

Diversity Policy in the City

Background Paper

for the 2nd Meeting of the CLIP Network in Brussels

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Bamberg, December 2007

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1 Purpose of the Background Paper

This paper shall introduce the CLIP project's approach for the second module's studies on diversity and shall provide background information for its implementation.

It begins with a brief description of current European initiatives which form the context for this second CLIP module. It then analyses the conceptual background and context of "diversity policy". This chapter gives a brief overview on the historical background of diversity policy, discusses its relation to multiculturalism and the concept of diversity management in the private sector. Chapter 4 gives a definition of diversity policy at the local level while the following chapter is about personnel policy, quality of service provision, cultural attractiveness and image of the city and the organisational implementation of diversity policy.

2 Diversity Policy: Current European Initiatives

The second module of the CLIP project will be implemented in the context of relevant policy initiatives at the European level.

2.1 Anti-Discrimination Directives

For many years the focus of EU action in the field of non-discrimination was on preventing discrimination on the grounds of nationality and gender. In 1997, however, the Member states approved unanimously the Treaty of Amsterdam. Article 13 of this Treaty granted the Community new powers to combat discrimination on the grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. Since the Treaty of Amsterdam came into force in 1999, new directives enacted in the area of anti-discrimination are the Racial Equality Directive, 2000/43/EC that implements the principle of equal treatment between persons irrespective of racial or ethnic origin, and the Employment Equality Directive, 2000/78/EC that establishes a general framework for equal treatment in employment and occupation. The directives require member states to establish a legal framework to prohibit discrimination and thereby put into effect the principle of equal treatment. The two directives were adopted in 2000 in order to ensure a minimum standard of protection in these areas for all member states. They do not prevent member states from providing greater protection against discrimination than that required by the Directives.

In transposing the directives, however, member states were not entitled to reduce the level of protection which previously existed. The Directives protect everyone in the European Union, including persons who are not EU citizens.



Both Directives prohibit discrimination in the field of employment, occupation and vocational training. In addition to this, the Racial Equality Directive prohibits discrimination on the grounds of racial or ethnic origin in the fields of social protection, including social security and healthcare; social advantages; education; and access to and supply of goods and services which are available to the public, including housing. Within their remits, both Directives protect everyone against direct and indirect discrimination, harassment, instructions to discriminate and victimisation. They both contain the same provisions on positive action, defence of rights, a shift in the burden of proof and sanctions.

The implementation of anti-discrimination provisions by national legislation and on the practical level will be of considerable relevance for local diversity policies. Anti-discrimination policies, however, are not the same as diversity policies. Both policies want to improve the opportunities for disadvantaged groups. The particular feature of diversity policies is that it regards cultural difference as a resource.

2.2 2007 – European Year of Equal Opportunities for all

Five years after the European Union adopted these two very wide-ranging directives to prohibit discrimination, the European Commission has proposed designating 2007 as the European Year of Equal Opportunities for All. This initiative will provide additional momentum for the anti-discrimination campaign and promote equal opportunities for all, while conveying a positive message about diversity.

The Year is an initiative leading the way to a bolder strategy seeking to give momentum to the fight against discrimination in the EU, as the Commission explained in a document, published in June 2005, called "Framework strategy for non-discrimination and equal opportunities for all". The European Year of Equal Opportunities for All in 2007 has three key aims, namely making European Union citizens aware of their right to non-discrimination and equal treatment, promoting equal opportunities concerning access to employment, education, in the workplace or in the healthcare sector and promoting the benefits of diversity for the European Union. The activities during the Year will be based on four key themes: Rights (raising awareness on the right to equality and non-discrimination and on the problem of multiple discrimination), representation (stimulating debate on ways to increase the participation of groups in society which are victims of discrimination and a balanced participation of men and women), recognition (facilitating and celebrating diversity and equality) and respect (promoting a more cohesive society) (see European Commission 2005, European Commission 2006).

Within the European year of equal opportunities, the topic of this CLIP module on Diversity Policies will well meet ongoing discussions and may contribute to new initiatives.



2.3 Council of Europe and the Diversity Approach

Diversity Policy is not only a topic at the European Union level. It has also a high priority on the agenda of the Council of Europe. In 2004, the Congress of Local and Regional Authorities adopted the Resolution 181 on “A pact for the integration and participation of people of immigrant origin in Europe’s towns, cities and regions”. In this declaration, the Congress notes the growing diversity of the nationalities of the residents of European cities following migratory movements and mentions that these flows into Europe are set to increase. According to the resolution, these migratory flows constitute major challenges in terms of the integration of the individuals concerned and harmonious co-existence in European societies. They are also said to foster the diversity and vitality of European cities and bring numerous advantages in the demographic, economic and cultural spheres.

