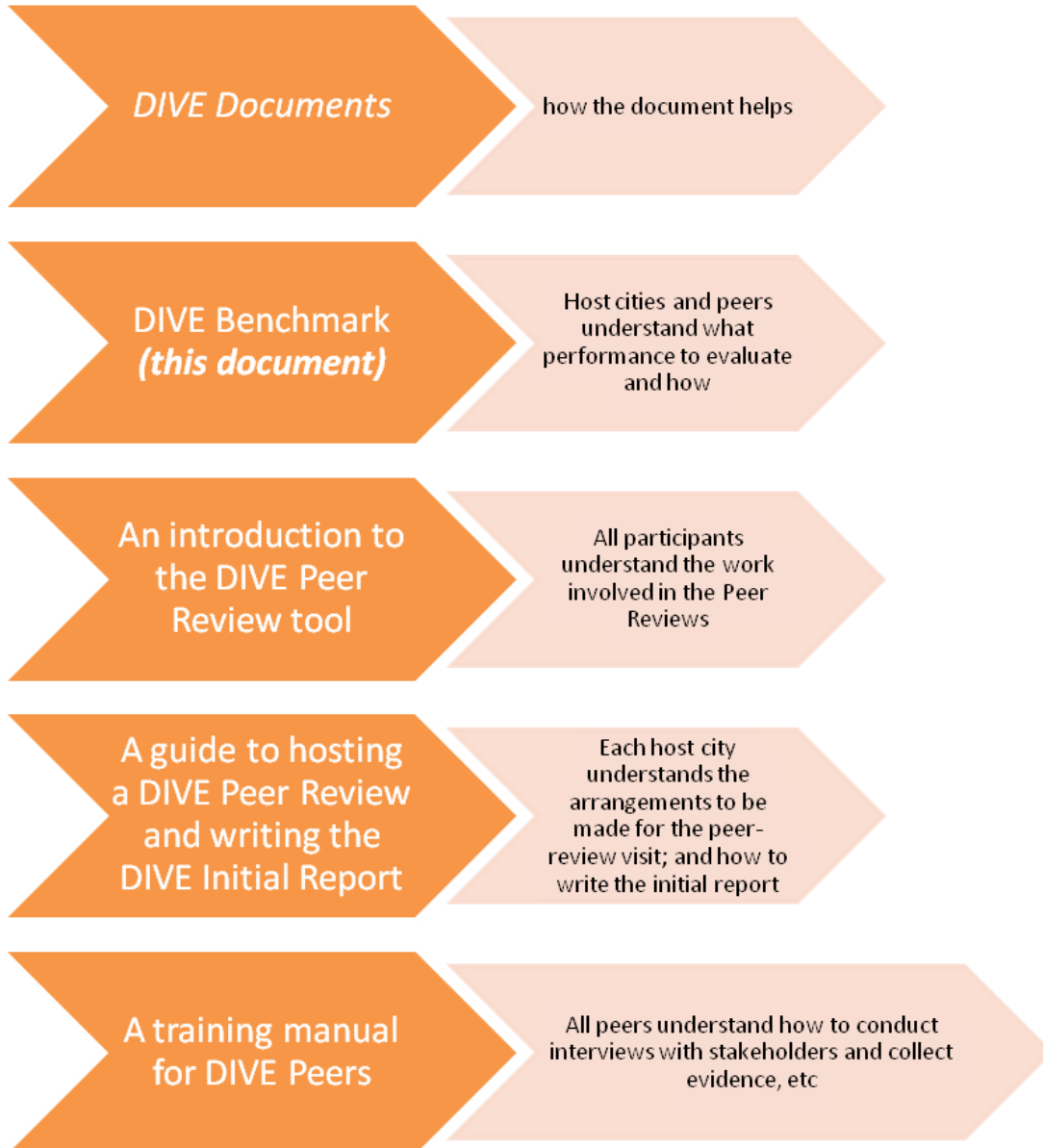


DIVE - DIVERSITY AND EQUALITY IN EUROPEAN CITIES

Final Draft Benchmarks

1. Introduction

This paper presents the final draft of the benchmarks to be used during the peer review process in the DIVE project.



DIVE documents



The three benchmarks address **four roles of cities relevant for integration governance**:

- Cities as buyers of goods and services
- Cities as employers
- Cities as service providers
- Cities as policy-makers

The two latter roles have been combined into a single benchmark so as to reach the appropriate number of indicators for the 2 full days of interviews of the peer review visits.

