfield redevelopment, job creation, and sustainable development. Through maximising the development potential of real estate assets, it is anticipated that Build Toronto can generate significant employment and new revenue for the City<sup>15</sup>.

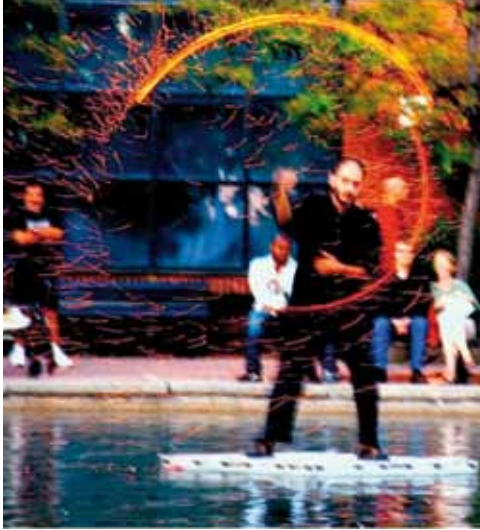
While Toronto does not play host to any leading international organisational institutions, the city has made excellent progress in **developing its cultural institutions**. The Toronto International Film Festival (pictured) is now one of the strongest in the world, offering a highly competitive business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



Source: [www.investtoronto.ca](http://www.investtoronto.ca)

<sup>15</sup> Toronto City Council (2009), <http://wx.toronto.ca/inter/it/newsrel.nsf/7017df2f20edbe2885256619004e428e/be862770a4fa7740852575a0004b0056?OpenDocument>

## Luminato



Source: Bahman (2007)

The **Toronto Region Immigrant Employment Council (TRIEC)** was created in 2003 – a brainchild of the Maytree Foundation - to address an urgent regional need to effectively and appropriately include immigrants into the labour market so that they can better use their skills, education and experience. TRIEC is comprised of members representing various groups: employers, labour, occupational regulatory bodies, post-secondary institutions, assessment service providers, community organisations, and all three levels of government<sup>16</sup>. It is a fine example of a city's key players being assembled to find and implement local, practical solutions that lead to meaningful employment for skilled immigrants. TRIEC has a wide and diverse range of funders and donors, such as



Citizenship and Immigration Canada, Maytree, and TD Bank.

Through two initiatives, the Mentoring Partnership program and hireimmigrants.ca website, TRIEC have served over 2,000 skilled immigrants within the Toronto Region. The Mentoring Partnership, which began in 2004, has successfully introduced immigrants to established professionals' knowledge, experience, and professional networks. The hireimmigrants.ca programme provides employers with tools and resources to accelerate the integration of skilled immigrants into their organisations, improving engagement and cross-cultural understanding. Elsewhere, the Career Bridge Programme is a public-private response to the labour market demand for internationally-qualified professionals to acquire relevant work experience. The program creates paid internship opportunities that last for 4-12 months for job-ready immigrants<sup>17</sup>. Coupled with the separate Profession to Profession Mentoring Immigrants program, Toronto is considered a world leader in offering special start coaching for migrants.

Toronto also has a number of **partnership and friendship** cities (including Chicago,

<sup>16</sup> <http://www.triec.ca/index.asp?pageid=1>

<sup>17</sup> ILO (2009), [http://www.ilo.org/dyn/migpractice/migmmain.showPractice?p\\_lang=en&p\\_practice\\_id=49](http://www.ilo.org/dyn/migpractice/migmmain.showPractice?p_lang=en&p_practice_id=49)

Chongqing, Frankfurt, Milan, Sao Paulo, Amsterdam, Ho Chi Minh City, Kyiv, Quito, Sagamiyara, Warsaw and Madrid). Toronto's city council considers requests to form relationships with other cities through its International Alliance Program (IAP). Toronto's IAP program is 'designed to foster formal

and informal relationships with global cities to strengthen economic, cultural, tourism, and multicultural links internationally and to share best practices. The program also works to forge informal international relationships and networks for the purpose of investment attraction.'

### Agenda for Prosperity (2008)

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A global **business city** where trade, finance, technology and a multi-lingual population combine to make the global economy efficient and accessible

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The world's **inspiring city** that sets the standard for how global cities innovate to solve urban and metropolitan challenges such as climate change, energy conservation and efficiency, human wellness and security

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A hub of **environmental innovation** that provides environmental solutions for the world at the same time as it evolves into a centre for environmental technology development and production

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A **beacon of diversity and cohesion**, that exemplifies the sustainable advantage of diversity for all to see.

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A **centre for global education and training** that utilises its exceptional diverse human presence and its institutional excellence to become a centre for learning for global value chains and industries

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A location for new and distinctive **cultural products** that draws upon creativity and diversity as well as technological excellence

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A **base for open institutions** that want to play new roles in a global era and want to be uniquely connected to the world.

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### OPENCities Case Study Project



The DiverseCity onBoard leadership project has been created to bridge the growing gap between the diversity of Toronto's population and its leaders, and to help connect public institutions to the talent they need for competitive growth and urban prosperity. The deficit of diversity in leadership highlighted had been highlighted by the work of the Maytree Foundation and Toronto City Alliance. The project has two interconnected objectives:

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

The program works by identifying qualified pre-screened candidates from visible minorities and immigrant communities for professional appointments on boards and committees. Through the Diverse City on Board website,

boards can search for potential members, and candidates can shop for positions which are the best fit for their skills and interests. In 3 years over 500 candidates have been pre-screened and over 250 have been matched to a variety of public, non profit and other organisational boards. The goal now is to increase the number of appointments to 500 up to 2012.

Candidates have the opportunity to build relationships with their peers and senior leaders from across sectors, as well as focus on three distinct themes that comprise city-building: leadership, diversity and civic awareness. Fellows work with Toronto regional institutions on citybuilding projects that address social, economic or environmental issues. The call for fellows was conducted creatively, including the creation of a Facebook group<sup>18</sup>.