According to the Congress of Local and Regional Authorities, the three priority objectives to be attained by the various political levels should be, first, integration and participation, which will make possible equality of opportunity and the same rights and obligations for all; second, peaceful coexistence, ensuring respect for the rights and freedoms of the individual; and third, use of cultural diversity as a resource by opening up urban life and public services in an intercultural manner. Hence, the integration and participation of people of immigrant origin should be fostered for instance by meetings, dialogue and exchanges between all residents, building on cultural diversity and encouraging active participation by all individuals in the various aspects of local life as well as by ensuring an intercultural approach in all municipal departments and services through proper staff training and the recruitment of intercultural teams.

In its “Declaration of the Founding Congress of the New Unified World Organisation of Local Authorities ‘United Cities and Local Governments’” (2004), it is mentioned that the cities of the 21st century are multicultural spaces and that different languages, religions and cultures amalgamate, creating innovative cultures, which constitute a major asset of cities. Since in most countries, local government is the only sphere of government where new citizens are allowed to vote, and are able to influence the shape of their new home, the protection of cultural diversity, within the framework of democratic co-existence, should be one of the pillars for local action of local governments.

3 Background of Diversity Policy Discourse

The discourse on diversity and on related policies itself shows a substantially “diverse” background and history. Only a part of this broad discourse, reaching from the global scale to the level of a private corporation, is likely to be relevant for the situation at the local and municipal level.



One stream of the discourse on diversity policy emerged in opposition to the assimilative paradigm of traditional nation states. Another stream of discourse relates to the Civil Rights Movement in the US during the seventies, aimed at gaining support within the society for anti-discrimination activities by promoting an explicit recognition of differences. The discussion reflected not only on the position of suppressed minorities, but also upon the complex composition of one's own identities and the individual affiliation to various groups ("Diversity is not about others, it is about you"). This point of view framed diversity as something positive which offers opportunities for the development of society and economy in general.

In Europe diversity has become a topic of discussion in the nineties not only in the context of traditional national differences within the EU, but also in relation to the changing demographic and ethnic composition of populations due to migration. In addition, it is linked to the general discourse on equal opportunities and anti-discrimination for specific groups defined by gender, age, handicaps or other common characteristics. With regard to cultural diversity, holders of "illegitimate identities" (Martiniello 2005, 5) tend to be more easily excluded by direct or indirect discrimination.

3.1 The Discourse on Multiculturalism and Multicultural Society

The emergence of the concept of diversity policies cannot be understood without referring to the somewhat related concept of multiculturalism. The controversial discussion on multiculturalism which is often quite confusing as well cannot be traced here. We shall only mention aspects of this discourse which seem to have influenced the diversity debate. Multiculturalism and multicultural society, among others, could have the following meanings:

- ▶ Personal attitude and collective norm: Multiculturalism is understood as an attitude and public norm of tolerance toward others, as friendly and supportive behaviour towards migrants and as a liberal and democratic attitude which is based – among other – on learning from the errors and fatal consequences of nationalism, chauvinism, forced assimilation and ethnic persecution.
- ▶ Multicultural society as model for immigration countries: This concept of multiculturalism and multicultural society relates to a model of integration of immigrants "not as a flattening process of uniformity, but of cultural diversity, coupled with equal opportunity in an atmosphere of mutual tolerance." (British Home Secretary Roy Jenkins in 1967). It includes a positive attitude towards minority rights, the freedom to congregate, worship and to speak one's own language. This concept is also connected to a broad discourse on identifying structural factors



underlying discrimination and formulating and implementing policies and measures which facilitate equality of opportunity and outcome.

- ▶ **Municipal multicultural policies:** On the municipal level, many cities claim to follow and allot funds and positions to multicultural policies. Examples are support for cultural activities of migrant groups, organising films, theatre, music, dance or exhibitions and lectures from the country of origin or from the context of the migration experience. The philosophies and objectives of such “multicultural” policies and measures are not ethnic minority formation and reproduction, but intercultural understanding and exchange and message to the migrants that the culture of their country of origin is respected and that they should feel at home in the new country.

3.2 Diversity Management

Another background of the diversity policy discourse emerged from the context of the sociology of organizations which analyzed the conditions for and possible strategies of private enterprises, particularly transnational organizations, responding to increased internal as well as external diversity.

For some time, transnational corporations have to deal with four factors becoming increasingly relevant for their strategies and practices: (1) Globalization in production, trade and markets, (2) increasing diversity of regional markets and consumers, (3) increasing diversity of staff and human resources, and (4) diversity in cooperation and mergers (Sepheri 2001). In this context, the concept of diversity management evolved from the mid-nineties onwards as a management strategy which aims at increasing the success of the corporation by considering internal and external diversity. It intentionally supports diversity and exploits its benefits. Diversity as a principle for managing an enterprise indicates an orientation of the corporation on heterogeneity and considers the individuality of all stakeholders as a most relevant factor (Schwarz-Wolzl/Maad 2003, 5).

