

Internationale Konferenz  
„Migration Neu denken: ‚Diversity‘ in der Einwanderungsgesellschaft. Ein Leitbild auf dem Prüfstand“, 8./9. Dezember 2011

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### International Panel: Diversity and Urban Policies in International Perspective

**Marisol Garcia**, *University of Barcelona, Department of Sociological Theory*

Diversity in the Barcelona and Catalan context is based on non-discrimination and mutual respect. In the Immigration Plan (approved by the City Council of Barcelona, 2002) includes promotion and respect of culture, language and symbols of the city (Barcelona) and the Catalan nation. When speaking on cultural diversity it is understood to include not only the local culture but also de cultures of the new immigrants.

The main factors are:

- a large wave of immigration since the late 1990s in Barcelona (as in Madrid and other cities of Spain)
- to design policies aiming at preserving the Catalan culture in face of large numbers of immigrants, especially from Castilian speaking countries (Latin America)
- to devise mechanisms of integration of immigrants other than assimilation. In between this approach and that of multi-culturalism, the City Council opts for an approach of inter-culturality.
- A political context of a left-wing coalition governing the city and also the Catalan government in the period (2003-2010).
- Barcelona has been pioneer in the model of integration based on diversity. The Catalan government called the Third Plan of Immigration, Plan of Citizenship and Immigration (2005-2008) linking both concepts and therefore promoting the rights of immigrants (especially civic and social, but also political)
- In Spain with the Zapatero government in 2005 was created the Fund to Support and Welcome Integration and Education and the Strategic Plan of Citizenship and Integration of Immigrants (2007-2010) which emphasises civic citizenship and inter-culturality, that is mutual adaptation among the newcomers and the nationals.

The action fields and implementation strategies are based on achieving social cohesion by providing comprehensive services available to all citizens and migrants without distinction. However, the city of Barcelona acknowledges the need to adapt the functioning of services to the needs and demands of the new immigration environment.

Other fields related to diversity and social cohesion are: equality (in relation to the law); normalisation (access to social resources); “transversality” (implication of different public agents from different institutions and sectors); participation (institutions and social agents). The antidiscrimination culture is, therefore, based on the universal character of social programmes, while creating a series of programmes to help immigrants to integrate.

The limits are basic political. That is, political citizenship is based on bilateral agreements between Spain and other countries. Only immigrants that are citizens of some countries have the right to participate in local elections.

The application of diversity in policies is very wide and varies according to cities and policy fields. In Barcelona education, cultural and accessibility of immigrants to the functioning of the city have been the major fields of intervention. Among the several methodologies one is networking of associations and institutions operating in the field of managing diversity.

The challenges to a successful incorporation of diversity have appeared in relation to the policy field of education. A major challenge is the language and educational disadvantages of young and second generation migrants.

Another challenge has been the managing of diversity in public spaces (social tensions linked to diverse ways of using the public space). This last factor has led to discussions which relate immigration to security issues.

More recent challenges are related to the economic crisis, which has affected immigrants dramatically. Thus incorporation in the labour market of immigrants (first and second generation) is increasingly problematic, especially for men.

**Erik Snel**, *Erasmus University Rotterdam, Department of Sociology*

#### **Diversity policies in the city of Rotterdam (The Netherlands)?**

With approximately 160 different nationalities, the city of Rotterdam is an ethnically highly divers city.

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Almost 40 percent of the Rotterdam residents had an ethnic minority background (= first- or second generation immigrants from non-Western countries). In 17 districts (of 72) ethnic minorities actually are the majority of the population. Nevertheless, Rotterdam has no explicit local integration or diversity policies. This may partly be the result of the landslide change in the public and political climate in the Netherlands since the Millennium Change. The Netherlands used to be the country par excellence of multicultural tolerance. Nowadays, there are strong anti-immigrant and anti-multiculturalism sentiments in Dutch politics, not only with rightist populist parties such as the followers of the late Pim Fortuyn and currently the Freedom Party of Geert Wilders but, more moderately, also in centrist political parties. Since 2002, Rotterdam is a stronghold of Pim Fortuyn's party ("Liveable Rotterdam"). However, since 2007, the city is governed by a coalition of social democrats and the Green Party ('GroenLinks'), alternately supported by liberals (VVD) and Christian democrats (CDA). In 2007, the alderman responsible for 'integration policies' published a policy paper on what he called 'city citizenship'. The basic aim of the paper was to stimulate "participation of all Rotterdam residents" (irrespective of their ethnic background). Rotterdam residents should be tolerant for the different identities in the city. And Rotterdam residents should live up to certain common standards like not discriminating, use Dutch as common language, avoid radicalism and extremism, resist honour killings and female circumcision, equality between men and women, and respect for homosexuals. In part, these 'common standards' are typical Dutch or western standards. In 2011, the Rotterdam city government published a new policy paper related to 'citizenship policies' titled "Participation: choose for talent". The paper chooses four policy objectives: emancipation: stimulating gender equality, gay emancipation, stimulating self-reliance and social mobility; resist discrimination and social exclusion; use diversity as an asset: optimal use of the diversity of ideas and talents that are present in the city; stimulate non-formal education to enhance talents and professional skills of the population (particularly those that have limited changes in the formal school system). All in all, selective immigrant integration policies or diversity policies directed towards specific target categories (immigrants, ethnic minorities) made room for general measures to stimulate both economic and civic participation, encourage talents and capacities of residents, to secure women's emancipation and respect for homosexuals, to resist discrimination and exclusion, etc. These measures are not directed towards specific ("ethnic") population categories but towards all Rotterdam residents in a deprived social position. On the other hand, current policies are sometimes quite assimilationist in a sense that they incite to protect what is seen as "basic Dutch values" (women's emancipation, respect for homosexuals, resist (Islamic) radicalism and extremism, etc.).

