



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Prague, Czech Republic



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1 The country: Setting the city and its diversity policies in context

1.1 Brief history of migration to the country and characteristics of migrants and people with a migration background

From the mid-19th century until the Velvet Revolution of 1989, the territory of the current Czech Republic underwent a very specific migratory experience. During the communist era with an extremely restrictive migration policy emigration dominated by far over immigration. Furthermore, emigration was – according to the legislation of that time – for the most part illegal.

Between 1945 and 1947, some 2,820,000 Germans were transferred and expelled (in three organized and unorganized waves) from Czechoslovakia to Germany. At the same time, between 80,000 and 100,000 Czech and Slovak nationals came back from abroad (mainly forced laborers).

The largest waves of emigration from former Czechoslovakia followed the political events of 1948 (communist coup d'état) and 1968 (Soviet invasion). Exact data for this period are nonexistent as most migratory movements were illegal according to the legislation of that time. When distinguishing between these two periods, illegal migration for Czechoslovakia between 1948 and 1967 accounts for some 255,000 emigrants, while about 245,000 people left the country between 1968 and 1989. It is estimated that at least three quarters of these people emigrated from the part of the country which is now the Czech Republic.

A relatively large number of foreign workers from “friendly socialist countries” had been recruited during the 1970s and 1980s on the basis of intergovernmental agreements. The temporary workers came primarily from Poland and Vietnam, Hungary, Cuba, Mongolia, Angola and North-Korea. People from Poland and Vietnam made up the majority of them with tens of thousands from each country. During the 1980s, about 60,000 foreign workers resided in the country.

It should be explicitly noted that an important migratory phenomenon – the mutual movement of people between the Czech Republic and Slovakia – did not become international migration until 1993, when the two countries separated and became independent.

On 31st March 2004, 249,464 foreign nationals were officially living in the Czech Republic, of whom 82,415 were permanent residents and 167,049 held a visa for over 90 days. Permanent and long-term residents made up 2.3% of the country's total population. Most of them came from Slovakia (66,109) and the Ukraine (65,647). Big communities also were of Vietnamese (30,365), Polish (less than 17,000) and Russian (less than 13,000) origin. The number of illegal/irregular migrants can only be estimated and stood between 295,000 and 335,000 at the end of the year 2000. Of these people, 165,000 were estimated to be irregular migrants active on the Czech labor market, 30,000 their dependants and 100,000 to 140,000 transit migrants, whose their number is declining during recent years.

The Czech Republic is involved in multilateral structures dealing with migration problems, evaluation of migratory movement trends, regulations for the management of migratory flows and prevention of uncontrolled migration, such as for example with committees of the Council of Europe, or the International Organization for Migration. The Czech Republic participates in the Berlin-Budapest Group and provides information on illegal migration through the International Centre for Migration Policies Development. In order to secure the

border and to facilitate border clearance, agreements have been concluded with the neighbouring countries of Germany, Austria and the Slovak Republic. Such agreements are a basis for the exchange of information on illegal migration.

1.2 National policy context: law and policy on diversity in employment and service provision

In 1989, the Czech Republic's legal framework was not entirely ready to cope with migration that resulted from the opening of the borders. In the former Czechoslovakia, foreigners coming to the country were subjected to the provisions of the 1965 Act on Residence of Aliens, which had a total of only 9 sections covering visas and residency permits and requiring foreigners to notify the authorities of their place of residence in the country within 48 hours of their arrival. Foreigners from the undefined "socialist countries" enjoyed the benefit of a 30-day notification.

On 16 November 1990, Act on Refugees (No. 498/1990) was passed in order to transpose into the Czech legal system the provisions of the Geneva Convention which Czechoslovakia ratified only one year later.

The Act on Refugees did not count with the later increase in the number of asylum applicants, did not include provisions for the swift rejection of manifestly unfounded applications, and finally did not cover the issue of employment of asylum applicants. The Act on Residence of Aliens (No. 123/1992) introduced the now-classic typology of residency which includes short-term residency (visas for up to 6 months), long-term residency (up to 1 year) and permanent residency (no limitation, but ID cards issued for 5 years) but effectively left key decisions falling under the responsibility of the Ministry of Interior (e.g. granting permanent residency or administrative deportation) in the hands of individual public officials, contained remnants of the archaic and repressive communist provisions (e.g. requirement to apply for a permission to leave the country after termination of residency or possibility to cancel long-term residency permit if the given person lived abroad for over 6 months and failed to report it), and as regards legislation paved the way for the Czech Republic's rather liberal but chaotic migration policy during the 1990s.