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

<sup>18</sup> DiverseCity Fellows Group, <http://www.facebook.com/home.php?#/group.php?gid=41166495517&ref=mf>

*“The Greater Toronto Area is the most diverse city in North America and our diversity can be one of our most powerful competitive advantages if we realize its full potential. Through the DiverseCity project, and focusing on diverse leadership, the GTA community and organizations within the region have the opportunity to maximize their strength and effectiveness.”*

**Toronto City Summit Alliance**

The DiverseCity project incorporates eight practical and measurable programmes that address the under-representation of ethnic and racial groups in leadership positions:

Type of initiative	Name of project
Expanding regional networks	DiverseCity Nexus - bridge business and social connections between established and rising executives through an annual speaker series.
	DiverseCity Fellows – Fellowship to equip 25 next generation civic leaders each year combining leadership, diversity, and exposure to top leaders.
Strengthening regional institutions	DiverseCity onBoard - strengthen public/voluntary institutions by matching governance positions with highly qualified ethnic candidates.
	DiverseCity in Civic Leadership - broaden involvement in the political process by identifying, training and mentoring diverse leaders who will run for elected office and manage election campaigns.
	DiverseCity Voices - enrich the quality of news media by identifying and training diverse spokespersons and connecting them with journalists.
Advance regional knowledge	DiverseCity Advantage - build and communicate the body of knowledge on the economic and social benefits of diversity in leadership.
	DiverseCity Perspectives - opportunities for dialogue and idea-sharing on the systemic conditions that encourage/discourage diversity in leadership.
Track regional progress	DiverseCity Counts - an annual check-up on the extent to which leadership reflects demographic realities.

The work of the Maytree Foundation was fundamental in identifying the necessity of diversity in governance and highlighting the benefits that diversity at leadership level can bring. Its expertise with the DiverseCity onBoard was a catalyst to engage other city stakeholders and create a wider city strategic plan of actions to change the leadership landscape. The Conference Board of Canada, an independent membership organisation, supported the DiverseCity initiative by preparing the Value of Diverse Leadership report which concludes that the migrants' underrepresentation is *“an important missed opportunity as leadership is a fundamental driver of performance and productivity”*. Diverse leaders add value, because they bring new networks, new markets and new ways of thinking to the table. Among the benefits of diversity in leadership the report highlights: improved financial and organizational performance; linking domestic and global markets; recruiting from global and domestic labour pools; creativity and innovation.

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

### **Conclusion: Lessons from Toronto**

Toronto is an important example of a city that sees open-ness and diversity as a critical driver of long term success. Toronto demonstrates active leadership at the level of the city government and at the level of NGOs and foundations. There is a very active agenda to promote open-ness in the city which permeates city thinking and strategy and there is increasing attention to building the intermediate tier of organisations and projects needed to achieve inclusion. Toronto is a knowledge and creative city, emerging from strong domestic roles to play increasingly international roles. It sees its great strengths in education as both an attractor for foreign talent and mechanism for growing its traded economy.



The city-region of Auckland is located in the upper North Island of New Zealand, and is the country's largest and fastest-growing urban area, with a regional population of 1.3 million. The polycentric Auckland region, or Greater Auckland, is New Zealand's only city-region thought to be capable of competing globally, becoming a key Australasian hub for business, financial and professional services, reinforced by an emerging status as a site for Pacific creative industries. The Auckland region has much to offer an internationalised economy, and while its development and global positioning of regional resources remains an incomplete project, positive steps have been made to create and consolidate regional governance. Such a project depends on ensuring growth-related regional sustainability, and improving its international presence, skills development and productivity performance.

# Auckland

## KEY AREAS OF GLOBAL STRENGTH

### **Quality of life**

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

### **Tourism and events potential**

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

### **Established regional consciousness**

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

## KEY CHALLENGES TO GLOBAL COMPETITIVENESS

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### Regional sustainability

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

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### Skills and innovation deficit

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

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### Risk management

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

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### Income inequality

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

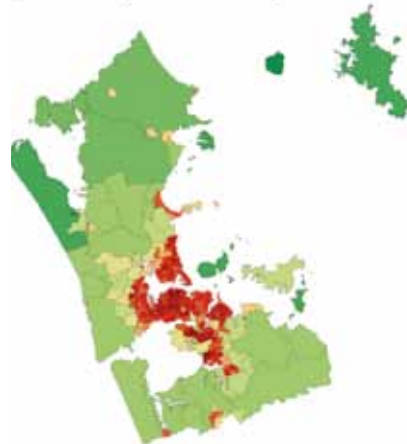
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## Internationalising for OPENness

In the last two decades Auckland has experienced considerable population growth, and much of this increase can be attributed to international immigration<sup>19</sup>. Today almost one third of Auckland's 1.3 million residents are foreign born. Demographic projections anticipate that the city will have 2 million residents by 2050<sup>20</sup> and that this growth will be largely driven by minority ethnic groups, especially Asian and Pacific peoples.

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

### Population density in the Auckland region



Source: Vardion (2008)

<sup>19</sup> Particularly, in the five years to June 2006 Auckland grew by 12.7%, an additional 156,300 people taking the population to 1,387,800.

<sup>20</sup> Forces Shaping the 21st Century: Demographics, Regional Growth Forum

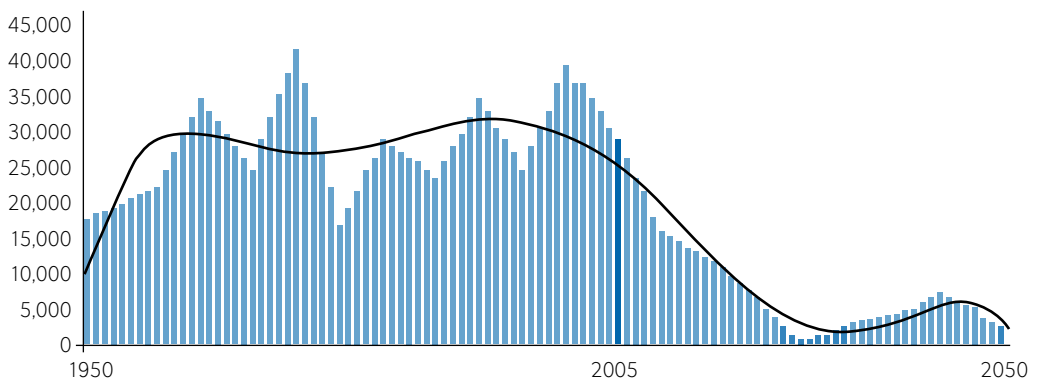
has resulted in substantial changes to the cultural and demographic characteristics of the Auckland region, as well as in the physical landscape.

