

OPENCities Thematic Paper 1

Leadership & Governance
of OPENCities (summary)
By Greg Clark



Connecting cities
Building successes





1. Introduction.

This is one of three thematic papers being prepared by the OPENCities project.

- ✓ Paper 1 Leadership and Governance of OPENCities
- ✓ Paper 2 Internationalisation of OPENCities.
- ✓ Paper 3 Managing Diversity in OPENCities.

These papers sit alongside local action plans that are being developed in participating cities, as well as conceptual and empirical work being developed by BAK Basel Economics.

Leadership:

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

Governance:

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

City leadership matters because:

- City open-ness is a key factor for success in cities that need to embrace international roles.
- Open-ness involves a range of factors beyond the direct control of city leaders, which must be influenced
- Open-ness requires effective communication with citizens and the effective co-ordination of stakeholders, enabling the creation of network structures
- Open-ness requires resource mobilisation and continuous endeavour which need to be justified

Whilst assessing city leadership is inherently difficult, it is evident that some cities do have a clear 'organising agenda' around becoming more open and securing the benefits of diversity whilst others do not.

The paper, therefore, dwells on the nature of 'the case' and 'the agenda' for open-ness in each city. These are key facets of city leadership activity.

Governance involves translation of the case and the agenda into:

- Effective institutional arrangements that include key organisations
- Programmes and initiatives that can implement the agenda at the right scale
- Co-ordination arrangements that are efficient and enable interaction and synchronisation

- Inter-governmental advocacy between National, Local, and other relevant levels of Government.

In our formulation, an Open City is both attractive and open to international populations, with multiple strong reasons why international populations want to be there, coupled with low barriers to entry, and freedom to remain or return.

The assumption is that, whilst national governments control immigration rules and regulate labour markets and other key macro level policies, with policy competence widely diffused amongst a range of governmental bodies, it is only local government leaders in cities that can lead and co-ordinate an agenda for greater internationalisation and open-ness. Such an agenda needs to:

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

These activities are considered to be the necessary actions of city leadership, which we identify as including both elected city leaders, the senior officials of the city, and the civic leadership of business, institutions, and non-governmental organisations within the city. City leadership in this sense is not just about managing a given set of direct responsibilities, but it is also about agenda setting, co-ordinating, and influencing the actions of others.

The case for internationalisation and open-ness:

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

We did not find a single, fully articulated, integrated case which illustrated why a city wished to be open and most cities appear to have a mixture of different reasons for wanting to be open, and international populations play a range of different roles. Within each city there are a mix of arguments and approaches from which we can identify four broad dimensions to the different 'cases for open-ness' that are made:

- i. Globalisation, Specialisation, Agglomeration, and Talent Attraction.
- ii. Population and skills replacement.



- iii. Managing diversity better.
- iv. Advantage of diversity and cosmopolitanism.

The Leadership Task:

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

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

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

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

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

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

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

- Setting future direction for the city as a whole.
- Intelligence gathering.
- Advocacy and negotiating change.
- Co-ordination and alliance building.
- Joint strategising.
- Joint ventures and investment.

- Policy and practice innovation.
- Promoting catalytic projects.
- Persuasion and influencing public, media, and institutional opinion

Who are the leaders?

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

2. Case Studies

Four case study cities were chosen based on the clarity of their leadership agenda, and the subsequent translation into practical initiatives at city level, which have already produced successful outcomes and can serve to highlight transferable lessons.

Table 2. Case Studies of Cities

City	Population /million	Percentage of Migrants	Initiative
Auckland	1.4	30%	Opportunities for Migrant Employment in Greater Auckland
Dublin	1.6	15%	The Creative Dublin Alliance
Stuttgart	0.6	40%	Pact for Integration
Toronto	2.5	46%	Diverse City Project

Auckland

Auckland has become a key Australasian hub for business, financial and professional services, reinforced by an emerging status as a site for Pacific creative industries. The region's status as a commercial gateway is supported by its strong and complementary port and airport services, as well as leading educational institutions. It provides a highly attractive living environment and is the pre-eminent national centre for entertainment and recreation.

The majority of newcomers in New Zealand, approximately 70%, settle in Auckland. In the 2006 census, 181 different ethnicities were recorded in the Auckland region. Given the population projections for the future, it can be expected that the city will become increasingly and more visibly multi-cultural in its make up. In 2006, just over half of the population aged 15 years and over were born in New Zealand (57.6%), with the next largest groups those born in Asia, followed by Pacific Islands and Europe.ⁱ New Zealand has a particular need for migrant expertise and skills 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 in the future.