A major turnaround took place in the beginning of 2000, when two new acts came into force: the Act on Asylum (325/1999) and the Act on Residency of Aliens (326/1999). The Czech Republic followed the example of Western Europe and became a country trying to regulate migration especially from underdeveloped countries through stricter laws, austere conditions of legal residency of foreigners who are required to have visas to enter the country (in particular the requirement to apply for visas and changes to them abroad and the difficult transfer of asylum applicants into the regime stipulated under the Act on Residency of Aliens) and by almost driving foreigners into illegality in certain situations. Foreigners are often disadvantaged below the level acceptable in a country governed by the rule of law (certain decisions made by the police are excluded from judicial review, foreigners may be subjected to internment for up to 6 months without a court order, there is no principal legal eligibility to be granted an entry visa) and asylum applicants are prohibited from working during their first 6 months in the country so as to prevent legalization of residency through applying for asylum.

Amendments to the above acts after 2000 mainly reflected the requirements of *acquis communautaire* and the Schengen system to prepare the Czech Republic for entry into the EU on 1 May 2004. Some of the harsh measures aimed against foreigners and contained in the Act on Residency of Aliens were eliminated: the protection of families against deportation

was strengthened, multipurpose visas were introduced (e.g. work and study visas), the requirement for foreigners who change jobs to automatically apply for a new work visa abroad was removed, and finally a possibility was introduced to grant permanent residency to unsuccessful asylum applicants who have lived in the Czech Republic for over 5 years.

One of the amendments gives a privileged status to EU citizens who now enjoy major advantages when compared to other foreigners. On the other hand, the Act on Asylum now contains a number of more stringent provisions: asylum applicants can no longer inspect their Ministry of Interior's file when asylum proceedings are in progress.

2 The city

2.1 Brief description of the city: location, history

On January 1, 2006 Prague had 1,181,610 inhabitants. This means that the population has increased since the 31st December 2004 when 1,165,581 inhabitants were counted, by about 16,000 persons. Prague covers an area of 496 square kilometres which is only 0.6% of the CR's territory. It represents about 11% of the country's population and is more than three times bigger than Brno, the second largest city in the country. Prague has always been a crossroad of different nationalities and a center of different cultures that has respected and supported diverse and inherent habits, traditions and languages of different cultures. Prague's attitude towards national minorities is based on historical experience and on scientific and political findings. Thus, Prague respects all minorities' own history, their own philosophical and ethical attitudes to life and to social relations and their legal effort to preserve and develop their own identity. Prague believes that such a straight, helpful and positive attitude towards national minorities living in Prague will be perceived as a long-term conception to build equal relations among all city inhabitants.

Thanks to own cultural values and university capacities Prague has always offered lots of possibilities for studying and experience building for many famous Europeans who used these opportunities not only for the sake of their own nations, but as well for enhancing friendly relations with Prague.

Many of once students or temporary residents in Prague have settled permanently due to different historical twists or political events. Thus, former foreigners and immigrants became in many cases citizens and nowadays they do participate on value-building concerning life of the capital city. Prague via its policy creates favorable conditions for a dignified integration of its new citizens, who are members of a national minority, into integral city-system.

Prague became place of a real help to members of many European nationalities who were, due to catastrophic social events, persecuted in their home country – in the 19th century Prague helped Bulgarians fleeing from Turkish danger, in the 20th century Prague helped Ukrainians and Russians emigrating from the menace of Soviet regime, Jews and Germans threatened by fascism and Greeks fleeing from civil war in 1947. This assistance was mainly facilitated by a systematic support from democratic state administration and local government of the First Republic, as well as by democratic attitudes towards national minorities. Present-day Prague would like to build its policy on these traditions.

Prague is the capital and the largest city of the Czech Republic. It is a natural centre of politics, international relations, education, culture and economy. Prague is also an important city of Central Europe. This fact has become important again especially since the beginning

of the 1990's, when barriers in relationships among states, regions and towns of Eastern Europe and the West that have arisen during the previous decades were being eliminated on the Continent. On 1st May 2004, the Accession Treaty of the Czech Republic with the European Union started to be valid and thus the Czech Republic together with other nine countries integrated in the geopolitical space of Europe, which was newly formed.

The Capital City of Prague with its population ranks ninth among the 25 EU Member States and compared to the big metropolises of the European Community it ranks fourteenth. Within the EU, the Capital City of Prague as one of the most attractive historical European cities has an extraordinary role and in 1992 namely its historical centre was added to UNESCO's World Heritage List. All these aspects are reflected in the specific character and position of Prague as one of the regions of the CR.

As a region, it accounts for a disproportionately high share of the country's gross domestic product, with above-average incomes and a very high rating and interest on the part of entrepreneurs. But it is also the region that suffers the most in terms of environmental impact, high energy consumption and huge increases in road traffic that are often beyond the city's ability to cope, particularly in the summer months.