Auckland's OPENCities agenda has been increasing since the Stronger Auckland programme (2006) that recognised increased interconnectedness demanded Auckland reconfigure its competitive offering. This required that Auckland coordinate better at the city-regional level so that its strengths become even more globally competitive. In an international context, the Auckland region is primarily a gateway to New Zealand in terms of trade, tourism, migration and communications. Stronger Auckland argued that given the city's potential to emerge as a genuine Australasian gateway to the global markets, encouraging city-regional governance formation and consolidation should be a major priority at all levels of government. The emphasis has subsequently been placed on the city's

economic diversity and 'emerging Pacific identity'<sup>21</sup>. In particular, while the region plays host to world class food production, centred primarily on Waikato, the hubs of creativity and culture within Auckland and Rotorua are central to medium-term growth.

The push towards OPENness has been further influenced by New Zealand's so-called 'demographic fault-line', with a consequent decline in the supply of labour and a global skills shortage in 2025. According to a study released by KPMG in September 2008 this fault-line hits Auckland in ways similar to other cities including Toronto, Sydney, Melbourne and London at the same time, and will generate competition for scarce internationally qualified professionals. As outlined in the report Growing Auckland, Growing New Zealand, Auckland and New Zealand need to be the location of choice for talent. A systematic long term and positive approach to immigration is required to address the 2025 fault-line.

**NZ's net increase in labour force population 1950-2050**



Source: KPMG (2008), <http://www.OMEGA.org.nz/AboutSkilledImmigrants/tabid/64/Default.aspx>

<sup>21</sup> Taken from Auckland City Council's Long Term Council Community Plan, 2006-2016

## Key OPENCities initiatives

Over the next decade Auckland aims to generate further sources of home-grown and international talent with its network of complementary tertiary education facilities (Auckland City, North Shore City, Manukau, Hamilton). Auckland's sporting prowess is a notable pull factor, with the city home to a range of high-quality sporting venues and a pervasive sporting buzz. Elsewhere creating and maintaining rich routes of visitor activity and consumption, focused on long-standing tourist nodes, remain an economic priority<sup>22</sup>. Therefore the Auckland region has much to offer in an increasingly internationalised economy; the key test is how Auckland develops such resources and positions itself on the global stage.

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

Many of New Zealand's top commentators advocate the 'pioneering of new business models and skills' to maximise the nation's distinct orientation towards global markets<sup>23</sup>. Such messages have been forthcoming in a number of national and regional reports, including the Growth and Innovation Framework (GIF) and the Auckland Regional Economic Development Strategy (AREDS). Auckland's strategic framework sees it becoming:

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

A Royal Commission on Auckland Governance took place to assess current governance arrangements and find ways to streamline the governance complexity<sup>24</sup>. Regional decision-making has involved the central government, the Auckland Regional Council (ARC), seven territorial local authorities (or local councils) and 30 community boards. Each have specific



Royal Commission on Auckland Governance  
 Te Kaitiaki a te Kaitiaki ki te Mana Whakahaere a Tāmaki makau rau

<sup>22</sup> Le Heron and McDermott (2006)

<sup>23</sup> Rod Oram (2005), 'Better by Design' Conference, speech

<sup>24</sup> <http://www.royalcommission.govt.nz/rccms.nsf/0/8F067908AAE73DE0CC257405001096F7?open>

responsibilities - central government for social services, the ARC for environment and transport, the local authorities for land-use and property-related infrastructure - while there are overlapping responsibilities for important areas such as economic development, recreation, and events.

The Royal Commission proposed a radical plan to merge all councils in the metropolitan region in one Greater Auckland parliament with one powerful elected mayor and 23 councillors - 10 elected by all Aucklanders, 10 from the six local councils and three Maori councillors. If the proposals had been approved by the government, Greater Auckland would have become the single biggest metropolis in Australasia by the end of 2010.

The New Zealand Government has chosen to develop a new unitary city-regional government and foresees elections for this new body in 2010.

Attracting migrants is recognised at both national and local level as an important prerequisite to a vibrant, well performing Auckland economy. Ensuring positive outcomes for both immigrants and hosting society is the core of the national Immigration Settlement Strategy (New Zealand Immigration Service 2004). To complement the national level focus, in 2006 the **Auckland Regional Settlement Strategy** (ARSS) was launched<sup>25</sup>. It was developed in partnership with central and local government, non-government organisations and other stakeholders with settlement-related interests including migrants, and refugees.

It includes a vision: Migrants, refugees and their families have a sense of belonging through opportunities to fully participate and contribute economically and socially in the Auckland region; and by being recognised and respected as equal and valued New Zealanders - and identifies regional settlement goals.

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

Councils in the Auckland region are already providing a wide range of services directly, or in partnership with non-government and community agencies, to support the settlement of migrants and refugees in their region and to help them to connect with their wider communities. For example, Auckland City Council has also developed the strategy '**A Bridge to Our New People**'. This is achieved by:

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

<sup>25</sup> Manukau City Council New Settlers' Policy (2003), Wellington Region Settlement Strategy (2003), National Immigration Settlement Strategy (2003), Auckland Regional Settlement Strategy

### **Auckland's CBD, the city's primary connecting node to the global economy**



Source: Partyzane (2007)

This multi-agency initiative has been significant, providing both a platform and a framework for Auckland City to meet settler needs over the next five years and achieve its vision.

In relation to BAK Basel's Leadership Factor of Welcome Services, the City Council website, [www.aucklandcity.govt.nz](http://www.aucklandcity.govt.nz), offers detailed information to international populations via the web and also through a downloadable guide to city services and opportunities, *Our home is your home*. City-regional leaders put considerable emphasis on welcoming migrants, and attending festivals/cultural functions.

The Auckland Regional Settlement Strategy focuses on host communities as well as migrant and refugee communities across the Auckland region, taking a regional interagency approach to facilitate local, central, and non-governmental agencies working in collaboration across the region. The Strategy builds on existing settlement initiatives in the region, and aims to enhance these through a collaborative approach. Many

Councils in the Auckland region are already providing a wide range of services directly, or in partnership with non-government and community agencies, to support the settlement of migrants and refugees in their region and to help them to connect with their wider communities. A number of other local initiatives help migrants to quickly enter the labour market (among them, the 'Pathways to Employment' initiative and the Special Interest Group for Immigrant Engineers and Institute of Professional Engineers, both supported by the Auckland Regional Migrant Services Charitable Trust).