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 launchedⁱⁱ. It is a partnership programme between central and local government, non-government organisations and other stakeholders with settlement-related interests including migrants, and refugees. The programme's vision is for:

“Migrants, refugees and their families to 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.”

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

Dublin

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

Dublin is now one of the fastest growing city regions in Europe and home to a young diverse population, with non-Irish nationals accounting for over 12% of the city population (15% in the core city area).

The population of the city region stands at 1.66 million, having increased by almost 18% since 1996. Over 60% of this population increase, since 2002, can be attributed to the arrival of migrants into the city, of which over 50% were in the 25 to 44 age category.

In Dublin, there is a broad agreement that for the city's long term competitiveness, success, and development, attracting international talent with a range of skill levels, not just highly mobile people with advanced skills, is of vital importance. Not only for economic prospects, but also for the social and cultural reasons, people need to feel that Dublin is a good place to live as well as to work.ⁱⁱⁱ

The primary current argument for diversity and openness in Dublin is centred on policies to further attract and retain international talent, both students and workers, who are thought to be essential in order to maintain and enhance the knowledge-market driven city economy and the city's international competitiveness.

However, the Irish National Spatial Strategy 2002-2020 and the National Competitiveness Council, stress the importance of developing other Irish cities to ensure that the critical mass required to compete internationally is achieved. Whilst there is a strong consensus towards maintaining and enhancing Dublin's attractiveness as a location in which to do business and to live and work, there may be limited national understanding of the need for Dublin to lead national economic development, and of the necessity of better equipping the Dublin region for sustainable growth and development. In the last five years, government policy has attempted to address 'regional imbalance' and promote more equitable growth that reduces regional disparities. Many commentators argue that this approach could damage economic competitiveness in an increasingly cut-throat, global economic environment.

More recently, the National and Regional Governments have, however, acted in such a way as to maintain the city's international competitiveness. The City aims to further enhance the development of Dublin into a Knowledge City Region by 2012, as well as achieving its ultimate aim by 2020 of:

“Dublin [being] a city driven by creativity, imagination and innovation, which attracts highly skilled labour and that encourages and promotes research, enterprise and an entrepreneurial culture.”

Stuttgart

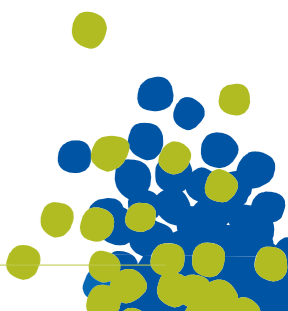
Today, people from over 170 countries live in Stuttgart. According to the City Council, 38% of the population have a migration background: a quarter (22%) of the population are foreigners, 10% are naturalised Germans with foreign origins, and about 6% of the population are ethnic German *Spätaussiedler*,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

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

Stuttgart has recognised that *successful integration* is an essential requirement to attract and retain migrants as well as the investment of international corporations, both of which are ultimately vital to Stuttgart's economic prosperity. The *successful integration* of migrants is perceived as the 'glue' for social cohesion which requires a strong leadership approach and has the implication of an active partnership between the public sector, the private sector and civil society. Consequently, Stuttgart city council has adopted a comprehensive integration policy concept in the form of the *Pact for Integration*.

The city's "Pact for Integration" specifies three goals for the municipal integration policy:

- i. Participation and equal opportunity for everyone.



- ii. Peaceful cohabitation and social cohesion.
- iii. The capitalisation of cultural diversity to extend competences within the international municipal society.

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

Toronto

Faced with the challenges of declining employment in manufacturing in the past 20 years, the city of Toronto has successfully diversified its economy and now exhibits real strengths in the knowledge and creative sectors. It also offers areas of global leadership, including in the green economy, a large and deep pool of talented workers and is extremely socially diverse, nourished by an outstanding quality of life.

Toronto's attractiveness as a place to live and work confirms that it is a dynamic, diverse and affordable city. Toronto's strength is its diversity and with close to 50% of its 2.6 million residents born outside of Canada, Toronto is one of the world's most diverse cities. The Toronto city-region welcomes 100,000 immigrants on an annual basis^{iv}. As a result, over 100 languages are spoken on the streets of Toronto, making it one of the most diverse cities in the world.^v According to the City of Toronto, between 2001 and 2005, the Toronto metropolitan area attracted an average of 107,000 international immigrants each year, with the city of Toronto itself accounting for two thirds of the total influx (69,000).

Toronto is also considered a leader in addressing its diversity. For example, 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. Furthermore, the Toronto Economic Development Strategy won an international award of excellence for its broad scope and inclusiveness.

