



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Vienna, Austria



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Table of contents

1 The country: Setting the city and its diversity policies in context.....	4
1.1. Brief history of migration to the country and characteristics of migrants and people..... with a migration background	4
1.2. National policy context: law and policy on diversity in employment and service	6
2 The city	6
2.1. Brief description of the city: location, history	6
2.2 City’s migrant population, its history and characteristics.....	8
2.3 The city authority: tier of government, responsibilities, structure (brief explanation)..	11
3 The city’s approach to diversity	12
3.1. Historical background: explaining reasons for the development of the city’s approach ., including influence of national policy and of the media.....	12
3.2. Objectives of the policy/approach; to which categories of the city’s population it..... applies and to which sectors of employment, services and external agencies.....	16
3.3. Responsibility: elected representatives and officials	16
3.4. Collaboration with social partners and non governmental organisations in policy	16
3.5. Policy and practice on monitoring progress.....	17
3.6. Key challenges faced in implementation and broad lessons learnt (details are covered .. in subsequent sections)	18
3.7. Potential future policy development	18
4 Employment: policy, practice and outcomes.....	19
4.1. Profile of city employees: data	19
4.2. Employment diversity policy including target sections of the population to which it is.. directed and occupations covered	19
4.3. Challenges and tensions in development and implementation of policy	20
4.4. Recruitment, training and promotion	20
4.5. Equal pay and working conditions.....	21
4.6. Harassment.....	21
4.7 Accommodation of cultural and religious needs	22
4.8 Health and safety.....	22
4.9 Induction and language tuition.....	22
4.10 Recognition of qualifications.....	22
4.11 Complaints	22

4.12 Special initiatives	22
4.13 Monitoring	23
4.14 Impact of policy and lessons learnt.....	23
5 Diversity in service provision.....	23
5.1 Services provided and contracted out	24
5.2 Diversity policy in services including target sections of population and services covered.....	25
5.3. Employment profile of service providers	25
5.4 Access to services	25
5.5 Monitoring of access and outcomes identified	26
5.6 Cultural awareness of staff.....	26
5.7. Discrimination against service users.....	26
5.8 Special initiatives	27
5.9 Impact of policy on access to and quality of services and lessons learnt	27
6 Conclusion: Key challenges, lessons and learning for CLIP	28

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

Since the Austro-Hungarian monarchy Austria is a country of migration. Between the two world wars 80,000 Austrians left for overseas destinations because of the bad economic and repressive political situation. Between 1938 and 1941, about 128,000 Jews were forced to leave Austria. After the end of the Second World War, some 1.4 million foreigners (e.g. foreign workers, war refugees, and German refugees from Eastern Europe) stayed in Austrian territory. 500,000 displaced persons permanently settled in Austria, the majority of them were Germans from Eastern Europe.

Between 1945 and 1989 Austria was one of the main transit countries for refugees fleeing communist regimes in Eastern and Central Europe. About two million people found temporary shelter in Austria during this period. In 1956 over 180,000 refugees from Hungary entered Austria of whom 20,000 were granted asylum and stayed in Austria. In 1968, about 162,000 Czechoslovakians entered Austria, with the majority later travelling on to other Western states. In 1981 and 1982 about 150,000 Poles came because of the suppressive Polish regime of General Jaruzelski.

The economic boom of the 1960ies led to a growing demand for labour force. Austria started to recruit so-called “guest-workers” on the basis of bilateral agreements with Turkey (1964) and Yugoslavia (1966). In 1969, the number of guest-workers stood at 76,500. By 1973, their numbers had almost tripled to 227,000 of whom 178,000 came from Yugoslavia and 27,000 from Turkey.

The oil crises of 1973 and 1981 and economic recession radically reduced the demand for guest-workers. As a response to the recession in the early 1970s, guest-worker recruitment was abolished, and the Aliens Employment Act passed in 1975. This law still remains one of the primary control mechanisms of foreign employment in Austria. The numbers of guest-workers sharply decreased. In 1985 the employment of Yugoslav and Turkish citizens in Austria was half the level of 1973. As guest-worker recruitment was stopped, other forms of migration became more important (e.g. family reunification, clandestine migration and asylum migration).

A temporary economic boom in the late 1980s created labour demand in some industrial branches which was in particular balanced by the recruitment of labour force from Yugoslavia. The political crisis in Yugoslavia after 1990 and the Balkan war in 1992 once again increased the number of Yugoslavs residing in Austria. A part of the immigrants already present in Austria and formerly excluded from employment succeeded to gain access to the Austrian labour market as a result of the boom. In 1990 a regularization of the employment status of hitherto illegally employed foreigners took place. As a result of the rising numbers of Yugoslavs and Eastern Europeans that entered the country during this period, the number of non-nationals in Austria doubled, from 344,000 in 1988 to 690,000 in 1993, while the share of foreign workers of all employed people rose from 5.4% to 9.1%. It must be emphasized that the guest-worker migration of the 1960s had permanent effects still

on the current composition of the foreign resident population in Austria. According to the 2001 census, more than 730,000 (or 9.1%) of Austria's about eight million inhabitants, were foreign residents. 62.8 % of them came from the two traditional recruitment regions, Ex-Yugoslavia and Turkey. As a matter of fact Austria's population has become even more diverse in recent years.