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



Source: [www.aucklandplus.com](http://www.aucklandplus.com)

members from business and politics to ensure effective partnerships with a wide range of industries and agencies. It is charged with:

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

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

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

The Committee for Auckland evolved out a



Source: [www.aucklandnz.org/](http://www.aucklandnz.org/)

business-led process begun in 2001 which sought a well articulated strategy for the development of the Auckland region as an internationally competitive business location. Its work programme is now designed around an understanding that initiatives which foster a great place to be, talented people and a dynamic city-region economy will deliver a successful international city. Underpinning people, place and economy with leadership and good governance is a ‘recipe for Auckland’s future as a world city.’ Five goals are worked on through Committee for Auckland’s portfolio:

1. Igniting leadership and momentum
2. Dynamic and collaborative business region
3. Accelerating liveability
4. Generating talent and knowledge
5. Global relevance.

In a city characterised by a weak regional government, it must be acknowledged that the role of AucklandPlus, the region’s economic development agency and the Committee for Auckland, an independent non profit organisation, have been precious in leading the effort to position Auckland as an internationally competitive city-region and a world class

destination. “Bringing the world to Auckland” is the vision behind the work of AucklandPlus.

International events are a major driver of openness in Auckland. In particular the city will be a host city of the **Rugby World Cup 2011**, which is seen as an unparalleled opportunity to gain international exposure and raise international profile if Auckland can provide outstanding and well-communicated visitor experiences. Smart planning and delivery looks to ensure that the World Cup can bring economic reinvigoration coupled with social cohesion benefits derived from improved facilities, transport and urban infrastructure that function as a long-term legacy. The tournament is seen as an opportunity to create an event



management and planning structure that can be applied to future world-class events Auckland will bid for.

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

## OPENCities Case Study Project

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

Since the early 1990s, Auckland has encouraged immigration of skilled, qualified personnel<sup>26</sup>. As immigrant-related diversity has grown in Auckland, appropriate integration in the labour market has become an increasingly pressing issue. Unfortunately, the absence of experience in New Zealand labour markets is identified as the main barrier that prevents many skilled immigrants from gaining appropriate employment.

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

Modelled on Toronto's Regional Immigrant Employment Council (TRIEC), OMEGA is the result of a collaborative exchange between The Committee for Auckland and TRIEC in 2007. Initially launched through a 6 month pilot called Skills for Auckland, the program is designed to match migrants with mentors who can provide

<sup>26</sup> <http://www.immigration.govt.nz/nzopportunities/opportunities/whynz/>

advice, support, information and contacts, so that each migrant can obtain employment in the industries in which they are qualified.

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

1. OMEGA Internship Programme: Paid Internships of 3-6 months, designed to give skilled immigrants meaningful local work experience and tackle the initial barrier of “No New Zealand experience, No work”.
2. OMEGA Mentoring Programme for Skilled Migrants: matching new comers with mentors who can provide advice, support, information and contacts. It’s also an opportunity for mentors to develop leadership capabilities and fine-tune their coaching skills.
3. An Inter-Government Relations Group: a think tank designed to inform government planning and programming work.

OMEGA is endorsed by more than 40 of Auckland’s top employers, from both the public and private sectors, including the City Council, Deloitte, Vodafone and Air New Zealand. Since its launch in March 2008, over 50% of the migrant applicants have been matched with Mentors; over 70% of mentees that have completed the programme have found relevant employment; and the overall programme satisfaction is high for both mentors (90%) and mentees (87%). According to Justin Treagus, the programme director, the successful results achieved by OMEGA in such a short time are due to the collaboration with TRIEC.

*“Businesses are already seeing the benefits of having a diverse workforce. Migrants are a resource that is bringing different ideas and different ways of working to an employer. This is a strength for any organisation. It is about effective integration into the labour market... Following the TRIEC model was invaluable in the amount of time and resources we saved – we were easily able to fast track our program by six months or even a year. We had our site visit in June 2007, officially launched in March 2008 and by April of that year had our first set of mentors”.*

*Justin Treagus,  
OMEGA Programme Director*

## GOVERNANCE and ORGANISATION:

The OMEGA project is the result of a joint initiative of employers, agencies, governments and the transnational collaboration with TRIEC. The goal is to assemble these key players to find and implement local, practical solutions that lead to meaningful employment for skilled immigrants. The presence of the Tindall foundation as funding partners has contributed to give a business-oriented approach to the project and to produce a win – win experience for both migrants and employers involved.

**Auckland’s experience illustrates the importance for OPENCities of strong collaboration between business and community partners.**

The close cooperation of the Auckland Regional Migrant Services (ARMS) and the Chamber of Commerce has facilitated support for new migrants' transition to meaningful employment. Each organisation plays a specific role in the pipeline of support services.

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

### **Conclusion: Lessons from Auckland**

Auckland demonstrates the value of learning from other cities. The success of the OMEGA project owes much to the advice and support offered by Toronto to Auckland. At the same time, the leadership of business, foundations, and NGOs has been critical to the success of OMEGA and its ability to innovate. Creating an open city is about having open institutions and organisations. This is well documented in Auckland.



Amsterdam is the largest city in the Netherlands, and the country's financial and cultural capital, with a population of around 1.4 million people. It also forms the Northern part of the polycentric metropolitan region of Randstad, the 6th largest metropolitan area in Europe, and home to around 7 million people. Amsterdam remains a competitive world city and a key interconnecting hub among the primary networks of the post-recession world economy.

# Amsterdam

## KEY AREAS OF GLOBAL STRENGTH

### **Access to markets**

Amsterdam's position as one of Europe's most dynamic hubs is attributable to its excellent strategic location which, enabled by outstanding external transport links -especially the growth of Schiphol airport- allows access to lucrative Northern European markets.

### **Wide city-regional specialisations**

Amsterdam has the potential to emerge at the head of a multi-faceted Randstad region with excellent specialisms in manufacturing, logistics, education and business services.

### **Niche quality of life**

Amsterdam's easy-going cultural vibrancy, green space, and range of entertainment choices continue to attract international populations from many backgrounds, all seeking the unique balance that the city offers.

### KEY CHALLENGES TO GLOBAL COMPETITIVENESS

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#### **Attracting creative populations**

Amsterdam performs quite poorly in terms of ICT and creative industry employment and research linkages. City-regional dynamism is typically derived in extra-institutional contexts. Doubts exist about the capacity to attract the best mobile creative groups amid intensifying global competition.