From the economical point of view, the Capital City of Prague has a unique position. The region generates more than a quarter of the nationwide GDP (in 2002 it was 25.7%). In GDP per capita, the CR actually reaches about 60% of the EU Member States average, but in the case of Prague the regional GDP per capita since several years already exceeds the EU average by more than a fifth. The high level of this indicator is typical for a metropolis as Prague. It is influenced by determinants that are closely related to economic conditions in conurbations. These factors are the different economic structure in contrast with other regions, a high level of wages, but also a considerable commuting from many other regions in the CR and abroad as well as the location of the headquarters of many major economic actors in town.

The population of Prague directly corresponds to territorial changes. The gradual enlargement of the urban space caused an increasing number of inhabitants. However, the population of the City of Prague regularly increased, when calculated for the current territory also due to its own demographic development. It is a traditional characteristic of the population situation in Prague that there is an increased share of the population in productive age and a relatively low share of children. Related to this is also the tendency of natural population development. Each year Prague reports higher numbers of deaths than births and thus the population decreases as a result of natural population development. Already since 1979, any increases in Prague's population have been related solely to net migration. Net migration was always so high in Prague that it compensated population losses due to natural population changes. In 1994, Prague recorded for the first time a total annual decrement of population; the net migration was so low that it did not cover all the time increasing population loss due to natural change. Since that year, Prague's population has been decreasing every year. The unfavourable population situation of the entire CR due to age structure of the population is reflected there again with bigger intensity and a new migration tendency comes on top of that consisting in an outflow of Prague inhabitants to the outskirts of the city (suburbanisation).

When Prague as such is judged in its historical context, its population grew very noticeably. From the end of the 18th century to the beginning of 21st century population of Prague grew almost eight times on the territory that belonged to Prague at that time; the amount of 1 million was exceeded in the 1961 census. Looking at the results of periodic censuses that

were carried out regularly every ten years (with the exception of the Second World War), one can see that Prague's population increased 4.5 times from the first census (1869) to 1991 Census in which the biggest number of inhabitants was counted (all that calculated for the same territory). The natural increase in population, regularly monitored by demographic statistics, was negative only during World War I and the economic depression in the 1930s; nevertheless since 1957 until now this has also been the case (with the exception of the 1973–79 baby boom years). From 1991 to 2001 Census Prague's population decreased for the very first time of censuses taking place. According to the 2001 Population and Housing Census, the number of inhabitants was even lower than the number in 1980, namely 1,169,106 persons. During the last three years, Prague's population has been yearly slightly increasing again. The increments result from migration, namely persons in productive age, who move to Prague especially due to ample opportunity to find a job on the labour market.

The Středočeský Region, for example, has changed from the source to target of migration. From 1998 to 2001, population was even decreasing due to migration. From 2002, the net migration of Prague was positive again; this turn was caused, however, especially by the fact that also foreigners with long-term residence were included in the total population since the 2001 Population and Housing Census. Considerable mobility of foreign nationals moving for work leads to high gross migration in Prague. Most migrants did not come from other Czech districts but were citizens with any foreign nationality. Resulting from the migration of people coming to Prague for work is thus both an increase in the number of foreign nationals in Prague's population and also a shift in the population structure.

All the time an increasing share of population in productive age and a traditionally high share of the oldest age cohorts results also in the fact that the average age was increasing in Prague and was the very highest among all regions of the CR. Also some shifts in distribution of inhabitants of the three main age groups (0–14, 15–59, and 60+) are to a certain extent related to the situation on the Prague labour market. Permanently increasing is the share of inhabitants in the age of 15–59, who find their job in Prague. On the contrary, share of children under 15 is decreasing as well as number of inhabitants over 65. Older inhabitants were more often moving out of Prague to villages during the last years to find cheaper and healthier living. Living in Prague's surroundings becomes attractive also for young families with children.

The period 1993–2000 was characterized by a decline in the number of permanent residents. The negative population growth was further aggravated by declining migration, which in the years following 1998 turned into a net migration outflow – the region of Central Bohemia has itself become the target, instead the source of migration. It was as late as 2002 that the inflow of migrants moderately surpassed the outflow, with the major reason being the inclusion of long term-staying foreigners in the statistics. Between the last two censuses the number of foreigners with long-term or permanent residents' status rose pointing to more ethnic diversity as often seen in the cities of Western Europe.