With 12.5 % Austria's proportion of foreign-born residents in 2001 was even higher than that of the United States. The official political line and public consciousness mostly ignores that Austria is a traditional country of immigration. Immigration policy reflects that ambivalence. In the early 1990ies profound political and economic changes were transforming Europe and new integration measures have been introduced. The fall of the Iron Curtain and Austria's accession to the European Union brought more open borders, and temporary migration as well as transnational mobility. The Balkan Wars produced massive inflows of refugees from areas to Austria's southeast. These flows came in addition to a rapidly rising number of asylum seekers.

The 330,000 foreigners employed in Austria in 2001 were 10.5 percent of total employment. Half of them moved from former Yugoslavia, 20% came from Turkey and 11% were EU nationals, mostly Germans. Some 111,000 work permits were issued to foreigners in 2001. In the same year 75,000 Austrians were employed in Germany and Switzerland. The unemployment rate of foreigners is about 1.5 times the Austrian rate. Since January 1, 2003, non-EU foreigners with residence permits have been required to speak basic German or pay half of the cost of German language courses. Immigration is subject to a numerical limit, and the two major streams of newcomers are further categorized into key employees and family reunification and then assigned to Austria's nine provinces.

The number of asylum-seekers has risen sharply after 2000, to 30,100 in 2001, 39,400 in 2002, and 32,400 in 2003, but decreased during the last years. In 2006 the number was 13,350 only. The main sending states were Serbia, Russia, Afghanistan, Moldavia and Turkey. Only 20 to 25% of the asylum seekers are recognized as refugees. Asylum laws were changed effective May 1, 2004 to require an initial decision on applications, which must be made at embassies and airports, within 72 hours of arrival in Austria. In the past, many foreigners applied for asylum in Austria and then continued further west, abandoning their applications.

The history of the Austrian "guest-worker regime" demonstrates that temporary migration has a tendency to become permanent and has long-term implications for the size and composition of the country's immigrant population. The official line continues to be that Austria is not a traditional country of immigration, and recent immigration policies reflect that ambivalence. On the one hand, there is the curtailment of traditional labour migration and family reunification programs that followed public discontent over immigration in the early 1990s. Added to the mix since that time are new integration measures, the country's accession to the EU and its regime of more open borders, and the admission of thousands of temporary seasonal workers. Looking ahead, immigration appears likely to continue to capture the attention of both the public and policy makers for many decades.

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

A detailed overview about the Austrian immigration policy of the last fifteen years was already given in the CLIP Case Study about Housing. So only some aspects are picked out in this chapter.

Austria's immigration policy can be characterized by some ambivalence, manifested in measures that both welcome and restrict immigration. On the one hand, the growing discontent of large parts of the population with the high levels of immigration during the first part of the 1990s was met with policy proposals of “zero immigration”. Consequently, traditional labour migration and family reunification programs were severely curtailed. At the same time, in the Aliens Act new measures were introduced that should ensure a better integration of immigrants. There is a requirement for family members of third-country nationals to be in the family unification quota. Today $\frac{3}{4}$ of all people immigrating to Austria within the quota enter through the family unification quota. After 1998 so-called “key workers”, who are urgently needed on the Austrian labour market could bring their families immediately. The introduction of the principle of consolidation of residence by the same law reduced status insecurity of migrants and enhanced their integration. Another positive, albeit limited, step taken by the government was the reduction of the waiting period for family members of migrants to gain access to the labour market. On the other hand, the government facilitated the recruitment and employment of seasonal labour. In addition, the government allowed individual “Bundesländer” (federal states) to conclude treaties with neighbouring countries under which they can determine the number of “commuting” foreigners and an additional number of key personnel (outside the national quota) from these countries.

In the national context and in the Viennese municipality as well public service jobs on a contract basis (the legal basis is the ASVG) are also open for non nationals and third country nationals but it is not possible for them to become a regular civil servant. There are also certain professions such as policemen which are only open for Austrian citizens.

The local Viennese policy towards migrants is to a high degree determined by national legislation. This is usually true but it does not concern diversity policy. There is neither an official diversity policy on a national scale nor are there measures existing on the national level which would include elements of diversity policy.

2 The city

2.1. Brief description of the city: location, history

The city of Vienna is situated on both sides of the river Danube. Founded around 500 B.C., Vienna was originally a Celtic settlement. In 15 B.C., Vienna became a Roman frontier city (“Vindobona”) guarding the Roman Empire against Germanic tribes to the north. During the Middle Ages, Vienna was home of the Babenberg Dynasty and in 1440 became residence city of the Habsburg dynasties from where Vienna eventually grew to become the capital of the Holy Roman empire and a cultural centre for arts and science. The Ottoman invasions of

Europe in the 16th and 17th centuries were stopped twice just outside Vienna (1529 and 1683).