For each benchmark, a series of indicators are proposed that address **policies relevant for integration** – both in terms of policy **outcomes** and of the **process** of implementing/developing such policies.

This final draft benchmark document is ‘tailored’ to the four specific policy areas chosen in agreement with partner cities i.e. **housing, education, access to the labour market and entrepreneurship**. These tailored benchmarks will help to clearly delimit the scope of the peer reviews and be able to generate meaningful in-depth findings.

The peer review process is a testing ground for the benchmarks. Indicators will be revised following comments fed back by peers after the process, similar to the INTI-Cities benchmark.

2. Definitions

The table below contains definitions which are applicable throughout the three benchmarks. These definitions have been developed specifically to provide background information for the DIVE project and a common basis for the DIVE comparative analysis – they do not pretend to be exhaustive, or to be fully in line with national/local definitions used in daily municipal work.

TERM	DEFINITION	SOURCES
Diversity and equality	Diversity and equality are understood here on the basis of (1) nationality; and/or (2) ethnic origin	EC DG JLS (regulations concerning the European Fund for the Integration of Third-country Nationals)
Migrant-owned businesses	A company is considered as a ‘migrant-owned business’ when 51% or more of the stock is owned by individuals with a migrant background	Minority Supplier Development UK; Supplier Diversity Europe; London Greater Authority; Transport for London
Diverse businesses	A company is considered as a ‘diverse business’ when the composition of its workforce reflects the composition of the city’s population with a migrant background (i.e. in a city where 20% of inhabitants have a migrant background, the company’s workforce should include 20% of staff with a migrant background in order to be considered as a ‘diverse business’)	Migration Policy Group
Person with a migrant background	The following categories of individuals are considered to have a ‘migrant background’: <ul style="list-style-type: none"> • All third-country nationals residing on the territory (i.e. nationals of countries outside of the European Union) 	EC DG JLS, Statistics Netherlands, D-Statis (Statistics Germany)

	<p>and their descendents (including those who are naturalised)</p> <ul style="list-style-type: none"> • All nationals born abroad or with at least one parent born abroad • Belonging to communities which are officially considered as 'ethnic minorities' (or similar) in DIVE countries, such as 'BME citizens in the UK' 	
Supported housing	Also known as 'social rental housing' i.e. housing development partly or fully funded by the government and managed by a local authority (or a contractor), and rented to families with special needs	Guidelines on social housing from the United Nations Economic Commission for Europe; guidelines of the Observatory of the European Liaison Committee for Social Housing
Education	Applies to schools and other educational institutions and services operated by the municipality and/or its contractors	Project definition
Access to the labour market	Applies to all forms of employment and vocational training other than self-employment and employment in public service at municipal level	Project definition
Entrepreneurship	Applies to self-employment, business start-ups	Project definition

3. Comments

Similarly, the comments below are applicable throughout the three benchmarks:

- When the standards are organised in incremental levels, the most advanced levels were used to develop the benchmark.
- The function of the indicators is to evaluate (i.e. *give an indication of*) the performance of the municipality in a given area. This evaluation is through evidence, examples of which are provided in the right-hand column. This evidence will be drawn from the Initial Report, interviews with staff, workshops with stakeholders and other supporting documentation and statistics provided by the host cities.
- While the benchmark provides a standard against which the performance of municipalities can be assessed, qualitative and quantitative indicators should be interpreted by peers in a flexible and nuanced way.
- The language used to describe the indicators and the examples of evidence have been adapted to the comparative dimension of the DIVE project. While it may seem vague, it is not context-specific and can be tailored to different environments.
- Overall anti-Discrimination schemes and strategies, as well as the work of the anti-discrimination offices should be taken into account, as well as overall integration strategies.



BENCHMARK – THE MUNICIPALITY AS BUYER OF GOODS AND SERVICES

Specific comments

- Outcome indicators assess the actual situation of the municipality regarding equality of access to municipal tenders. Process indicators, on the other hand, look at the legal and promotion aspects of the procurement cycle (including down the supply chain), and how the latter is monitored in order to identify obstacles which migrant entrepreneurs may encounter. In order to try to make the link between what the municipality does in this field (policies, actions, etc.) and its actual situation, it is therefore necessary to combine outcome and process indicators.