Centuries of construction gave rise to an exceptional integrated architectural complex, unique in the world as regards to its size and the concentration of cultural heritage. Different architectural styles mingle and intertwine here, and their symbiosis creates the city's unique atmosphere. The most valuable part of the city's centre was declared the Prague Heritage Reserve in 1981, which was included in UNESCO's world cultural heritage list in 1992. The western districts are situated on the left side of the Vltava (Moldau) river. Nowadays, the central part of Praha 5, Smíchov, is gradually being changed. In the place of the older development and former factory halls, several shopping and administration centres were built,

which changed the character of this part of Prague that became an important continuation of the city centre on the left bank of the Vltava river. One of the complexes is called Zlatý anděl (“Golden Angel”), after the house “U zlatého anděla”, which used to stand in this place. Another complex is called Anděl City.

2.2 City’s migrant population, its history and characteristics

On 1st January 2006 Prague had 1,181,610 inhabitants of which 90,209 were foreigners. The demographic development of the Czech Republic is still more and more influenced by persons of foreign origin who live permanently or long-term in the Czech Republic in order to find here a new home. It is necessary to take into account the growing share of foreigners on the total population of the Czech Republic and, naturally, in Prague area as well because Prague offers most job opportunities all over the country. The increasing share of immigrants influences not only the labor market but brings within diverse lifestyles and cultures as well as different types and levels of education. Considering that persons of working age represent a high percentage among the immigrants in Prague, it is obvious that the immigrant population has or will have children in school age that are/will be participating in the Czech educational system.

According to Czech Statistical Office about 43% of all foreign nationals in 2005 have settled in Prague. The biggest groups represent citizens of Ukraine, Slovakia, Vietnam, Russia and Moldova. In the year 2005 altogether 40,482 inhabitants have immigrated to Prague (of which 25,203 came from abroad). On the other hand 28,713 city inhabitants have emigrated from Prague of which some 10,997 have gone abroad.

According to Population Census 2001 93.4 % of the population of Prague were ethnic Czechs. The second important nationality was Slovak (1.6%). Other national minorities constituted only small percentages of all inhabitants. However, since there was no obligation to fill in one’s “nationality” in the Census questionnaire, it is likely that many people did not declare their national identity. Statistical data concerning structure of inhabitants according to nationality, as well as other demographical information data sets are thus seen only as a subordinate tool in the national minorities’ issue. To illustrate this one can take the case of the number of Roma that is underestimated. According to Census 2001 only 653 inhabitants of Prague stated that they were Roma. According to scientific estimations, however, it is thought that there were between 20,000 to 25,000 Roma people living in Prague. Most Roma inhabitants live in the districts 3, 4, 5, 7, 8, 9, 10, 13 and 14. Representatives of all other national minorities also point out to the underestimated results of the Census 2001 concerning the number of members of national minorities.

In 2005 the total number of foreigners in Prague was 90,209 of whom 7,530 were in the age between 0 and 14 years, 80,445 from 15 to 64 years and 2,234 were 65 years or older. Thus, the age structure of the immigrant population is dominated by young and middle-aged people. The foreign population consisted of 25,631 permanent residents and asylum seekers and 64,578 temporary residents. The number of EU citizens was 23,773. Of the foreign population of Prague (Source: Czech Statistical Office) 30,748 came from the Ukraine, 14,267 from Slovakia, 8,646 from Russia, 5,004 from Vietnam, 2,581 from China, 2,373 from the USA, 1,959 from Germany, 1,746 from Poland, 1,627 from Bulgaria and 1,233 from Moldavia. There was also a lot of smaller national groups existent in the capital.

On the local labour market there were 72,317 foreigners working in 2003. 70.4% or 50,912 persons (of whom 16,275 women) were registered at labour offices and 29.6% or 21,405

persons (6,633 women) had a trade licence. In addition there were 28,092 foreign workers from the EU countries.

2.3 The city authority: tier of government, responsibilities, structure

Prague is the seat of the top-level legislative, administrative and political bodies of the country – the parliament, government, and president of the Czech Republic and the most important social, cultural and educational institutions reside here. Pursuant to the Act of the Czech National Council on the Capital City of Prague, the city is a statutory town what means, its status is governed by a special legislation. It is both a region and a municipality. It is administered by the bodies of the Capital City: the Assembly of the City of Prague, the Council of the City of Prague and the Prague City Hall. For execution of the state administration, Prague is from 2001 divided to 22 administration districts, from the point of view of self-government it consists of 57 autonomous City Districts with own elected bodies. Furthermore the city comprises 112 catastral areas.