Vienna expanded in 1850 mostly to include the area within the “Linienwall”. The old suburbs thus became the 2nd to 9th districts, with the old city becoming the first. In 1858, the fortifications were demolished, and the broad “Ringstrasse” boulevard was built in their place. Many monumental buildings were built alongside it. The “Ringstrasse” Style (Historicism) characterizes the architecture of Vienna to this day. During that period, the population of Vienna increased sharply, mostly because of immigration. Censuses were conducted regularly from 1869 onwards, which showed an all-time high of population in 1910, with 2,031,000 inhabitants.

During the 19th and the early 20th century Vienna expanded substantially as the suburbs and neighbouring municipalities were incorporated into the city’s territory. These suburbs which became part of the city were to retain a certain degree of independence and received the status of municipal districts; what used to be municipal council bodies were turned into district bodies. In 1890, the city was expanded for a second time: the suburbs beyond the old Linienwall were incorporated into the town as the districts 11 to 19 (the 10th district) had been created in 1874 by the division of the fourth). The second was divided in 1900, with the northern part becoming the 20th district (Brigittenau). In 1904, Floridsdorf became part of Vienna as 21st district.

World War I did not result in an immediate threat to Vienna. The end of the war was also the end of Austria-Hungary. In 1921, Vienna was separated from the surrounding Lower Austria and became a municipality of its own. The Social Democrats which had dominated since the end of the First World War, were now in charge of the city administration. “Red Vienna” was considered an international model. Many notable low-cost residential estates were built during that period.

In 1938, Austria became a part of the German Empire followed. In the course of the expansion of the city in 1938, 91 adjoining municipalities were incorporated into the city, from which the 22nd (Groß-Enzersdorf), the 23rd (Schwechat), the 24th (Mödling), the 25th (Liesing) and the 26th (Klosterneuburg) districts were created. With an area of 1,224 square kilometers, this made Vienna the city with the largest territory in the Third Reich. The bombardments of 1944 and 1945 and the fights during the subsequent conquest of Vienna by Soviet troops in April 1945 caused much destruction within the city. After the end of the war the first municipal elections were held in November 1945. Of the 100 seats in the municipal council, the Social Democratic Party captured 58. It was decided that the expansion of city territory of 1938 should be reverted, but this law was delayed by a veto of the occupying powers and was not put into practice until 1954. Two districts remained with Vienna, namely the 22nd one north of the Danube and the 23rd one in the south. On May 15th, 1955 the country regained its freedom with the “Austrian State Treaty”. During the 1970s, Vienna became the third official seat of the United Nations, and the UNO-City was built. In the municipal elections of 2001, the Social Democrats regained an absolute majority. In the 2005 elections, the Social Democrats further increased their majority.

2.2 City's migrant population, its history and characteristics

Like any other big city, Vienna is a city of immigration. It can look back to a long-standing tradition of cultural and linguistic diversity, since Vienna attracted many people of that multi-ethnic state when it was capital of the Habsburg Empire. Within the Habsburg Empire the migrants settled primarily in the urban and industrial centres. 1900 60% of the Viennese and 80% of Prague's population were considered as "strangers". Besides internal migration, the Austro-Hungarian Monarchy was an important country of emigration to Germany, Switzerland, and North America.

Some particularities date back to that time (e.g. the recognition of Islam as religious denomination). Its linguistic diversity (Czech, Hungarian) has almost completely vanished, partly because of the vigorous assimilation pressure. Vienna's migration history can be divided into several phases:

- The 1960s and 1970s were the era of recruitment of "guest workers" from Yugoslavia and Turkey.
- The admission of refugees from Eastern Europe Hungary (1956), ČSSR (1968), Poland (1981) was because of humanitarian reasons.
- After 1989 there was a massive immigration from former Yugoslavian countries, Eastern Europe, Turkey and the "Third World".

Following the recruitment of guest workers from former Yugoslavia and Turkey in the 1960ies and 1970ies, Vienna now boasts a dazzling variety of immigrants. 40% of foreign nationals living in this city do not come from the – for Austria – classical countries of origin, i.e. former Yugoslavia or Turkey. Independent of their citizenship, approx. 1/3 of the entire Viennese population has a migration background one way or other (either they themselves or their parents were born abroad) nowadays. The variety of immigrants as well as their individual ways of life will still increase in the future.

By the end of 2005, 1,651,137 people lived in Vienna, including 309,184 foreign nationals. This is a percentage of 18.7 % of the entire population living in Vienna. More than 80% (i.e. 255,713 persons) of all foreign nationals living in Vienna come from European countries (incl. Turkey). 30,726 persons come from Asia, i.e. 9.9 % of foreign nationals, 11,616 come from Africa (3.7 %) and 6,761 (2.1 %) persons come from America (North and South America). With 76,666 persons, nationals of Serbia-Montenegro form the largest group (24.8%) of foreign nationals living in Vienna. The second-largest group of migrants accounting for 12.9% (39,901 persons) of foreign nationals living in Vienna come from Turkey, followed by Polish citizens with 7% (21,610 persons). Other large sending countries are with 6.6% (20,417 persons) Germany nationals, followed by Bosnia-Herzegovina with 5.8% (17,805 persons) and Croatia with 5.5 % (16,915 persons), then Macedonia (7,340), Hungary (5,271), Romania (7,796) and Slovakia (6,360).