Proud of its diversity, the City Council has celebrated it by coining the motto *"Diversity Our Strength"* to capture the entire city's celebration of difference and the importance placed upon welcoming newcomers to Toronto. This attitude towards diversity has been embedded throughout the leadership teams and administrative outlook. In his Toronto 2010 Vision of a Great City^{vi}, Mayor David Miller 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.

On his current agenda the Mayor is working to:

- Advocate that the province extend voting rights in Toronto elections to permanent residents.
- Create a civic engagement office to reach out to Torontonians of all backgrounds and make them feel a part of Toronto.
- Continue to strengthen the city's commitment to employment equity.
- Ensure multilingual access to City services through the "311 project."
- Expand the City's mentorship programmes to help internationally trained professionals find work in their fields of expertise.

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

3. Practical Lessons and Transferability

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

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

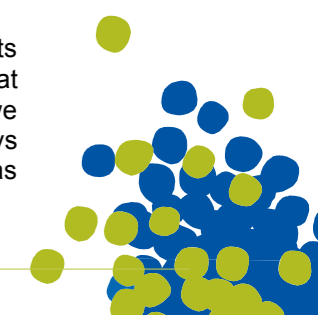
What are the transferable lessons that stand out from the case studies reviewed so far:

3.1 Recognise and articulate the different cases and agendas for Openness

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

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

All of the 6 cities have, in one way or another, been explicit about linking the benefits of immigration and diversity for city success and have continuously argued that openness is a means to success for the city in the long term. However, as we indicated in section 1, the cities make the case for open-ness in different ways depending upon their current orientation and situation. In some cities (such as



Dublin, Auckland, Toronto, and Stuttgart) open-ness is seen as a key aspect of international economic positioning or the city and the agenda is tied to international economic strategy. In Rotterdam and Los Angeles the case for open-ness is made in more social terms explicitly though the economic driver may be present but more implicit. In Dublin, Toronto, Auckland, and Stuttgart social and cultural arguments are also audible, and are seen as complement to the economic case. Social cohesion, economic competitiveness, and cultural richness are seen as mutually reinforcing reasons to be open and diverse.

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

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

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

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

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

city, so that the city is known for this know-how and skill which is seen as relevant to 21st century success.

3.2 Adopt an Integrated Approach to Openness

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

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

3.3 Develop Openness City Strategy

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

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

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

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

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



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

3.4 Partner with governments and voluntary and private sectors

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

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

3.5 Facilitate the Openness process and institutionalise it

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

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

3.6 Approaches that foster openness

Openness is a concept which goes further than immigration and integration issues. The Municipality of Rotterdam is now referring to its very diverse population as Rotterdam citizens regardless of their migration background. Integration has been replaced by participation. In Toronto, the city has adopted the motto "Diversity our Strength" to state its pride and positive attitude toward its international population. These examples testify to the new policy initiatives that forward-thinking cities are adopting to project a culture not only of hospitality, but also of sincere assimilation

and political inclusion. In these cases, moves towards openness can cultivate a lasting sense of belonging among new communities, which results in more diverse populations remaining in cities during economic downturns.

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

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

3.8 Identify and promote local "International" assets

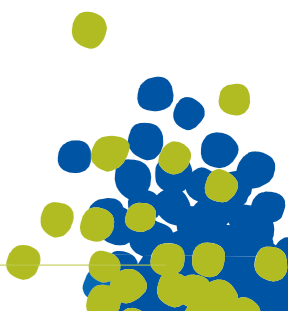
Internationalisation in other arenas of city life including institutions, business activities, education, culture and events is an essential prerequisite of being open to international populations. Identifying local 'international' assets that have the best future prospects and supporting them with programmes,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

3.9 Engage in international knowledge sharing activities

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

3.10 Showcase the city openness

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



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

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

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

As the case studies suggest, leaders come from a variety of different contexts and sectors. In many cases, leadership from academic, business and civic sectors have proved to be more proactive and far-sighted than the institutional arenas. Leadership from these sectors is essential to help the larger community understand and support a vibrant economic, social and cultural base as the enabler of the quality of life that international populations seek. In Dublin, the Creative Alliance has been able to involve top level representatives from the government, business and academic world in a unique collaborative effort to achieve the vision of Dublin Sustainable Creative City. Toronto, Auckland and Los Angeles are all examples of bottom up approaches which have produced practical solutions.