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#### **Congestion and intra-regional mobility**

The absence of a unified city-regional transport system alongside insufficient road capacity seriously damages productivity, and presents a long-term concern about infrastructure capabilities.

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#### **Fragmented and overlapping governance**

The decentralisation of many responsibilities to municipal districts has resulted in highly varied outcomes in service delivery. The city's central authority lacks authoritative power in an overcrowded administrative structure, resulting in problems such as poor jobs-transport planning.

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#### **Social cohesion**

The unemployment rate of ethnic minorities is very high by international standards, while segregation in education has knock on effects for social integration and mobility.

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The city has long been a regional centre for knowledge industries such as business services, insurance, advertising, law and management consultancy, with over half its workforce employed in office positions. Its nodal position in 21st century globalisation is strengthened by its comparative dominance over local competitors, including Brussels, and indeed Amsterdam is now one of Europe's main headquarter cities, as well as one of its cultural hubs. The city has a strong recent record of attracting FDI, enabled by its trade and logistics capacity, while it has maintained growth in real estate and construction during the economic downturn.

Long-term projections, however, indicate that Amsterdam may have its eminent position in the global city hierarchy challenged in the next two decades. Among the city's most serious challenges is improving the housing stock for its high income population, investing more substantially in its tourist base, and improving the city's low productivity.

## Internationalising for OPENness

Amsterdam has traditionally been known as a liberal and cosmopolitan city, attractive and open to foreign populations, companies and business. The city, it is thought, is home to more nationalities than any other city in the world, with 177 nationalities represented<sup>27</sup>. Tolerance and openness have become core values of Dutch identity, and Amsterdam has flourished as a multicultural city – in particular becoming home to one of the largest Muslim populations in Europe. However, in the wake of 9/11 there appeared to be a radical shift away from traditional Dutch tolerance: at the turn of the new millennium social tensions flared in the Netherlands over immigration. Pim Fortuyn, a right wing politician declared that the country was “full”, and was subsequently murdered in 2002. This was followed soon after by the murder of the filmmaker Theo Van Gogh by a Muslim radical in Amsterdam. The murder shocked the city and led to many calling into question the cost of multiculturalism and the

appropriate limits of tolerance. Today, the Dutch are anxious to regain their position and reinstate their reputation as one of the world’s most open and international cities. This trend is clearly apparent in Amsterdam.

Amsterdam’s renewed internationalisation is not an attempt to win resources or power, but to regain its former undisputed ‘international’ status, and to ensure that it keeps its place as one of the most open and cosmopolitan cities in the world. The city recognises that its diversity is one of its key advantages, and in order to succeed in the global economy it must actively work to retain its lead. There is a particular focus on utilising the untapped potential of emerging markets, and in particular in attracting Indian and Chinese firms, populations and visitors to the city. Moving forwards internationally, there is a recognition that on an emotional level the Dutch nation has an unavoidable connection to Amsterdam. Nationally a strong underlying sense exists that Amsterdam’s destiny is tied with Holland’s destiny, which is prompting a

### ***Amsterdam’s canals are central to the city’s relaxed bohemian identity***



Source: Diliff (2006)

<sup>27</sup> Simply Amsterdam (2009), [http://www.simplyamsterdam.nl/news/Amsterdam\\_again\\_city\\_with\\_the\\_most\\_nationalities\\_177\\_in\\_the\\_world.htm](http://www.simplyamsterdam.nl/news/Amsterdam_again_city_with_the_most_nationalities_177_in_the_world.htm)

major re-articulation of Amsterdam's positioning in the world as a proud beacon of diversity.

Although Amsterdam has already achieved a high degree of internationalisation, Amsterdam's City Council has defined an ambitious internationalisation plan known as **'TopStad'** or 'TopCity' for its four-year term in office from 2006 -2010. The plan's priority is to (re-)place Amsterdam among the top five most popular cities in Europe. The project's goal is described as

“For years, Amsterdam was one of the top five cities in Europe. Barcelona now has a higher place on the list and other cities such as Madrid, Berlin and Budapest are serious competitors. To get Amsterdam back into the top 5, we need to make maximum use of the city and the region....Amsterdam is in urgent need of renewal if it is to compete on the international stage.”

Amsterdam's city leaders also aim to make the city the EU's first 'smart city.' The Smart City pilot project has attracted IBM and Cisco's investment across four target low-emission areas: working, living, mobility and public space, with the city aiming for a reduction of greenhouse gas emissions of 40% below 1990 levels by 2025. The city hopes Cisco and IBM's involvement will help residents reduce energy costs and greenhouse gas emissions by 15%<sup>28</sup>.

## Key OPENCities initiatives

### OPENness to international Investment

Amsterdam is attracting international firms from both North America and Asia, as well as from other parts of the Netherlands. Examples include Ernst and Young, Akbank and APG which all moved to the city in 2008<sup>29</sup>. Part of the reason why Amsterdam is attractive to international businesses is because of the creative clustering of sectors such as business services, logistics, ICT, new media and tourism. These clusters have been developed significantly over the last ten years. Amsterdam's next step to attract more international businesses, as outlined in the eight priorities of the Top City strategy, aims to create cross-overs between the clusters. TopStad will also seek to improve broadband provision in order to attract more international firms.

AIM (Amsterdam Innovation Motor) is one project which seeks to increase the number of international firms in the city. It aims to help meet the demand which exists for at least 1,000 cubic metres of lab space for life science companies wanting to locate in Europe<sup>30</sup>.



<sup>28</sup> Energy Vortex (2009), <http://www.energyvortex.com/pages/headlinedetails.cfm?id=4182>

<sup>29</sup> Iamsterdam (2009), [http://www.iamsterdam.com/en/business/who\\_is\\_here](http://www.iamsterdam.com/en/business/who_is_here)

<sup>30</sup> European Union Knowledge Network (2006), <http://www.eukn.org/binaries/eukn/eukn/policy/2006/7/amsterdamtopcityprogrammebook.pdf>

## OPENness to international populations

In recent years Amsterdam has suffered from a skilled labour shortage. This has led the City Council to consider measures to attract greater numbers of international workers to the city. Immigration procedures to recruit highly skilled workers have recently undergone serious improvement.