Citizens of EU member states already account for 24.2% (74,826) of foreign nationals living in Vienna. As compared to 2002, the number of German nationals has increased by more than 5,600 persons. The number of citizens coming from the new EU-member country Romania is also increasing. In 2002, for example, 4,882 Romanian nationals lived in Vienna and by the end of 2005, their number had increased to 7,796; with a percentage of 2.5% they are ranking

7th among all foreign nationalities. African and Asian countries also play an important role as countries of origin of Vienna's migrants. With 3,240 persons, the Nigerian nationals are the largest African group, followed by the Egyptians with 3,240 persons. The most prominent Asian countries of origin are above all China (4,773), India (4,347); Iran (4,330) and the Philippines (2,468).

When the last Austrian population census was carried out in 2001, not only the citizenship had to be indicated but for the first time also the country of birth (according to the borders valid today). For the first time data was collected in Austria that provided information on the migration background of Austrian citizens. The new population index of Statistik Austria (POPREG) registers the resident population also by country of birth and enables follow-up on immigrants independent of their citizenship.

By the end of 2005, 1,140,699 persons lived in Vienna, who were born in Austria and are citizens of Austria. 201,554 persons with Austrian citizenship and 272,994 of foreign nationality were born abroad, totalling 474,548 persons. If we add 36,190 persons who were born in Austria, but don't have Austrian citizenship, we get 510,738 persons with a migration background, i.e. 30.9%. This does not include children of migrants born in Austria, who were already Austrian citizens at the time of birth. The largest group of those born abroad are persons born in Serbia and Montenegro (103,026), followed by persons whose land of birth is Turkey (62,105), Poland (33,784), Germany (32,769) and Bosnia-Herzegovina (31,824).

If we do not take the entire resident population, but rather only the Austrian nationals, we get the following picture: 85% were born in Austria, 15% were born abroad. On the other hand, approx. 12% of foreign nationals were born already in Austria (36,190 persons). If Austria, like the classical immigration countries, applied the "ius soli" principle, according to which a person automatically gets the citizenship of the country he/she is born in, the share of foreign nationals in Vienna would amount to 16.5%, which is clearly below the current percentage of 18.7%.

While the balance of births was negative in Vienna in the 1990ies, a positive trend has started to emerge, i.e. in the past two years there have been more births than deaths. In 2001, the Viennese balance of births boasted minus 1,776 persons, 2002 (-448), 2003 (-494). In 2004, 16,856 live births compared to 15,983 deaths (+873). In 2005, the Viennese balance of births showed a plus of 713 persons (16,740 live births; 16,027 deaths).

If the number of live births is differentiated by nationality or parents' country of birth, it shows that in the past five years more than half of all live births had a migration background with a continuing upward trend. If we apply the criteria of "at least one parent is not an Austrian national or not born in Austria" than 9,879 (59%) of all live-born children in 2005 had a migration background. Regarding the nationality of all live-born children it can be said that 19.3% of all live births are not nationals of Austria. In 2005, 3,247 out of 16,740 live-born children were foreign nationals. If we now differentiate foreign nationals by countries of origin, nationals of Serbia and Montenegro form the largest group with 23.5 %, followed by Turkish nationals with 15.9 %. More than 95% of all live-born children are nationals of non-EU countries.

In Vienna the following bigger religious communities recognised by the State can be found (2005): the Roman-Catholic Church (1874) with 717.674 members, the Protestant Church

Augsburg Confession (1874) (60,082), the Protestant Church Helvetian Confession (1874) (estimated 5,800), the Old Catholic Church (1877) (6,660), the Protestant Methodist Church in Austria (1951) (790), the Church of Jesus Christ of Saints of the Last Days (1955) (estimated 1,300), the Romanian Orthodox Church (1967) (approx. 2,500), the Russian Orthodox Church (1967) (approx. 1,200), the Serbian Orthodox Church (estimated 80,000), the Bulgarian Orthodox Church (approx. 15,000), the Greek Orthodox Church (approx. 10,000) the Armenian Apostolic Church (1972) (approx. 3,000), the New Apostolic Church (1975) (1,427), the Syrian Orthodox Church 1988) (approx. 3,000), the Israelite Culture Community (1874) (6,845), the Islamic Denomination (1912) (estimated 122,000) and the Austrian Buddhist Denomination (1983) (1,853) (1) The figures in brackets indicate the year of recognition by the state; the Estimates were done by Municipal Department No. 5 based on reports from 2003.