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

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

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

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

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

The distinctive contribution of local leadership and local action planning comes in a number of specific forms. Local action is initially instrumental in building a common

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

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

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

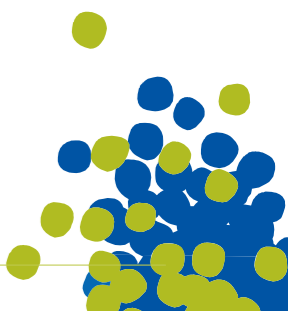
iii. What is the role of city leadership, how can it affect openness? What do city leaders need to manage and what do they need to influence to create open cities?

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

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

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

Some cities have achieved success thanks to a single charismatic figurehead who has had the power, vision and influence to institute policies openness without much immediate back-up. These cases, however, are rare and becoming rarer, usually the



result of distinctive political regimes that have enabled the crystallisation of government. More typically, becoming an open city has required a leadership team that includes an array of actors besides elected city leaders. Societies with a history of minimal government and/or inappropriate municipal boundaries given the functional economy (eg. American cities) have tended to spawn the widest range of leadership actors to fill the vacuum, while continental European countries with strong metropolitan governments have witnessed fewer alternative leadership developments.

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

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

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

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

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

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

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

Are the experiences transferable between cities?

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

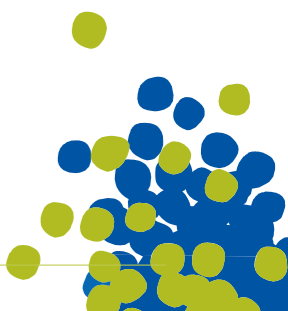
Because city leaders do not control many of the key ingredients required to become an open city the focus needs to be how we can create the right conditions in which multiple actors will take steps that are pro-openness. This means that city leaders often play the role of advocates and brokers, addressing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

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

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

Conclusion

This paper does not answer all of the questions that might exist about the leadership and governance of open cities. However, it does demonstrate, through four real case



studies, that leadership and governance are a key aspect of what enables a city to develop and deliver a positive and practical agenda about how to be more open to international population flows.

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

Appendix: Unvalidated cases; Rotterdam and Los Angeles

Los Angeles

As one of the world's ten largest cities, Los Angeles enjoys many critical advantages: a large, expanding, and diverse population, infrastructural links with both Mexico and the Pacific Rim, and numerous world-class cultural assets.

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

Los Angeles and its surrounding territories were built by immigrants, who have contributed to the City's cultural, economic and social dynamism. Business leaders recognise (and data supports the fact) that immigrants come to Los Angeles County to find employment. A large proportion of the working age population is foreign-born. In fact, between the ages of 30 and 44 across all categories, more than half of the population of Los Angeles County is foreign-born; between 45 and 54, it is exactly half. In the younger working age categories (between the ages of 20 and 29), natives dominate but this is also where we find the highest concentration of the most recent migrants. In any case, immigrants are a significant segment of the general population of Los Angeles that is working, living, and spending throughout the region. Their contribution to the local economy is vital, especially in terms of their labour.

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

Rotterdam

The City of Rotterdam has a population of 600,000 but lies within a city-region of about 1.4 million residents. Some 50% of the City population is foreign born. The percentage of Muslims is about 13% of the total population, of which the majority have a Turkish, Moroccan and Surinamese background.

An historical port city, Rotterdam has suffered from the decline of industrial activities related to the port and has gone through a long-term decline due to technological change. This shift has led to a loss of local population and the continuing multiculturalisation of Rotterdam itself with "young, single, poor, immigrants settling [in Rotterdam] and old(er), rich, native-born couples leaving the city" (COS Rotterdam, 2004). Between 2002 and 2006 the local leadership agenda brought the ethnic-racial dimension to the fore: safety and "livability" of the neighbourhood took

precedence over more progressive notions of social inclusion. This has led to a polarisation in the city with the result of a safer climate but weak social cohesion.

The new Municipality government, elected in 2006, has subsequently focused on the city's diversity as an asset for the cultural city base aimed at increasing the urban quality of life. The point is not on attracting new population but how to manage the existing diversity to get benefits from it.

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

What is distinctive about the city's approach is that the Municipality no longer pursues a specific policy on migrants. The new City government introduced a single integrated policy of Urban Citizenship for all its citizens, regardless of their migration background. The Urban Citizenship policy document (January 2007) explains: "*Citizens of Rotterdam are world citizens. But citizens of Rotterdam are also urban citizens. No matter how different they are, they are united by one thing: The fact that they are all citizens of Rotterdam.*"

The City manages several projects and activities to support the language, job coaching and diversity policy in Council departments. Rotterdam has recently elected its first immigrant Mayor.