The city districts join together for administrative purposes and form so called self-governing districts. There were 10 of them until 1994, afterwards the city was divided into 15 districts. For statistical purposes, these are at the same time units at the NUTS-4 level, being counterparts to districts (“okresy”) outside Prague. This division was also valid for the March 1, 2001 Population and Housing Census. The city districts are significantly different. There are districts with the distinct character of the urban centre, city districts of a prevalent residential area with a housing stock dating back to the 1920’s and 1930’s, districts of chiefly industrial nature, neighbourhoods of high-rise houses, and suburban areas many of which originated by gradual connection of surrounding municipalities of rural type. They differ in the level of urbanisation, population density, quality of technical infrastructure and socio-economic conditions of life of their inhabitants. As for the number of inhabitants these city districts are also very different. While population of two districts account for more than 100,000 each, 18 districts comprise less than 2,000 inhabitants each, of which four have less than 500 inhabitants each.

3 The city’s approach to diversity

3.1 Historical background

The Czech Republic, unless most Western European countries, still cannot be seen as a country with a long immigration history and experience. The integration policy itself has become more visible and discussed topic mostly since a few years. The first Governmental Conception of Integration of Foreigners was approved in 2000. Since then this conception has been updated several times. The main goal is the convergence of the law status of the immigrants to the law status of Czech citizens depending on the length of their stay in the CR.

Legal immigration is viewed by Czech authorities as a big potential for enrichment of the whole population as well as one of the pro-population measures. Special attention should be paid to education and preparation of employees of the state administration who are in often contact with immigrants and foreigners. What is above all seen as important for administration workers is to stress on tolerance, empathy and respect for people from different cultural backgrounds. Ministry of Work and Social Affairs provides “multicultural” trainings for its employees.

The Department for Refugees within the Ministry of the Interior is responsible for asylum policy. Decisions are in the first instance taken by the Directorate of Aliens and Border Police Services at the Police Presidium of the Czech Republic. In the event of a negative decision, an appeal has to be submitted to the Minister of the Interior. The Ministry of the Interior is supposed to receive a recommendation from committees composed of NGOs, various Ministries, the Bar Association and an academic. The unsuccessful applicant, whose appeal has been rejected by the Minister of the Interior, can, within 30 days, ask the High Court for a review of the negative decision. A motion made to the High Court has no suspensive effect, although in practice the asylum seeker is usually allowed to stay in the country with an extended visa issued with the support of UNHCR. The judicial review procedure usually takes more than a year but is not limited: all who wish can apply and will be heard.

The coordinative subject of the state conception of integration is the Ministry of Work and Social Affairs (Ministerstvo práce a sociálních věcí) in close cooperation with the Ministry of Internal Affairs, the Ministry of Education, the Ministry of Culture and last, but not least the Ministry of Health. The main target group of integrative measures are the legal immigrants with long-term status, particularly those who stay for more than one year in the CR. The cooperation with non-governmental organizations (NGOs) in integration matters is essential and absolutely necessary. Most of NGO's support lies in law and social consultancy, in guidance and help in dealing with state authorities, free Czech language courses, in support of cooperation between the migrant communities, etc. The importance of NGOs on this field also consists in the fact that the leading personalities within their structures are often immigrants/ foreigners themselves (mostly from Ex-Soviet countries, the Balkan peninsula, Slovaks) as well as in their knowledge of concrete problems and cooperation with regional and local state authorities (local governments, city councils etc.). At the present time there are several EU grant programs financing partly the NGO's activities. Examples can be given: EQUAL Program, the human sources development program, "Jednotný programový dokument" NUTS 2, the European Refugee Fund, the Program INTI and a Pilot Project on the integration of third country nationals.

Since 1999 Prague City Council and Prague Assembly annually negotiate over projects of national minorities within the grant scheme called "City support programs for activities of national minorities in the Prague area" and since 2006 projects dealing with foreigners' integration are supported as well.

In 2007 the city of Prague has opened the "House of national minorities" which is an institution where different national minorities have office-space for their civic associations. It is a place of cooperation and meeting of national minorities with one another, within their own community and with the major society. Furthermore, it is a place where civic associations of foreigners can promote their work.

Cooperation with Prague districts as well as with different departments of Prague City Hall (e.g. departments of social care, housing, education, culture) forms an integral part of the whole communication and cooperation strategy with national minorities and foreigners. This strategy results from a long-term communication with different nationalities. The city of Prague considers cooperation and information sharing with other cities abroad as an important tool in dealing with national minorities' and foreigners' integration issues.

The policy of the city of Prague in the sphere of foreigners' integration results from the Government Resolution from the 7th July 1999 No. 689 "Zásady integrace cizinců na území České republiky" (Principles of integration of foreigners in the Czech Republic) and from the

“Zpráva o realizaci Koncepce integrace cizinců v roce 2006 a návrh dalšího postupu” (Report on realization of the Conception of integration of foreigners in 2006 and a proposal of future steps). The policy in the sphere of national minorities results from the Law on rights of members of national minorities, and in the sphere of data collection it results from the Law No. 101/2000 Sb. about personal data protection.