In 2005, 373,692 foreign nationals were gainfully employed throughout Austria, including 225,130 men and 148,553 women. Among 118,414 gainfully employed persons in Vienna 64,948 were men and 53,466 were women; this shows an increase in employed persons of foreign nationality of 3.5% over the previous year. The largest group by far, i.e. 27,805 persons, were employed in the service sector. Almost half of the persons of foreign nationality gainfully employed in Vienna in 2005, was employed in the following three sectors: Trade and repairs – 19,235 persons, construction business – 15,457, tourist accommodation and restaurant business – 13,366 persons. The number of employees with foreign nationality by sectors thus remains constant in long-term comparison. Only in the health, veterinary and social sectors with 6,013 gainfully employed persons the number was significantly higher than in the previous year with 5,440. The labour force potential of persons of foreign nationality increased in general. This increase both in the number of registered unemployed persons of foreign nationality (plus 8.6%) and in the number of gainfully employed persons (plus 3.5%) shows that this group of people is growing and increasingly hitting the labour market.

While among the Austrian resident population the majority are women with 52.3%, it is the other way round with residents of foreign nationality. Even though the number of women has been slightly increasing because more of them have been joining their husbands in Vienna for some years, women of foreign nationality are still a clear minority with a percentage of 47.7%. This gender distribution clearly reflects the history of immigration. In the 1960ies and 1970ies there was primarily labour immigration, i.e. immigration of mostly men. Only as a consequence of more male work migrants settling down in a more permanent way, family members started to join them in the second half of 1970ies.

The age structure of foreign residential population also significantly differs from the Austrian residential population, since the foreign population of Vienna is clearly younger than the Austrian. 43.6% of foreign nationals are aged between 25 and 45 years but only 29.6% of the Austrian nationals belong to this age group. On the other hand, approximately 25.3 % of Austrian nationals, but only 7.8% of the foreign population in the federal capital are over 60 years of age.

Table 1: Foreign Nationals by Gender and Citizenship (2005)

Citizenship	Men	Women	% in
Serbia and Montenegro	40,513	36,153	47.1

Turkey	21,173	18,728	46.9
Poland	11,673	9,937	45.9
Bosnia-Herzegovina	10,078	7,727	43.3
Croatia	9,231	7,684	45.4
Slovakia	2,306	4,054	63.7
Czech Republic	841	1,521	64.3

Source: MA 5

While in those groups of countries of origin, from which the majority of work migrants in Vienna traditionally come from, there are more men, the gender distribution of migrants from the Czech Republic and Slovakia is quite different. 64.3% of migrants from the Czech Republic and 63.7% of migrants from Slovakia are women. The percentage of women among immigrants from Turkey has clearly increased: While in 2001 the percentage of women amounted to 42.8%, it had already risen to 46.9% in 2005.

If we examine the number of gainfully employed persons in the federal capital by nationality, we will find that it remained quite constant for the larger countries of origin, except for Germany. The by far largest group are nationals from the successor countries of former Yugoslavia with 54,841 persons, followed by 16,976 persons of Turkish nationality, 13,685 persons from the EU-15 as well as 6,464 persons from Poland, 3,852 from the Czech Republic and Slovakia, 2,398 from Hungary and 2,771 from Romania. According to information provided by the Labour Market Service Vienna on the number of gainfully employed foreign nationals who require a work permit, this upward trend in employment figures continues in 2006. The increase, however, is unevenly distributed among the various nationalities. Nowadays, only few new employees come from "classical" countries of origin. For persons from Serbia and Montenegro this increase was only 0.4%, 3.7% for nationals from Bosnia-Herzegovina, 5.6% for Croatia and 4.4% for Turkey. Statistics show significant growth rates for persons from Central and Eastern European countries. So for Slovenia +11.3%, for Hungary +8.4%, for the Czech Republic +8.9%, for Slovakia +13.0%, for Bulgaria +10.4% and for Romania +14.8%.

2.3 The city authority: tier of government, responsibilities, structure (brief explanation)

Vienna is both a city and a federal province. The Mayor of Vienna thus is also the governor of a federal province, while the City Council also acts as a provincial diet, and the City Senate serves a double function as the City and Provincial Government. The City Councillors, currently 14, are part of the City Senate and politically responsible for specific areas (planning, environment, health, housing, traffic etc.). At the same time they are assigned heads of the departments of the City administration. The Social-Democratic party has been dominating the Viennese local government since the 1920ies.

Following a pilot project on decentralisation carried out in two of the larger municipal districts, the remaining 23 districts were decentralised in a second stage in 1987, in the course of which spheres of competence were substantially expanded and the municipal districts were allocated the task of budget administration. During a third stage in 1998, the scope of tasks and decision-making rights of the districts received further expansion.

The municipal districts are not independent legal persons but remain part of the municipality of Vienna. The district bodies are decentralised bodies of that municipality, a fact which is

reflected in both the Mayor's and the District Council's right of inspection. Each municipal district has a district representation elected by the citizens of that district. The so-called District Council consists of 40 to 60 members and is responsible for all major concerns of the district, as well as for adopting the district's budget and approving its final balance. At the head of each district there is a District Chairman, who chairs the District Council, represents the district and supports the Mayor in district affairs. The District Chairman is elected by the District Council.