### Priority Strategy 1: Optimal Assistance to expats.

Amsterdam recognises that expatriates are a major economic engine for the city, however at present the process for renewing and obtaining residence permits is unduly lengthy and complex. Several improvements have been recommended, with some already implemented: these include the recently opened Expat Center in the World Trade Center in Amsterdam South. The Center is a joint effort of the municipalities of Amsterdam, Amstelveen and the national Immigration and Naturalization Services (IND).

The Expat Center provides a 'one-stop shop' for knowledge migrants arriving in Amsterdam and Amstelveen. An employer starts the registration procedures before the arrival of the foreign staff. A one-stop trip to the Expat Center finalises both the national residence permit and the municipal registration procedures.

This centre is unique in the Netherlands and is a pilot project being monitored by other cities such as Rotterdam, Utrecht and The Hague. The City Council is looking into the possibility of extending the project, to include those who work in research and educational institutions<sup>31</sup>. All in all, the centres have greatly improved the times required for new expats to obtain their work permit, residence permit, city registration and tax number.

Other focus areas for improving the climate for expats are the improvement of education, housing and facilities. It is recognised that there is a need for better international education, especially for children of expats from target countries such as China and India. The City Council also aims to improve housing to better fit the needs of specific expat groups. The sectors with which the programme was introduced were divided over two phases, from 2008 to late 2009 (see table).

Phase 1 sectors (2008)	
Insurance	Telecom
Tax	International Schools
Immigration law	Banking
Childcare & Nanny services	
Phase 2 sectors (2009)	
Language courses	Housing
Training & Courses	Health Services
Employment law	Foreign Media

<sup>31</sup> Top Stad (2009), <http://www.topstad.amsterdam.nl>

### Priority Strategy 2: Building an Open and Hospitable City

The Top City Strategy also recognizes that in order to increase the numbers of international visitors and inhabitants, international populations must feel welcome in the city. A project entitled 'Welcome' aims to improve and strengthen hospitality in Amsterdam. With the overriding message that hospitality is essential to all outward-facing efforts, the project includes:

- A large-scale launch event that covers the need for a more hospitable Amsterdam
- a 'Welcome' website: ([www.welcomeamsterdam.nl](http://www.welcomeamsterdam.nl)) and a toolkit with ten golden rules for better hospitality that 'Amsterdammers' can use to improve the hospitality of their company
- tailor-made hospitality and client-friendly training courses for Amsterdam service providers.

### OPENness to international students

A key part of the Top City strategy is the project nicknamed '**Harvard on the Amstel**'. The Vrije Universiteit, the University of Amsterdam and Amsterdam City Council are joining forces to enhance the city's image as a knowledge hub and to attract more talented international students to the city.

Amsterdam is also stimulating the private sector to help the city attract international populations. For instance, a number of Amsterdam's



institutes of research and higher education, three banks, the province of North Holland and the Amsterdam City Council recently signed an agreement to fund a new Life Sciences Centre and Life Sciences Fund in Amsterdam. Elsewhere, the Duisenberg School of Finance (DSF) is an important step in the further development of Amsterdam as a financial center of international caliber. The institute was created in 2008 through a public-private partnership between the finance sector (7 major regional institutions) and the Tinbergen Institute to offer quality, competitive undergraduate programmes<sup>32</sup>.

To further the city's attraction to talented learners, Amsterdam recently introduced a unique undergraduate programme for September 2009; Amsterdam University College (AUC). By association with the city's two universities, its founding institutes, AUC brings a rich amalgam of research knowledge to its new curriculum with which it hopes to attract the best international minds. The focus is a full-time, three-year degree in liberal arts and sciences, taught solely in English in small groups, with one-on-one tutorial assessment. With the AUC, the city aims to hothouse and optimise student potential to shape a future generations of leaders.

<sup>32</sup> Duisenberg School of Finance (2009), <http://www.duisenbergschooloffinance.com>

## OPENness to international visitors and events

Hosting new international sporting and cultural events and establishments is a key element of Amsterdam's strategy to attract more visitors to the city. To attract more international tourists the Hermitage Amsterdam opened in June 2009 as a "major new European cultural destination"<sup>33</sup>. The museum will exhibit loans from the famous Russian Hermitage Museum in St Petersburg. Furthermore, an Amsterdam Topstad fund has been created which will be used to support nine large scale events that will contribute to the international profile of Amsterdam as a creative, innovative trading city. They are:

- Art Amsterdam 2007 – around 125 galleries from the Netherlands and abroad exhibit contemporary art
- Dream Amsterdam – an annual art event
- Holland Festival – a festival of dance, literature, fine arts and theatre
- Picnic 2007
- Amsterdam Underground Festival
- Creative Fashion City Amsterdam
- Amsterdam World Book City 2008-09
- Amsterdam India Festival (pictured)

One of Amsterdam's major mechanisms for attracting a new type of international visitor is the improvement of public space to transform Amsterdam's occasional image for having seedy crime-ridden central districts.

### **Hermitage Amsterdam, fully opened in mid-2009**



Source: Fentener van Vlissingen (2009),

The ambition, announced in late 2007, is to turn postcode area 1012 into a safer, more beautiful and liveable area over the next decade. Proposals to that end are set out in the Strategy Memorandum Coalition Project 1012; Heart of Amsterdam. The Coalition Project 1012 is an extensive project that will have far-reaching consequences for entrepreneurs, residents and visitors. The overall project has three prongs:

- 9 key alteration and commercial development projects in important locations in postcode area 1012 to contribute to the economic development of the inner city, and create an internationally recognised retail hub.
- Enhanced quality of public space, characterised by vibrant streets, parking spaces, street furniture and public lighting
- Street-oriented strategy - reducing and zoning criminal behaviour to increase manageability

<sup>33</sup> <http://www.hermitage.nl/en/>

Amsterdam's marketers are also looking to turn annual **Queen's Day** into a major international party. Hosted on April, the party aims to appeal to and attract expatriates and international visitors to Amsterdam on Queen's Day and create a world-renowned party which becomes as synonymous with the city as Munich's Beer Festival.