In today’s civil society, Prague has the possibility to formulate and promote a real policy conception in relation to national minorities and foreigners which is based not only on historical experience but as well on trends in European policy concerning local government (e.g. respect to rights of national minorities and foreigners). Thus, Prague has, for the first time after the 1989 turnout, created its own “Conception of the policy of the capital city of Prague in relation to national minorities in the years 2002–2006” that was in accordance with the Statement of Policy of Prague Council from 23-02-1999 and with the Strategic Plan of the Capital City of Prague (approved by Prague Assembly on 25-05-2000).

3.2 Objectives of the policy/approach

Prague has created its own system and own organization structure for good communication with national minorities living in Prague area. The most important bodies for setting standards and methods of communication with national minorities and in the sphere of foreigners’ integration are Prague City Council and Prague Assembly. Both institutions form an integral part of the whole communication and cooperation strategy with national minorities and foreigners.

3.3 Responsibility: elected representatives and officials

The city of Prague has always considered organizational matters in the sphere of communication with national minorities and of integration of foreigners to be important and, thus, a new Committee of Prague City Council for national minorities issue replaced in 2000 the former Advisory Board for National Minorities that had been founded in 1997. Later (in 2001) the Committee of Prague City Council for the issue of integration of foreigners was established. This Committee ensured cooperation and information sharing among different departments of Prague City Hall and even among other institutions dealing with the integration of foreigners. Both committees were in the year 2007 united under the name of the “Committee of Prague City Council for national minorities and foreigners’ integration issues and for grant schemes in this sphere”.

The City Councillor for Social Care and Housing Policy is responsible for national minorities and foreigners’ integration issues. He is the head of several subordinate workers who communicate with national minorities’ and foreigners’ civic associations or individuals on a regular basis. The special position of a Coordinator for Roma Community Matters was also established. He/she is responsible for the communication with the Roma advisory boards of various Prague districts as well as with other institutions dealing with Roma community issues (not only with the issue of national relations but as well with social, employment or housing affairs).

The “Committee of Prague City Council for national minorities and foreigners’ integration issues and for grant schemes in this sphere” was established as a communication tool between Prague and its nationalities and as an advisory body for Prague’s City Council. The head of the committee is the City Councillor for social care and housing policy.

3.4 Collaboration with social partners and non governmental organisations in policy development and implementation

The municipality made the experience, that it is necessary to cooperate with NGOs working in the given sphere. They help to improve not only general awareness but as well relations between majority society and national minorities or foreigners. Thus Prague supports NGOs' activities in the field of foreigners' integration.

3.5 Policy and practice on monitoring progress

The city of Prague has just started a preparation phase for a meeting dealing with a possible elaboration of a conception of the policy of the capital city of Prague in relation to integration of foreigners.

3.6 Key challenges faced in implementation and broad lessons learnt

There is no information available.

3.7 Potential future policy development

It is too early to give concrete and valid information about future policy developments.

4 Employment: policy, practice and outcomes

4.1 Profile of city employees

There are 1,780 city employees actually but the different categories of employees are not monitored.

4.2 Employment diversity policy

Within Prague City Hall there is no working position where persons with an immigrant background could not be employed. Employment rules in public administration are based on the Law No. 312/2002 Sb. on civil servants of self-governed regions which ensures equal treatment to all job applicants. All job applicants must fulfil the same conditions such as the knowledge of Czech or Slovak language. Foreigners must have a permanent residence permit in the Czech Republic.

Foreigners holding a permanent residence permit in the Czech Republic (or foreigners under temporary protection) have an equal position as Czech citizens regarding employment in the municipality. That means that there are no restrictions when they apply for a job. However, there are several positions for which Czech citizenship is a legal obligation. The authorization for the employment of foreigners and work permits for foreigners are granted by the local labour office in the place of assumed employment. The employment of foreigners in the Czech Republic is based mainly on Labour Code, on Employment Law etc.

4.3 Challenges and tensions in development and implementation of policy

There is no information available.

4.4 Recruitment, training and promotion

The labour recruitment within the Prague City Hall is based on the Law No. 312/2002 Sb. on civil servants of self-governed regions which ensures equal treatment to all job seekers. There is no target population set for the labour recruitment of Prague City Hall. The Law No.

312/2002 Sb imposes a direct obligation on civil servants to educate themselves continuously. The Municipality of Prague keeps the principle of equal treatment in all spheres and promotes the principle of ban on discrimination. The category of migrant employees is not monitored separately.