**Triadafilos Triadafilopoulos**, *University of Toronto, Department of Political Science*

Toronto is Canada's most culturally diverse city, with immigrants comprising half of its total population of 5.1 million. Immigrants in Toronto originate from 206 different countries, and bring with them an astonishing array of languages, religious beliefs, and cultural practices. Toronto has embraced its diversity, as it is evident in its official slogan ("Diversity is Our Strength") and policies aimed at facilitating immigrant incorporation, including a "Vision Statement on Access, Equity, and Diversity," an "Action Plan for the Elimination of Racism and Discrimination," and an "Immigrant Settlement Policy Framework" (among others). My presentation will (1) present further information on the scope, scale and texture of diversity in Toronto; (2) elaborate on the various programs developed and implemented by the City of Toronto to better recognize and manage the city's diversity; and (3) offer a preliminary evaluation of Toronto's progress in managing the challenges of diversity, noting successes and failures. I will conclude by highlighting important challenges moving forward. Of particular importance is the question of political incorporation. Despite Toronto's diverse population and impressive range of policies and programs, recent immigrants have not been well represented by Toronto's principal political institutions. This is especially clear when one considers the profile of Toronto's elected City Council. I will consider some of the reasons put forth to explain this puzzling state of affairs and weigh the merits of proposals aimed at addressing it.

**Bettina Schmidt**, *International Society for Diversity Management, Berlin*  
**Diversity Strategies and Policies of Innovative Cities in South Africa**

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- 1) South Africa can be described as "the world in one country", "the rainbow-nation" or as "many cultures - one nation". The demographics of South Africa encompass about 50 million people of diverse origins, cultures, languages, and religions. The 2010 midyear estimated figures for the other categories were Black African at 79.4%, White at 9.2%, Coloured at 8.8%, and Indian at 2.6%.
- 2) South Africa's transformation from apartheid to democracy meant that the Government legislated measures with the aim to correct the inequalities of the past. South Africa's Constitution passed in 1997 is strongly pro-diversity. It reflects the transformation to a pluralistic democratic society.
- 3) One of the main drivers in promoting and changing the diversity profile of the staff of municipalities, was and still is, the Employment Equity Act, No 55 of 1998. The Act implemented affirmative action in the public and private sector.
- 4) Based on the recommendations of the Broad-Based Black Economic Empowerment Commission founded in 1999, strategies and policies were enacted to increase black ownership of business and accelerate black representation in management. The Black Economic Empowerment act was implemented in 2003. Also policies are in place to empower women and disabled at the workplace.
- 5) Although the necessary policies and procedures for diversity and inclusion, fairness and nondiscrimination are in place, these policies have not yet been internalised and if so, are limited to legislative compliance and not necessarily because of internal organisation drivers.
- 6) South Africa is culturally very diverse but also a deeply divided society. Cultural differences are far more complex than simplistic 'racial' categories suggest, but they still largely coincide with the contours of poverty and wealth. The vision of establishing an open, opportunity society, ensuring access to opportunities for all, is slowly being undermined by South Africa's political leaders.
- 7) Whereas legislation on Black Economic Empowerment was meant to redress the legacy of inequality, only a privileged urban black minority benefited so far. But, it required the re-introduction of covert racial classification. Today Black Economic Empowerment is more and more becoming a figleaf for political cronyism and has nothing to do with empowering the dispossessed majority.
- 8) Cape Town is South Africa's most innovative city: It is geographically, politically, culturally, creatively and economically unique. It is often referred to as the second San Francisco. Cape Town has the function of a "city-state" for the Western, Northern and Eastern Cape. Cape Town is the only city in South Africa that is not under an ANC government, but ruled by a fragile six-party coalition under the leadership of Helen Zille, also leader of the liberal party, the Democratic Alliance. All other cities are ruled by an ANC majority. In order to avoid dominance of one group over the others, the municipal government of Cape Town succeeded in building a broad-based and viable alternative to the increasing racial nationalism favoured by the ANC government.