### OPENCities Case Study Project

**I amsterdam.**

Over recent years Amsterdam has had many brand carriers; 'Amsterdam Has It', 'Amsterdam Capital of Inspiration', 'Capital of Sports', 'Small City, Big Business' and 'Cool City' are a few examples. However, studies have found that the international observation of Amsterdam does not at present match the opportunities, facilities and resources available in Amsterdam to residents and visitors. As one of the world's most uniquely liberal and tolerant cities, Amsterdam's diversity has often been perceived internationally as a licence for permissiveness and anarchy. Given the clash between the liberalism of Amsterdam and the social conservatism found in many pockets elsewhere, Amsterdam's challenge is to broaden the city's identity so that its appeal can be more wide-ranging.

As such in 2005 Amsterdam launched a decisive brand strategy to increase international affiliation: '**I amsterdam**'. The I Amsterdam brand programme has operated in close linkage with the Top City: Top Stad, which are together central to Amsterdam's effort to build profile, identity and affinity.

I amsterdam is the city's new motto, a new brand for the city and people of Amsterdam.

Focusing on openness and international diversity, *I amsterdam* is designed to show the making of a clear choice for the city of Amsterdam, to show pride, confidence and dedication. It will be one of the instruments used to establish Amsterdam's name in the world, connecting both domestic and international populations with the city's *real diversity*. *I amsterdam* repositions and redefines the city by explaining that tolerance does not equal a lawless free-for-all, but in fact has distinct urban benefits. Namely tolerance is economically valuable, generating increased tourism, trade, entrepreneurship and innovation. These symptoms of a tolerant society demonstrate, according to *I amsterdam*'s message, that tolerance can be synonymous with, even a precondition for, a very high quality of life. In this sense *I amsterdam* is not so much a political slogan to create or give the impression of an unrealised inclusiveness; rather it is an emotional expression, reflecting pride of what the Amsterdam experiment has achieved, clarifying its potential, and demonstrating it represents nothing to fear and in fact may offer a model for urban livability in multicultural times. *I amsterdam* can be seen as an example of a

brand which overcomes aspirations to social cohesion, and expresses confidence in the city's own inclusive agenda which has been operational for several centuries now. The *I amsterdam* manifesto states:

'the people of Amsterdam are Amsterdam. The diversity of Amsterdam's business community, the differing backgrounds of its residents and the wide and innovative perspectives of its citizens are the lifeblood of our city. Therefore we the people of Amsterdam, wish to speak for the city of Amsterdam.'

The choice of the specific slogan was based on the assessment that it is clear, short and powerful. '*I amsterdam*' is thought to be easy to remember. The goal is for many organisations, institutions, companies and events to be able to benefit from the new brand, however not in an unrestricted manner and not in any form desired<sup>34</sup>. The *I amsterdam* brand



Source: Georges Jansoone (2006)

<sup>34</sup> [www.danek.gr/wp-content/.../kavaratzis-michalis-the-netherlands.doc](http://www.danek.gr/wp-content/.../kavaratzis-michalis-the-netherlands.doc)

values which all of Amsterdam's stakeholders can utilise, are thought to reflect creativity, spontaneity, commercial spirit, international openness, innovation, productivity and sustainability. These notions are of a much deeper philosophical hue than many branding exercises, reflecting a certain DNA that Amsterdam is thought to possess, one that arguably was planted in New York (formerly New Amsterdam) in the seventeenth century.

The *I amsterdam* campaign uses billboards, t-shirts, a 'What's On' website and a City Card scheme which provides over 30 free and 20 discounted offers on major tourist attractions and restaurants, to increase brand awareness. Although carried out on a modest budget, the *I Amsterdam* and Creative City marketing campaigns are conceptually advanced and have achieved strong recognition in the public's consciousness.

*I amsterdam* operates within the broader Amsterdam **Top City Programme**, which has eight priority strategies aimed at stimulating the private and public sectors to cooperate in order to reinforce the international position of the city. Amsterdam hopes to have achieved Top City status by 2030.

The priority strategies can be divided into three types of activity: removing obstacles, setting up activities that will make a difference and Amsterdam's marketing qualities:

### GOVERNANCE and ORGANISATION:

Although the Amsterdam Top City plan was conceived by the City Council, a variety of private sector participants, including Schiphol, KLM, MTV, ING, Rabobank, ABN AMRO, Cisco, KPMG and Price Waterhouse Coopers

#### A. Removing obstacles to Top City

1. Optimal assistance to expats
2. Building an open and hospitable city

#### B. Making a difference

3. Developing top quality educational courses, "Harvard on the Amstel" (see below)
4. Assisting (developing) creative talent and cross-overs
5. Optimizing the IT infrastructure, content and applications
6. Stimulating knowledge validation and business orientation in Life Sciences
7. Amsterdam as sustainable city

#### C. Marketing the city's qualities

8. Profiling the city as a center of city events and applying marketing

have become involved in various initiatives associated with the strategy. The initiatives of these parties are all aimed at strengthening Amsterdam's competitive position.

A quick start was made with 18 initial projects which were selected from around 170 proposals. These first projects, plus a number of additional initiatives, are now doing very well. All Top City projects are co-financed by partners in the business community, regional government and national government, or by European resources, and they can become self-financing over a period of time. This means that the projects must receive a broad support base, which in turn will help to ensure their continuation over the long term. Financially, approximately half the costs of the *I amsterdam* brand campaign have been absorbed by the city's private sector. The brand has received considerable support among city companies and residents, and has successfully brought together lots of creative ideas from the community as the brand evolves along its own course and uses new media to communicate with newly digitally aware populations.

### **Conclusion: Lessons from Amsterdam**

*I amsterdam* offers an example of how an international brand can unify and capture the spirit of a city while allowing the city itself to interpret and translate the brand in its own image. All promotional agencies and bodies looking to attract people now use *I amsterdam* as their primary tool, as the brand receives much more co-investment. While the city of

Amsterdam owns the *I amsterdam* strategy, it is the very essence of the brand that others use it, notably SMEs and larger firms. The combined usage of the private and public sector aims to mean that the brand momentum is irreversible. The brand ethos is that continuity is vital, that city branding needs long-term's ideas with consistent financial support. In this respect the city needs to improve the visitor and corporate experience consistently to match the progressive ambitions of *I amsterdam*. Furthermore the brand's future and stability is secured by the low political risk it entails, given that it has full bipartisan consensus which is important for brand stability. With around 80% of Top Stad initiatives already in motion, Amsterdam is an excellent illustration of how a city's internationalisation programme can build the case for its own inimitable brand.