In Vienna until now, there exists a corporatist form of social-democratic urban governance. Although Vienna is still a social-democratic governed city, the Viennese political-administrative system experienced some changes during recent years. These changes are challenged by increasing city competition, by the phenomenon of urban sprawl, by environmental challenges, by the task to fight social exclusion and poverty and last but not least by immigration. The traditional core of the political-administrative system in Vienna was built by a kind of universalistic welfare state on a local level.

Since the 1970s there was a shift from government to governance which is a term for the flexibilization of the institutional organisation of the public sector and a "shift from welfare to workfare". In Vienna a reorganisation of the political-administrative system with a focus on more horizontal and vertical integration of political structures took place. Simultaneously attempts were made to supplement the formal dimension of politics by informal rules and non-institutional forms of governing. The City Council established more open planning procedures and new participation processes. Competences were removed from the local government and shifted to public-private partnerships and private agencies.

A central aspect of political culture in Vienna is the principle of reconciliation of interests, rooted in the establishment of "social partnership". This is a specific Austrian form of corporatism – a network consisting of the state and employees (unions, chamber of work), as well as the employers' association (chamber of commerce, Federation of Austrian Industry) which is a specific form of conflict management.

3 The city's approach to diversity

3.1. Historical background: explaining reasons for the development of the city's approach, including influence of national policy and of the media

Before 1990 the "guest worker"-approach dominated the official view on migration affairs not only in Vienna but all over Austria. During the 1990s the basic conditions of immigration were changing. This means that the population segment with a migration background was becoming increasingly diversified with respect to origin, duration of residence in Vienna, age, educational achievements and social position.

In 1992 the Viennese Fund for Integration (WIF) was founded. It was the institution which provided migration-related information, language courses, programmes for kids to prepare for school and special programmes in the field of health care. A further important function of the WIF was counselling to prevent conflicts or offer mediation in the context of migration and

interethnic co-existence. In 1996 the function of an Executive City Councillor of Integration, women's issues, consumer protection and personnel moved the agenda of „integration“ into the city government.

After the liquidation of the Viennese Fund for Integration (WIF) the Municipal Department for “Integration and Diversity” (MA 17) was implemented in 2004. It incorporated parts of the staff and duties of the Viennese Fund for Integration. The staff of the Municipal Department 17 consists actually (Dec 2007) of 52 persons. The total budget is 10 million Euros including a budget for subventions of about 7 million. Detailed statistics about the subventions which are invested into diversity and integration measures are not available.

With the foundation of the Municipal Department 17, Vienna’s municipality has created a tool for development and monitoring tasks that can support the municipal administration in consistent mainstreaming. It is to be implemented in the framework of contract and quality management. Currently, appropriate tools are in the stadium of both being developed and applied. With this new municipal department now in place integration and diversity matters are more firmly embedded in the City Administration’s agenda. The new department is focused on preparing a sound basis for implementing and further developing Vienna’s integration and diversity policies. This includes, in particular, gaining better knowledge on migration circumstances, improving cultural sensitivity as well as recognizing and reducing access barriers in all spheres of life. The ultimate objective is to strengthen intercultural competencies for improved diversity management. The integration of migrants will be facilitated by accompanying measures. The tasks of MA 17 are:

- Proposing, promoting and implementing language courses and educational measures for migrants, especially with a view to settling newly arrived migrants;
- Supporting integration-relevant measures, projects and initiatives;
- Proposing and supporting model integration and diversity projects and measures initiated by the City of Vienna;
- Cooperating with internal and external partners and migrants organisations in particular;
- Monitoring and supporting developments and projects specific to integration in other provinces, at the federal, European, as well as the international level.

Vienna's integration policy has traditionally been characterised by efforts to overcome conflicts, the development of municipal strategies for problem areas as well as by the promotion of social integration of foreigners. Innovative measures and “integration” are firmly established as both objectives and points of reference of urban policy.

Because of the rising importance of integration affairs, the City of Vienna commissioned an extensive study with the twofold aim of analysing the situation in Vienna and the changing basic conditions on the one hand and examining future-oriented models and strategies implemented in European, Canadian and U.S. cities (“best practice models”) as well as deriving concrete recommendations for a Viennese “diversity policy” on the other hand. On the basis of these recommendations the decision for further development of Vienna's integration policy towards a Viennese policy of diversity as a highly ambitious task for the city was made.

Diversity policy was installed in Vienna in 2002. It is based on the common points of all persons living in this city and yet views the manifold differences between them as an important capital for future development.

Its higher objective lies in changing the self-image of a city with regard to its demographic, ethnic and cultural variety. As Vienna affirms this diversity, persons with a migration background are no longer considered primarily as a target group of social-political measures, but rather, quite simply, as Viennese citizens and a regular part of the population. Therefore the city itself – as political community and administration – is called upon to adapt to urban change and to change in their turn.