The benchmark

The below indicators will be used to assess overall procurement policy and more specifically in the 4 policy-areas agreed with partner cities (i.e. interviewing central procurement managers and procurement managers in the relevant department/services)

TYPE OF INDICATOR	CATEGORY	INDICATOR	EXAMPLES OF EVIDENCE
OUTCOME	Equal opportunities for bidding	BUY/O/1 Migrant-owned and diverse businesses have an equal chance to bid for municipal tenders	<ul style="list-style-type: none"> • Percentage of migrant-owned and diverse businesses participating in public calls for tenders • Results from surveys and focus groups with local migrant-owned businesses • Composition of existing pool of suppliers
PROCESS	Diversity and equality principles in the implementation of procedures	BUY/P/1 Municipality provides resources to enable inclusion of diversity & equality principles in public procurement procedures	<ul style="list-style-type: none"> • Legal expertise available within the municipality on how to include diversity and equality principles in the public procurement process • Training and guidelines for procurement managers on how to include diversity and equality principles in the public procurement process
		BUY/P/2 Diversity and equality principles are integrated into public procurement procedures	<ul style="list-style-type: none"> • Diversity and equality requirements are inserted in the tender specifications • Diversity and equality requirements are used as selection or award criteria

ethics etc...



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TYPE OF INDICATOR	CATEGORY	INDICATOR	EXAMPLES OF EVIDENCE
		BUY/P/3 Promotion of diversity and equality principles with contractors	Contractors are obliged to (via performance conditions): <ul style="list-style-type: none"> ○ Train front-office staff in intercultural awareness, especially in low-threshold and culturally-sensitive services ○ Work with diverse delivery staff ○ Set up complaints procedure <ul style="list-style-type: none"> ● Conditions are applied down the supply chain in compliance with diversity and equality clauses used in public tenders
	Support services for businesses on public procurement	BUY/P/4 Targeted promotion of public contracts opportunities to migrant-owned businesses and diverse businesses	<ul style="list-style-type: none"> ● Municipality organises targeted 'meet-the-buyer' events/trainings/outreach activities via local taxation office or other appropriate partners, so as to equip migrant-owned businesses and diverse businesses with the skills to bid for public tenders ● Dissemination of calls for tenders to migrant organisations and community media and networks; calls are available in various languages
	Monitoring of the procurement cycle	BUY/P/5 Diversity and equality data of successful tenders and bidders are monitored and inform policy improvements	<ul style="list-style-type: none"> ● Data monitoring system in place that enables a general diversity and equality assessment of the municipality's existing pool of suppliers and the identification of obstacles which migrant-owned and diverse businesses may encounter in the procurement cycle ● Lessons learned feed into improved processes/activities in order to address barriers (clearer requirements, help with implementing diversity and equality clauses, etc)

ethics etc...



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BENCHMARK – THE MUNICIPALITY AS EMPLOYER

Specific comments

- Outcome indicators assess the actual situation of the municipality regarding the composition of the workforce at various staffing levels, the staff’s intercultural awareness, and whether migrant staff experience fair and equal treatment. Process indicators, on the other hand, look at the various steps of the employment cycle. In order to try to make the link between what the municipality does in this field (policies, actions, etc) and its actual situation, it is therefore necessary to combine outcome and process indicators.

The benchmark

The below indicators will be used to assess overall HR policy and more specifically in the 4 policy-areas agree with partner cities (i.e. interviewing central HR managers and HR managers in the relevant departments)

TYPE OF INDICATOR	CATEGORY	INDICATOR	EXAMPLE OF EVIDENCE
OUTCOME	Composition of the workforce	EMP/O/1 The composition of the municipality’s workforce, across all staffing levels, reflects the composition of the city’s population	<ul style="list-style-type: none"> • Percentage of staff with migrant background at all staffing levels • Percentage of municipality staff with a migrant background increases over time so as to reflect the percentage of the city’s population with a migrant background
	Intercultural awareness of municipal staff	EMP/O/2 Staff in the municipality (and HR staff in particular) demonstrate intercultural awareness and understanding	<ul style="list-style-type: none"> • Consideration of religious and cultural needs in working arrangements • Specific training on intercultural communication/diversity and equality issues across all staffing levels (including number of uptakes) • Clear guidelines for HR managers on respecting diversity and equality principles in HR policy and procedures (incl. interviews/selection/promotion/appraisal systems)

ethics etc...