In practice, diversity management relates to the management of international cooperation (transcultural communication across spatially dispersed corporation units), internally to acquisition of new markets (i.e. “ethnomarketing”) and related hiring of staff members from targeted minority groups: Productive diversity seeks to capitalise on the linguistic and cultural skills, knowledge of particular markets and experience in business practices often available in people born or educated abroad. Productive diversity also seeks to achieve an effective management of a culturally diverse workforce. Productive diversity can be defined as a system of production that uses diversity as a resource. Organisational cohesion is created through managing diversity.



Managing diversity means the development of social and intercultural competences for managing increasingly heterogeneous teams, opening of traditional hiring patterns and gender related unequal practices. In contrast to the normative and assimilation-orientated paradigm of traditional bureaucracies, the diversity management paradigm in private enterprises focuses on heterogeneity and diversity as a resource (staff, international cooperation) and opportunity (markets). Coherent with increased individualism and globalization in employment on the one hand, and innovation and creativity for the placement of new products and expansion of markets, diversity has been embraced in this paradigm as a positive notion.

4 Definition of Diversity Policy at the Local Level

In many instances of social life the overcoming of cultural and ethnic difference is an advantage for the integration and efficiency of social systems. Different ethnicity, for instance, can be a disruptive force when conflicts are framed as ethnic conflicts. The diversity approach is different from this perspective. As is perhaps most evident in the diversity management strategy, cultural difference is treated as a resource. The CLIP project team works with this understanding of diversity. It must be added that this understanding does not imply the notion that necessities and pressure for common norms and behaviour have ceased to exist.

Thus, diversity policy for our case studies at the municipal level may be defined as a public policy at the local level which aims at generating an added value out of cultural difference.

When identifying added value of cultural diversity we suggest differentiating between added value for private goods and added value for public goods.

Added value for private goods could consist of:

- ▶ Improved career opportunities
- ▶ Improved health services
- ▶ Improved service by city administration in general
- ▶ Increased respect from fellow citizens.

Added value for public goods could consist of:

- ▶ Improved functioning of municipal organizations and administrative units
- ▶ Improved social cohesion and reduction of conflict
- ▶ Increased cultural and economic attractiveness of the city.



It has to be emphasized that the added value in terms of private and public goods is an opportunity of diversity policies, but not something that will happen almost automatically when applying certain of its measures. The conditions of success and failure have to be carefully studied.

In chapter 4 we will try to identify specific areas and measures of diversity policies at the local level. But before that we could make an attempt of understanding and defining the topic by saying what it is not, or from what it is different.

Diversity policy is different from general policies aiming at the city as a whole or specific integration policies for migrants and minorities in a city. An example of such general policies would be efforts to improve the city school system as a whole. An example of specific policies is a targeted measure for children with a migration background. Cooperation with migrant organisations or other NGOs and efforts to improve the political participation of migrants are sometimes understood as diversity policies. In our CLIP approach, however, we look upon these as part of integration policies. Furthermore, diversity policy is also different from the local implementation of a national minority or multiethnic policy in a traditionally multiethnic state. It is further different from policies such as affirmative action, quota regulations or group rights' approaches. It finally has to be distinguished from anti-discrimination policies.

Since the goal of the present project is to reach beyond political and theoretical discourses, and to analyse concrete practices of policy implementation at the local level, these more general definitions and description have to be linked to the relevant areas in which concrete measures applying diversity policies may be implemented. The following chapter provides a brief overview.

5 Diversity Policy in the City

"Diversity" is not just a theoretical approach, but a manner of policy-making. In municipal daily life, diversity policy can be implemented and operationalised in various areas. The following chapter presents several areas in which the diversity approach has the potential to deliver an added value. The areas that will mainly be covered in the CLIP project are municipal personnel policy, quality of service provision, cultural attractiveness and image of the city as well as organisational implementation of diversity policy.



5.1 Personnel Policy

Cities are large local employers. One method of implementing diversity policies is the increased **employment of people with migratory background** in the city administration and in companies owned by the local authority. A very ambitious aim can even be the development of a workforce that reflects the diversity of the local population they serve. To ensure equal access for migrants to cities' jobs, the city can develop special ways for attracting more minority ethnic people into their services. Promising examples for such measures are:

- ▶ specific recruitment as information campaigns in schools
- ▶ the use of specific migrant channels to promote cities' jobs
- ▶ scholarships for migrant youth
- ▶ internships for migrants
- ▶ training in interview techniques.

Quotas are another, more controversial, method to achieve more diversity.