There are several levels of action. The city acts as a

- pacemaker
- a service provider
- an employer
- as a client (not yet realized)
- a promoter of social and democratic empowerment.

Time and again, Vienna has adopted a critical position towards federal regulations. At the federal level, integration policy is not really institutionally anchored (the Ministry of the Interior is responsible for integration but there is no special Secretary of Integration) and Vienna is leading the way with its integration policy in Austria.

The transposition of the EU non-discrimination framework directive into national law in 2004 was an important step to fight discrimination that also concerns Vienna's administration. On the one hand, all services provided by the City of Vienna must be consistent with the Viennese Non-Discrimination Act and on the other hand this law also protects persons employed by the City of Vienna from discrimination by their employer.

As a practical outcome of the EU non-discrimination directive in autumn 2004 the Department against Discrimination was founded. This department is responsible for complaints about discrimination of any kind. The main duties of the Department against Discrimination are the following:

- to support discriminated persons by information and advice
- the mediation between persons or groups in all kind of conflicts for finding a problem solution to which all persons involved agree
- the promotion of a dialogue with private organizations
- to stimulate and examine bills and regulations
- to organize basic surveys, to set measures for sensibilization. Further duties are the creation of greater awareness for the phenomenon of discrimination, the publication of anonym reports and recommendations in the context of anti-discrimination.

For intensifying the dialogue with non-governmental and governmental institutions in the field of anti-discrimination the Department participates regularly in a process of exchange of experiences. The concrete activities in the context of fighting against discrimination are

executed by the Independent Representative for the Protection of Employees (“Unabhängige Bedienstetenschutzbeauftragte, UBSB), who is completely independent from any instructions of other departments.

The City of Vienna is also giving substantial financial support to ZARA (“Association for courage of one’s convictions and anti-racism”). ZARA is up to now the only non-governmental organization in Austria which supports victims and witnesses of cases of racist discrimination. ZARA is also the editor of an important yearly report on racism.

The EU non-discrimination framework directive was adapted by the Law against Discrimination (ADG), the amendment of civil service law (1994) and the amendment of the law for contract workers 1995 (anti-discrimination amendment). The Viennese Law against Discrimination is banning discrimination of any kind because of racial, ethnic, religious, ideological or sexual orientation reasons. This law is valid for the sectors of social affairs, health, education, provision of public goods and service provision, including housing and self employment, insofar these affairs are part of the regulation competence of the City of Vienna. The amendment to civil service law is banning any discrimination because of reasons cited above by officials or contract workers of the municipality. Offenses against these regulations are punished under civil service law and under the disciplinary law of the City of Vienna. Both laws are banning direct and indirect discrimination, nuisance, insults, attempts at intimidation as well as victimisation (discrimination because of the assertion of legal rights or the participation in legal proceedings of such kind).

Vienna pursues an intensive media work for “integration”. All in all, the decision for diversity policy received mainly positive attention in local media. Since several years there is a special choice of pictures in all media of the City of Vienna. Photos and written texts refer to people with migration background and the city is careful that the subject of immigration and diversity is always “transported” in one or the other way. It is the city’s aim that immigration will become a normality in public consciousness. During recent years it became usual that advertisements are also published in media which are written in the migrants’ mother languages. Also a general process of increasing professionalisation of municipal information media took place. The Municipal Department No. 17 gives each support needed to other departments for example in editing their publications or in the translation of circuit diagrams. Municipal Department No. 17 grants also financial support to two projects in the context of professional qualification. The first one wants to qualify mainstream journalists for the ethnic communities (for example an excellent African journalist and his association “MMedia”), the second one offers special training for migrants’ associations in the fields of public relations and media work. Municipal Department No. 17 has also initiated a round table with journalists of some native language media. The Department supports these journalists in their contacts to the municipality and it also supports the public relations work of the municipal departments in the local ethnic communities. Thus, advice is given in both directions.

Concerning the funding and resourcing of diversity policy one has to say that the basic principle is that each municipal department is self-reliable for funding of each measure and department specific public relations. The Municipal Department 17 is able to grant a special budget for common innovative projects or to grant at least an initial project budget funding for measures in the field of diversity.

3.2. Objectives of the policy/approach; to which categories of the city's population it applies and to which sectors of employment, services and external agencies

Diversity policy is directed at the entire Viennese population independent of nationality, duration of residence or religion. In the field of "integration" the city offers measures to accompany establishment and integration especially directed at new immigrants (welcome folder, orientation consultations, job consultations, series of seminars; voucher for language training provided by the City of Vienna, special training courses for young people with up to 600 lessons, etc.).

The Municipal Department No. 17 closely co-operates with associations/communities in a much differentiated way in this field (learning assistance in co-operation with Roma associations, projects with employees/owners of Chinese restaurants).