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TYPE OF INDICATOR	CATEGORY	INDICATOR	EXAMPLE OF EVIDENCE
	Experience of staff with a migrant background	EMP/O/3 Staff with a migrant background experience fair and equal treatment by their managers and colleagues	<ul style="list-style-type: none"> • Number of cases taken under the complaint procedure in place for protection against racial harassment and victimisation • Surveys/interviews among municipal staff with migrant background on treatment by managers and colleagues show: <ul style="list-style-type: none"> • Good relations between non-migrant municipal staff and staff with a migrant background • Staff with migrant background feel they have equal chance of job promotion
PROCESS	Anti-discrimination policies in recruitment	EMP/P/1 The municipality promotes itself as employer towards people with migrant background	<ul style="list-style-type: none"> • Incorporation of diversity and equality considerations in the job specifications (e.g. non-discriminatory language and qualification requirements) • Measures in place to pro-actively recruit staff with migrant background, municipality engages in campaigns such as targeted recruitment fairs organised in cooperation with relevant NGOs, dissemination of job ads via campaigns to targeted media/networks, public statements etc
	Anti-discrimination policies for retention	EMP/P/2 Ethnic diversity and equality principles are integrated into the promotion and appraisal system and procedure	<ul style="list-style-type: none"> • Compliance with European/national anti-discrimination legislation is monitored • Complaint procedure in place for protection against racial harassment and victimisation and/or specific institution designated to deal with such complaints

ethics etc...



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TYPE OF INDICATOR	CATEGORY	INDICATOR	EXAMPLE OF EVIDENCE
	Monitoring & target setting	EMP/P/3 Equality and diversity data are used for monitoring the municipality's workforce and employment cycle, and are used to set targets	<ul style="list-style-type: none"> • Monitoring system in place to assess diversity and equality of the workforce and of applicants • Examples of data for monitoring and target setting in place concerning: <ul style="list-style-type: none"> ○ Percentage of applicants with migrant background (at all levels) ○ Percentage of selected candidates with migrant background ○ Percentage of staff with migrant background getting promotion ○ Percentage of staff with migrant background leaving employment ○ Percentage of staff with migrant background submitting complaints related to racial harassment and victimisation

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BENCHMARK – THE MUNICIPALITY AS POLICY-MAKER AND SERVICE-PROVIDER

Specific comments

- Outcome indicators assess the actual situation of the municipality regarding the equality of access to municipal services in the fields of housing, education, access to the labour market, including vocational training and entrepreneurship, while at the same time assesses whether these services have mainstreamed non-discrimination policies. Process indicators, on the other hand, look at planning, delivery, monitoring and evaluation of these services. In order to try to make the link between what the municipality does in this field (policies, actions, etc) and its actual situation, it is therefore necessary to combine outcome and process indicators.

The benchmark

TYPE OF INDICATOR	CATEGORY	POLICY-AREA	INDICATOR	EXAMPLE OF EVIDENCE
STATISTICAL	Availability, use and trends of data	Housing	PS/S/1 The municipality has at its disposal data enabling an assessment of housing status and needs, including segregation patterns, and uses this data in policy design and to adapt services	<ul style="list-style-type: none"> • Differences between the number of nationals and persons with a migrant background living in supported accommodation • Segregation rates between nationals and persons with a migrant background • Data collected over 5-year period shows positive trend, in that, for example, differences in above rates become less and less
		Education	PS/S/2 The municipality has at its disposal data enabling an assessment of educational status and needs, and uses this data in policy design and to adapt services	<ul style="list-style-type: none"> • Differences between nationals and persons with a migrant background in: <ul style="list-style-type: none"> ○ Transition rates from primary to secondary education ○ Educational attainment rates in secondary education ○ School drop-out rates ○ Access rates to higher education
		Access to labour	PS/S/3 The municipality has at its disposal data enabling an assessment of status and needs in entering the labour market, and uses this data in policy design and to adapt services	<ul style="list-style-type: none"> • Differences between nationals and persons with a migrant background (by age groups) in: <ul style="list-style-type: none"> ○ Unemployment rates ○ Participation in labour market skills programmes etc