In terms of measuring the success of *I amsterdam* within the broader programme of Top Stad, such an ambitious branding overhaul may take two decades to produce results of affinity, with the programme itself stressing the significance of the long-term benefits of branding. Initial indications suggest that more companies are beginning to locate European headquarters in the city, while more visitors and international students have arrived in the past two years. The brand has driven a new openness to students, and provides a prominent platform from which the city can be viewed. *I amsterdam* aims to give all these stakeholders a stronger sense of what the city really stands for. The city government accepts that to keep pace with the brand's ambitions, reforms will have to be made, notably in making universities more open to internationalisation.

## 4. Lessons learnt

Since the OPENCities project was launched in March 2008 much has been learned about what makes a city open and why cities want to become open.

The economic and data assessment provided by BAK Basel has confirmed that:

1. Openness is a real advantage for cities if they are pursuing plans to be internationally connected and play international roles, be operating in knowledge based industries and providing a supportive platform for knowledge based companies, or be an urban tourism destination or creative hub. Openness and the diversity it brings are potentially very significant advantages here. There is a clear conceptual framework that supports the role of openness and attractiveness in creating low barriers to entry for talent and human capital into cities.
2. There are both local and external factors that make cities attractive and open to international populations. Whilst some factors such as the national immigration policies, or macro-economic instruments, are well beyond the direct control of cities there are many factors of openness that are well within the control or immediate influence of city governments. These include the city's identity and character, its education, housing and cultural offer, the

kind of local democracy it practices and the forms of participation it encourages or the precise development strategies it pursues (to name a few). This means that cities can and do influence how open they are and that they are able to benefit from international population flows.

3. Openness can be measured and cities can compare themselves against other cities and against their own progress. We can create benchmarks, kitemarks, and even a family index of openness to find different ways to express the journey that cities are on to become more open.

Taking this work forwards is a key plank of the next stage of our work in the OPENCities project.

At the same time we have examined what actually happens within cities that are recognised for their openness. What do such cities do to foster openness and can their insights be relevant for other cities?

Madrid, Dublin, Toronto, Auckland, and Amsterdam are all examples of cities that have successfully become open to international populations, and in the process, added new dimensions to the economic and cultural life of their cities and regions.

Cities such as Toronto and Auckland are the largest cities in their countries (Canada and New Zealand), both nations forged through immigration where the sources and patterns of immigration have changed and there is the potential for new global roles based on a diverse population base.

Amsterdam and Madrid are both cities that were centres of Empires a few hundred years ago and have had global connections across the world as a result. Both cities are now increasingly attracting international populations, both from former colonies, and from elsewhere. Both cities have developed global economic and cultural roles supported by a diverse population base.

Dublin was, for large periods of the 20th Century, an e-migration country, and the key feature of Dublin's recent success has been its role in reversing the population decline that came from emigration into a situation where Dublin now both attracts international talent to work in its advanced industries and sectors, is a welcoming place for younger migrants and students from many backgrounds, and has successfully re-engaged many of its Irish Diaspora in the building of a new economy. Dublin offers an important lesson for other major cities that have lost population due to emigration resulting from a weak economy.

Our understanding of openness in cities has come a long way. The OPENCities project is now ready to recruit a wider base of cities and to undertake detailed shared learning and action planning on building the open cities of the future.

The project also seeks to attract cities that have not been traditionally internationally open but would like to become so.

## 5. What next? A Global agenda for city openness

This is the first of our working publications on OPENCities. Our next publications will cover:

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

We are working to develop OPENCities Global, which will take forward the work of the 10 EU cities which are already working on OPENCities, led by Belfast City Council and financed by Urbact II Framework programme. These cities (Belfast, Bilbao, Bucharest, Cardiff, Dublin, Düsseldorf, Nitra, Poznan, Sofia and Vienna) have contributed greatly to the current definition and measuring tool. Furthermore, they are working together to put forward local action plans to become more open cities.

**OPENCities Global** is a network of both established and emerging world cities, committed to internationalisation and focused on the opportunities that populations with diverse origins bring to their cities. This network supports the development of innovative actions among member cities, international institutions and global businesses so that they can maximize the opportunities that international populations bring to their cities.

The OPENCities Global project encourages cities to collaborate to achieve worldwide visionary goals centred on the values of a diverse population. What is the value of such diversity in the internationalisation strategy of the city? How can cities and companies project the reality of their increasing integration within the global knowledge economy and enhance their world-class reputations for attracting and nurturing talent?

The Network will have two different types of membership: Core Members and Associated Members. Beyond these groups, the project will also engage with a number of Academic Partners, whose role will be to lead on or participate in the Leadership Educational programmes.

1. **Core Members.** A limited group of cities, institutions and companies committing funds and resources to work on the project for a minimum of 3 years. This group will consist of a maximum of: 20 World Cities that are progressive leaders in openness, Internationalisation and the Knowledge Economy; British Council as a founding partner and the Network Secretariat; OCED as an International Founding Partner; up to 10 international companies or institutions with a reputation for openness.

2. **Associated Members.** Any city willing to learn from the built case studies, research and experience gained by the Core Partners. They must commit to be included in the data-base. It is hoped that a minimum of 100 cities will be interested in joining us.
3. **Business:** The challenges and opportunities around migration and the impact of agile capital will require global thought-leaders with the influence to move the agenda forward with a range of national and supra-national bodies. Commercial partners and sponsors will be able to establish important economic links with our city network.
4. **Civil Society organisations** (NGOs, Media, Researchers, other): can work with us to take forward initiatives, disseminate research or participate in city leadership or other educational opportunities.
5. **Researchers, planners, activists or citizens interested in the theme:** You may wish to read or contribute to our monthly Newsletter ([http://opencities.britishcouncil.orgweb/index.php?subscribe\\_en](http://opencities.britishcouncil.orgweb/index.php?subscribe_en)), which compiles international initiatives, research and projects around diversity and openness in cities, or to participate in our blogs and surveys ([www.opencities.eu](http://www.opencities.eu)). Or maybe you wish to share your initiatives with us?

Whatever your background, if you want to engage in openness for cities, get in touch with [Carolina.jimenez@britishcouncil.es](mailto:Carolina.jimenez@britishcouncil.es).

OPENCities is a British Council project funded by URBACT and led by Belfast City Council in collaboration with a network of European cities.

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