Due to invisible barriers and institutional discrimination ("glass ceiling"), migrants are often underrepresented in leading administrative positions as well as in leadership positions in works councils or trade unions. Hence, good practice in managing diversity includes **support for career development**. Possible initiatives are:

- ▶ mentoring as support structures for migrant staff
- ▶ training and competency development, i.e. equal access to continuous training as part of lifelong learning
- ▶ staff development, e.g. appraisal interviews
- ▶ information on the relevance of networks
- ▶ practices to deal with harassment and bullying
- ▶ leadership training.

Another aspect of diversity policies in the area of personnel policy concerns **intercultural competence building of municipal personnel** in general: The competences of cities' staff are crucial to operate diversity policies in practice. Consequently, all employees with and without migration background could be sensitised to cultural difference. Therefore the city can organise initiatives to enhance staff competences by providing training for the workforce in managing diversity in a culturally competent way. This has implications for curriculum building in all professions, may it be health care or administrative jobs.



This personnel policy cannot only be followed within the municipal agencies, but also be promoted to the private sector: Since the city is also a public contractor and economic actor, the city has the possibility to **transfer the ideas and aims of diversity into the private economy**. One method is encouraging migrant's business to apply for municipal proposals or tenders. Through the chamber of commerce, the city administration could promote the business advantages of diversity management and ethno-marketing.

This diversity management of personnel in city administration and companies owned by the city permits the effective use of 'social capital' and talent of all employees and facilitates the contribution of employees with a migrant background to a better service provision for all citizens, including migrants and citizens without migratory background (see Antalovsky/Wolffhardt 2002a: 52-53, Pillinger 2003: 25-26). This is the topic of the following section.

5.2 Quality of Service Provision

Service provision is one of a city's most important activities. Public services have to be provided in an efficient and non discriminatory way for all residents, including people with a migratory background. In this area, diversity policy can be one possible method of quality assurance: The employment of personnel with migration background and intercultural competence can be used for reaching a higher quality of service provision for all citizens. Crucial is both specific services for migrants and integrated mainstream services for everyone.

It can be necessary to provide **specific services** for groups that face discrimination or disadvantages in respect of access to services. Examples for such specific services can be health care projects, language provision by brochures or by staff, or offices in which migrants can access information about all services available (so-called 'one-stop-shops'). These targeted special activities often have a high intercultural relevance and are very helpful for the groups in need.

Nevertheless, in order to promote integration whilst respecting diversity, **all services could be delivered in ways that are culturally appropriate for all citizens**. For implementing such an integrative approach, every municipal organisation has to be culturally sensitive and opened-up: The structures, processes and activities of all employees can be changed in a way that barriers of access for migrants are broken down and that all services respond to the autochthonous population as well as to specific needs of migrants (Pillinger 2003: 8, Handschuck/Schröer 2002: 50, Arn 2004: 15). By doing so all residents are being served in an equal and equitable manner and that they are being given acceptable choices. Such a strategy has the potential to enrich services for all users of whatever ethnicity or culture.



5.3 Cultural Attractiveness and Image of the City

Cities have been and still are agents and places of cultural change. The livelihood of a city's cultural life is a major aspect of its attractiveness. Decisions of business to invest in a city partly depend on this. In an increasingly global world, the cultural activities in a city are representative of its overall position in a national and international context.

Immigration has brought elements of many cultures into European cities. The political and financial support of this cultural diversity is an opportunity to enhance the image of a modern, attractive city. Support can, for instance, be given for international film festivals, theatre productions, invitation of authors, or music festivals.

5.4 Organisational Implementation

As mentioned before, the diversity approach can be integrated in a **city's image and general self-perception**: The municipality can present itself as a pluricultural city that benefits of its cultural diversity. Therefore, the people at the top (e.g. mayor, executive directors, chief officers, senior politicians) can demonstrate sustained **political commitment** and lead by example. In addition, the city can adopt a **diversity policy concept** or a comparable approach within the overall integration policy. Some kind of document could be legitimised and ratified.

For implementing diversity concepts in practice, the city can **create organisational structures** that work as a motor for implementation, coordination, monitoring, expertise and evaluation. These organisational structures can be organised in very different ways: the city can for instance create an own department, a panel, or install a staff position of the mayor responsible for diversity policy. Furthermore, there are various methods of operation as cross-cutting competences and obligatory involvement, varying budget solutions as well as diverse activities.

For a better quality assurance, diversity policy measures and their effects can be **monitored** and evaluated in a coordinated way. Different levels can be included in the evaluation system, e.g. cultural mainstreaming of municipal services (including staff's understanding and implementation of management of diversity, resisting cultural barriers of access to services etc.) or diversity management of personnel (including for instance composition of workforce, job application rates, resignation rates and reasons for them). Monitoring instruments to evaluate extent and effect of diversity policy can include action plans to promote integration containing special directions for follow up and reporting procedures, regularly revisions, an account of progress and effectiveness of actions; systems for user and staff complaints and feedback is seen as a key performance management, achieved through regular case reviews (Pillinger 2003: 23-24).



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