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TYPE OF INDICATOR	CATEGORY	POLICY-AREA	INDICATOR	EXAMPLE OF EVIDENCE
		Entrepreneurship	PS/S/4 The municipality has at its disposal data enabling an assessment of status and needs in relation to self-employment, and uses this data in policy design and to adapt services	<ul style="list-style-type: none"> Differences between nationals and persons with a migrant background in: <ul style="list-style-type: none"> Self-employment rates Number of business start-ups Success rates (e.g. number of closures after 2 years of activity)
OUTCOME	Overall policy commitment to equality and diversity	ALL	PS/O/1 Equal access and non-discrimination policy goals are mainstreamed into municipal policies and services	<ul style="list-style-type: none"> Explicit political commitment of the municipality on equal access to services for all citizens including those with a migrant background Explicit municipal anti-discrimination mission statement valid for all its activities The municipality monitors and enforces compliance with these mission statements
	Overcoming vertical fragmentation	ALL	PS/O/2 The municipality acts pro-actively on relevant EU/national policies and engages with other levels of governance	<ul style="list-style-type: none"> The municipality contributes to national developments on diversity and equality issues and learns from counterparts Municipality engages in relevant exchanges with national and European policy-makers
	Experience of users	ALL	PS/O/3 Persons with a migrant background experience fair and equal treatment in benefiting services and enjoy similar satisfaction rates than other users	<ul style="list-style-type: none"> Customer surveys, interviews, focus groups etc to assess satisfaction levels with service quality Number of complaints related to racial discrimination in service-provision is low Differences in service uptake between nationals and persons with a migrant background
PROCESS	Consultations on policy and service-design	ALL	PS/P/1 The municipality consults citizens, including those with a migrant background, in planning policies and designing services	<ul style="list-style-type: none"> Consultation tools for policy-planning and service-design in place to assess needs of people with migrant background, e.g. consultation platforms, work with 'community intermediaries', etc

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TYPE OF INDICATOR	CATEGORY	POLICY-AREA	INDICATOR	EXAMPLE OF EVIDENCE
	Meeting needs of users Meeting needs of users	Housing	PS/P/2 The municipality has adapted its housing services to meet the needs of persons with a migrant background, <i>- With particular attention on newcomers</i>	<ul style="list-style-type: none"> Housing advice and information for newcomers, available in various languages Complaint procedure in place for protection against racial discrimination and/or specific institution designated to deal with such complaints Staff operating in preferred housing managed by the municipality or its contractor receives training in intercultural awareness and understanding
		Education	PS/P/3 The municipality has adapted its educational services to meet the needs of persons with a migrant background <i>- With particular attention on young people, parents, teachers</i>	<ul style="list-style-type: none"> Pre-Schooling services available in areas where a high number of people with migrant background live Staff in schools operated by the municipality or its contractor receives training in intercultural awareness and understanding
		Access to labour	PS/P/4 The municipality has adapted its employment support services to meet the needs of persons with a migrant background <i>- With particular attention on migrant youth in transition from school to work and local businesses</i>	<ul style="list-style-type: none"> Vocational training programmes for people with migrant background Skills recognition services School-work transition- targeted programmes for youth with migrant background, including partnerships with the local business community Staff in employment support centres operated by the municipality or its contractor receives training in intercultural awareness and understanding

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TYPE OF INDICATOR	CATEGORY	POLICY-AREA	INDICATOR	EXAMPLE OF EVIDENCE
		Entrepreneurship	<p>PS/P/5 The municipality has adapted its business support services to meet the needs of persons with a migrant background <i>- With particular attention on entrepreneurs within migrant communities</i></p>	<ul style="list-style-type: none"> • Targeted micro-credit and support schemes for start-ups in areas with a high number of people with migrant background • Accessible information on start-up programmes (available in various languages, wide distribution) • Staff delivering business support services to persons with migrant background receive training in intercultural awareness and understanding

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Document history

Version FIN: March 2009 (following comments received from partner cities and Eurocities)

- Re-arrangement of the document
- Definitions and indicators modified, deleted and added in order to reconcile comments

Version 3: February 2009 (following comments received from DIVE cities and Eurocities)

Version 2: February 2009 (following discussion at Eurocities WG meeting on 26-28/01/2009 and subsequent discussion with 'ethics etc...')