4.5 Equal pay and working conditions

Salaries within Prague City Hall are based on the Government Resolution No. 564/2006 Sb. on salary conditions of employees in public administration. No “positive actions” are existing.

4.6 Harassment

There is no information available.

4.7 Accommodation of cultural and religious needs

No such measures have been put into practice actually.

4.8 Health and safety

Health and safety of employees forms an integral part of the working conditions of all employees in public administration.

4.9 Induction and language tuition

All employees of Prague City Hall must speak the Czech language (according to the Law No. 312/2002 Sb.). There is no language tuition among the employees of the municipality.

4.10 Recognition of qualifications

The recognition of qualifications gained abroad is commonly used during the selection procedure of job applicants irrespective to whether the applicant is of immigrant origin or not.

4.11 Complaints

There is no information available.

4.12 Special initiatives

There is no information available.

4.13 Monitoring

Within the municipality the recruitment and employment of migrants are not monitored. This falls within the authority of state administration which is (in the field of the state policy of employment) governed by the Ministry of Labour and Social Affairs and by labour offices.

4.14 Impact of policy and lessons learnt

Such data or informations are not available. This sort of information might be collected by the local labour office or the Ministry of Labour and Social Affairs or the Czech Statistical Office.

5 Diversity in service provision

5.1 Services provided and contracted out

The capital city of Prague (or its allowance organization) does not provide any such specific services. If immigrants possess long-term or permanent residence permit they are treated equally to citizens of the Czech Republic in all fields of service provisions.

5.2 Diversity policy in services

Prague grants financial support to NGOs working in the sphere of foreigners' integration (services to migrants) in the Prague area on the basis of annual grant schemes. These schemes are as follows:

- a) The grant scheme of the capital city of Prague in the sphere of social services – within it there is a special program called “Support for preventive programs for persons and target groups who are endangered by social exclusion”. This program is, thus, intended also to guarantee equal opportunities to minorities and ethnic groups (Roma, refugees, migrants). This grant scheme is intended for NGOs – civic associations, church corporate bodies or individuals who provide social services. All these NGOs have to conduct welfare services in the sphere of social services for persons who are in an unfavourable social situation. Generally in the sphere of social services ethnicity is not a criterion of selection of supported projects. The main criterion is the type and usefulness of proposed services.
- b) The grant scheme of the capital city of Prague in the sphere of educational support within it there is a special program called “Program supporting education and integration of foreign pupils and pupils from disadvantaged socio-cultural background into schools”. Applicants to this grant scheme might be schools and other school-like institutions, civic associations, church corporate bodies and other corporate bodies or individuals whose main activity is education and training.
- c) The “City Support Programs for Activities of National Minorities in the Prague Area” supports activities of national minorities, civic associations and organizations aimed at preserving and developing their national identities, developing communication and dialogue between national minorities vis-à-vis the majority society in the Prague area. Furthermore, foreigners' civic associations and organizations aiming at preservation and development of their national identities or developing communication and dialogue between foreigners vis-à-vis majority society in the Prague area are supported through the grant scheme called “Support Program for Activities in the Sphere of Foreigners' Integration in the Prague Area”. Within this program projects aimed at cultural, social, edifying and publishing activities in relation to foreigners' integration are supported.

Moreover, Prague City Council and Prague Assembly allocate within the Prague budget some financial amount for activities concerning analysis and presentation of Prague. These finances are used for seminars dealing with the issue of national minorities and foreigners' integration, for presentation of activities of the capital city of Prague in the sphere of support of activities of national minorities and foreigners, for a publication about relations between Prague and national minorities and foreigners in different spheres (culture, education, the social sphere etc).

5.3 Employment profile of service providers

No information is available.

5.4 Access to services

The target sections of the populations are not differentiated anyway. If immigrant possesses long-term or permanent residence permit he/she is treated equally to a citizen of the Czech Republic (or the EU) in the field of services provisions. Concerning the accessibility of services, access is ensured by the legal order of the Czech Republic and by Standards of quality of services that are being controlled by inspections.

5.5 Monitoring of access and outcomes identified

The City of Prague uses some analyses which are being accomplished for different state institutions.

5.6 Cultural awareness of staff

There is a one-day informative seminar on the issue of integration of foreigners who live in the Czech Republic that is organised by the Office of the Director of Prague City Hall. This seminar is intended for employees of Prague City Hall and for employees of Prague districts offices who get into contact with foreigners or who prepare policy conceptions that influence the life of foreigners. The seminar is guided by NGO workers. The following topics are discussed in the seminar:

- Definitions of terms like foreigner, asylum applicant etc,
- The structures of organisations that work with foreigners,
- Current laws dealing with the stay of foreigners,
- a presentation of the state conception of the integration of foreigners,
- the presentation of the official concept of integration of Prague,
- the integration of foreign women, and
- gender aspects of the work with foreigners.