¹ Immigration and Ethnicity in the Auckland region. 2006 Census series. <http://www.arc.govt.nz/albany/fms/main/Documents/Auckland/Population%20and%20stats/Immigration%20and%20Ethnicity%20in%20the%20Auckland%20region%202006.pdf>

² Manukau City Council New Settlers' Policy (2003), Wellington Region Settlement Strategy (2003), National Immigration Settlement Strategy (2003), Auckland Regional Settlement Strategy

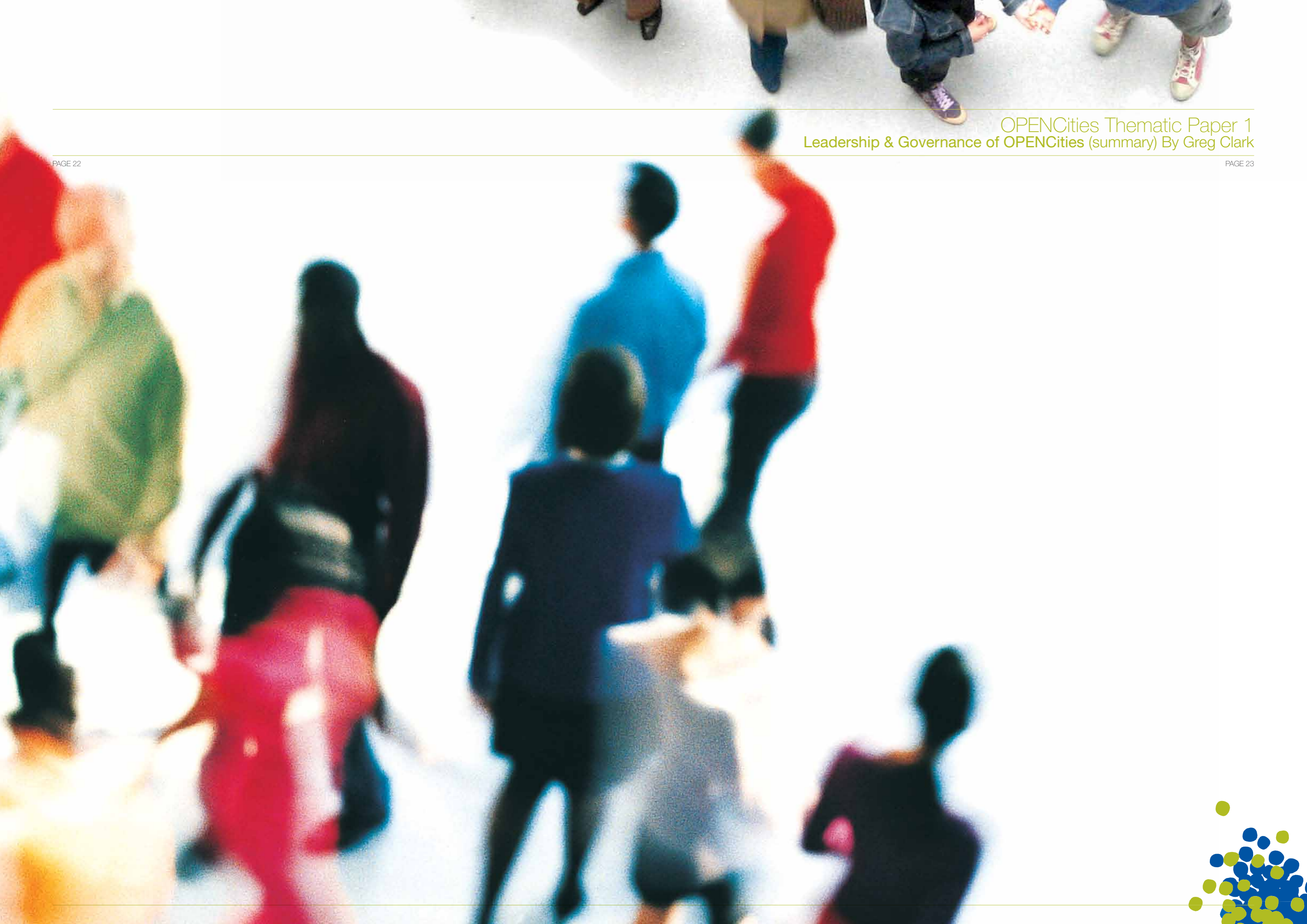
³ Facilitators' report of the Open Cities inaugural stakeholder meeting September 29th, Clarence Hotel.

⁴ Immigrant population by place of birth, by census metropolitan area (2006 Census). <http://www40.statcan.gc.ca/01/cst01/demo35c-eng.htm>

⁵ Agenda for Prosperity, 2008.

⁶ http://www.toronto.ca/mayor_miller/vision/vision.htm







URBACT II

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

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

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