Version 1: January 2009 (bullet points)

Sources

The benchmarks have been developed by the Migration Policy Group, with contributions from EURO CITIES, DIVE partner cities, and ethics etc, using the highest standards available on ethnic diversity and equality (in public administration and at local level, when possible), including:

Country	Name of the standard / code of practice / guiding principles
Australia	Department of Immigration and Multicultural Affairs in cooperation with the Australian Centre for International Business, <i>A Toolkit for Diversity Management</i> , 2001
Australia	Department of Finance and Administration, <i>Client Service Charter Principles</i> , June 2000
	Australian Local Government Association, <i>Services for All: Promoting Access and Equity in Local Government</i> , 1998
Belgium	Service Publique de Programmation de l'Intégration Sociale, http://www.socialeconomy.be , 2009
Belgium	Service Public Fédéral du Personnel et de l'Administration, <i>Charte de la Diversité de l'Administration Fédérale</i> , 2006
	Service Public Fédéral de l'Emploi, du Travail et de la Concertation Sociale, <i>Label Diversité</i> , March 2007
Belgium	Centre pour l'Egalité des Chances et la Lutte contre le Racisme, <i>Mainstreaming de l'Egalité des Chances dans la Vie Locale : le réflexe Egalité</i> , April 2008
Canada	Public Service Commission, <i>Guidance Series: Integrating Employment Equity in the Appointment Process</i> , December 2005
European-level	Migration Policy Group, <i>Supplier Diversity Europe</i> project
European-level	European Social Observatory, <i>Les Clauses Sociales dans les Marchés Publics</i> , October 2005
European-level	Diversity Management Tools for the Workplace, <i>DiManT Tool Kit</i> , 2005 (DG Education and Culture, Leonardo da Vinci project IRL/03/B/F/PP-153103)
European-level	Migration Policy Group, <i>Network of Independent Legal Experts in the Non-discrimination Field</i> project
European-level	Eurocities and Migration Policy Group, <i>Benchmarking Integration Governance in Europe's Cities: lessons from the INTI-Cities project</i> , January 2009
European-level	European Foundation for the Improvement of Living and Working Conditions, <i>Equality and Diversity in Jobs and Services: City Policies for Migrants in Europe</i> , Oct 2008
European-level	European Commission, <i>Handbook on Integration for Policy-makers and Practitioners</i> , 2 nd edition, May 2007
European-level	Eurocities, <i>Contribution to Good Governance Concerning the Integration of Immigrants and Reception of Asylum-seekers</i> , 2004
European-level	Council of Europe, <i>Access to Social Rights in Europe</i> , October 2002
European-level	<i>Indicators of Immigrant Integration in Urban Development and Housing</i> , i ³ project, 2005
France	Délégation Interministérielle à l'Innovation, à l'Expérimentation Sociale et à l'Economie Sociale, <i>Clauses Sociales et Promotion de l'Emploi dans les Marchés Publics</i> , 2006

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France	Agence Française de Normalisation (AFNOR), Label Diversité, Cahier des Charges NF X50-784 <i>Promotion de la diversité - Politique des Ressources Humaines pour la promotion de la diversité et la prévention des discriminations - Critères et engagements</i> , September 2008
France	Haute Autorité de Lutte contre les Discriminations et pour l'Égalité, <i>Que Répondent les Grandes Villes et Agglomérations à la HALDE ?</i> , 2007
Germany	Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration <i>Charta der Vielfalt der Unternehmen in Deutschland</i> , 2007
Ireland	Equality Authority, <i>Guidelines for Employment Equality Policies in Enterprises</i> , 2003
Ireland	Department of the Taoiseach & Equality Authority, <i>Equality/Diversity and Quality Customer Service</i> , December 2001
Northern Ireland	Equality Commission, <i>Code of Practice for the elimination of Racial Discrimination and the promotion of equality of opportunity in employment</i> , 2007
Spain	Ministerio de Igualdad, <i>Plan Estratégico de Igualdad Oportunidades</i> , December 2007
United Kingdom	Equality and Human Rights Commission, <i>Race Equality and Procurement in Local Government: a Guide for Authorities and Contractors</i> , July 2003 Greater London Authority, <i>The GLA Group Responsible Procurement Policy</i> , January 2008
United Kingdom	Improvement and Development Agency, <i>Equality Standard for Local Government</i> , October 2007
United Kingdom	Equality and Human Rights Commission, <i>Service Providers: how to tackle discrimination and promote equality</i> , http://www.equalityhumanrights.com , 2008 Improvement and Development Agency, <i>Equality Standard for Local Government</i> , October 2007

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