In the sphere of social services an individual approach to each client is guaranteed.

5.7 Discrimination against service users

Any signs of discrimination are against Constitution of the Czech Republic and against Standards of quality of services. It has to be acted upon the legal order of the Czech Republic. There is an Ethics Code for the employees of Prague City Hall which is obligatory for all employees. In Article 5 (“Basics of the ethics of work”) of this Code it is stated:

(1) “Each employee is obliged to do his/her work responsibly, honestly and dutifully in accordance with the mission of Prague City Hall. Work must be accomplished with the highest level of politeness, understanding, willingness and with respect to general rules of ethical communication with citizens, corporate bodies and other employees. Furthermore, given dates should be adhered and tasks should be accomplished as soon as possible.”

(2) “An employee behaves always politely, helpfully and decently irrespective of the clients’ sex, ethnical or social origin, sexual orientation, nationality, wealth, health, age, marital status, belief, participation in political parties, trade unions or other organisations.”

5.8 Special initiatives

There are no special initiatives monitored.

5.9 Impact of policy on access to and quality of services and lessons learnt

There is no information available.

6 Conclusion: Key challenges, lessons and learning for CLIP

The Czech Republic, unless most Western European countries, still cannot be seen as a country with a long immigration history and experience. The integration policy itself has become more visible and discussed topic mostly since a few years. According to Population Census 2001 93.4 % of the population of Prague were ethnic Czechs. The second important nationality was Slovak (1.6%). Other national minorities constituted only small percentages of all inhabitants. The first Governmental Conception of Integration of Foreigners was approved in 2000. Since then this conception has been updated several times. The main goal is the convergence of the law status of the immigrants to the law status of Czech citizens depending on the length of their stay in the CR.

Prague has created its own system and own organization structure for good communication with national minorities living in Prague area. The most important bodies for setting standards and methods of communication with national minorities and in the sphere of foreigners’ integration are Prague City Council and Prague Assembly. Both institutions form an integral part of the whole communication and cooperation strategy with national minorities and foreigners. The special position of a Coordinator for Roma Community Matters was also established. He/she is responsible for the communication with the Roma advisory boards of various Prague districts as well as with other institutions dealing with Roma community issues.

Within the city administration there is no working position where persons with an immigrant background could not be employed. Law No. 312/2002 Sb. on civil servants of self-governed regions ensures equal treatment to all job applicants. All job applicants must fulfil the same conditions such as the knowledge of Czech or Slovak language. Foreigners must have a permanent residence permit in the Czech Republic. The Municipality of Prague keeps the principle of equal treatment in all spheres and promotes the principle of ban on discrimination but the category of migrant employees is not monitored separately. Salaries within Prague City Hall are based on a Government Resolution on salary conditions of employees in public administration but no “positive actions” for migrants or ethnic minorities are existing. The recognition of qualifications gained abroad is commonly used during the selection procedure of job applicants irrespective to whether the applicant is of immigrant origin or not.

Prague grants financial support to NGOs working in the sphere of foreigners’ integration and thus providing services to migrants in the Prague area on the basis of annual grant schemes. Concerning the access to services the target sections of the populations are not differentiated anyway. If immigrants possess long-term or permanent residence permit they are treated equally to citizens of the Czech Republic (or the EU) in the field of services provisions.

Concerning the accessibility of services, access is ensured by the legal order of the Czech Republic and by Standards of quality of services that are being controlled by inspections. There is an Ethics Code for the employees of Prague City Hall which is obligatory for all employees. Any signs of discrimination are against Constitution of the Czech Republic and against Standards of quality of services. It has to be acted upon the legal order of the Czech Republic.

From the information provided by the city of Prague we could learn that there are minority-related measures but there is no explicit diversity policy in a strong sense which could be compared to some Western European cities. As Prague is now in an early stage of immigration it has the chance to learn from experiences which were already made in other European metropolises.

The Municipality of Prague keeps the principle of equal treatment in all spheres and promotes the principle of a ban on discrimination. We think that looking on the increasing migration to Prague diversity policy will gain rising importance in the future.

Some criteria which we would classify as important for the implementation of diversity measures in the future will be: (a) relevance: this means the explicit relevance for groups which should be empowered by diversity policy; (b) effectiveness: This criterion should practically be interpreted in the sense of a measurable output of diversity policy measures; (c) interconnectedness and coherence: This means the strength of the links between needs, goals and concrete activities in the context of diversity policy; (d) adequacy: Are the measures adequate to solve the existing problems of migrants and minority groups and which problems? (e) sustainability.