3.3. Responsibility: elected representatives and officials

Diversity issues come under the responsibility of Executive City Councillor Sandra Frauenberger of the Executive Group for Integration, Women's Issues, Consumer Protection and Personnel, who definitely has executive functions. All City Councillors and departmental directors are responsible for this issue in their respective spheres of influence.

This top-down approach is essential for the implementation of diversity management. The support of the highest administrative level (Chief Executive Office) is also very important. The Chief Executive Office and the Central Personnel Service (Municipal Department 2) are responsible for personnel affairs and thus for diversity in employment.

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

The decision for diversity policy certainly also aims at organisations in the City of Vienna's sphere of influence or owned by it. For the time being, diversity standards are not used when awarding contracts to companies. There is, of course, an intensive exchange between employer and employee representatives/trade unions in the enterprise "City of Vienna". The trade unions are of considerable importance in the context of employment policy of the municipality. Their attitudes towards diversity matters are generally positive but depend on the concrete questions and problems. There are no restrictions for foreigners to join trade unions or to become an employee representative. Those representatives may not only represent foreign workers but the interests of natives as well. As a matter of fact the number of migrants who are representatives in trade unions is relatively modest but the exact number cannot be given. Among the key union persons who are dealing with the city employees there is actually nobody with migration background.

Furthermore, there are consultations, co-operations and joint projects both with the Chamber of Labour and the Chamber of Economy (e.g. in the field of "ethnic" economies).

There is also a lot of collaboration with non-governmental organisations: Municipal Department No. 17 promotes an umbrella organisation of migrants' associations, which primarily serves the representation of migrants. Furthermore, there are "ethnic" and local or topic-related working groups and conferences (association platforms in districts, platforms of

Asian or Roma associations). In addition, there is close co-operation in joint projects, e.g. co-operation with associations of migrant physicians in the field of health.

3.5. Policy and practice on monitoring progress

Progress is currently monitored on the bases of contract management (annual objectives in diversity management that are agreed by the department directors and the responsible City Councillor and Chief Executive Director (including the required indicators for the achievement of objectives). A monitoring system is being developed, i.e. a first preliminary work to register persons with a migration background has been completed (adaptation of personnel history sheets). The monitoring system will be based on a cooperation of administration and social sciences. A general monitoring report compiling the main results will be published every three years. Yearly compiled short reports are planned too. The first report will appear in 2008/9. Concerning the general design of monitoring two main areas must be differentiated:

- a. a monitoring of the status quo and the social climate in the context of living together,
- b. a monitoring of integration and diversity relevant activities and developments in the urban context.

The main general aims of the monitoring process are the following:

- to point out the actual status quo of diversity policy
- to observe the developments and changes
- to prepare a valid basis for the decision-making process of policy makers, municipal administration and urban planning
- to conduct an evaluation and coordination of priorities
- to help to make the public debate more objective and to introduce more transparency into it.

The most relevant special aims of diversity monitoring are:

- a survey and analysis of diversity relevant measures and processes on a strategic and operative level
- a differentiated overall view and description of the activities which exceeds by far a pure compilation of single measures
- the promotion and creation of greater awareness in the municipal departments and the production of a synergetic surplus value.

The most important dimensions of the monitoring process are:

- the clients (their starting-points, concrete needs, measures, activities, results)
- the staff (their starting-points, concrete needs, measures, activities, results)
- strategies and planning (relevant measures, activities, results).

The monitoring procedure consists of four steps:

1. a selection of the organisations on the basis of their diversity relevance. Criteria for this selection are: the quantity of contacts with clients with migration background, organisations and departments with a numerically important staff, the existence of structures with diversity relevance
2. half-standardized interviews with the heads of the departments: These interviews will produce a synergistic additional value. The compilation of information helps to establish contacts, the discursive approach guarantees a more in-depth insight and improves the quality of data material. Besides the discursive approach will increase a greater awareness of diversity policy goals.
3. As a third step the results will be compiled as a publication.
4. The results will be distributed over the relevant municipal departments.

Actually the monitoring process is in the status of going on and preliminary results are not available.

3.6. Key challenges faced in implementation and broad lessons learnt (details are covered in subsequent sections)

The challenge was inherent to the approach, since diversity is an issue that requires concrete implementation in all departments and cannot be the task of one specialised department. Therefore the entire administration, with special regard to the level of seniority, has to be sensitised and corresponding measures need to be developed.

The City of Vienna has opted for a quite pragmatic approach and tries to work on concrete advantages for all persons involved (“win-win” situations for employees and clients). This approach and the fact that it is embedded in quality management make it easier to receive the necessary support. The City of Vienna wants to sensitise and involve all relevant departments in the implementation of diversity policy. There are special seminars held in the Administrative Academy which are for people in management positions as well as for other municipal staff. Reports and videos about the specific problems of employees with migration background are sent in the intranet of the City of Vienna and also published in the staff newspapers.

It is not easy to answer the question in which way diversity management is integrated into quality management. One reason is that the understanding of quality management in the city administration is a quite complex matter. It is important to note that the Municipal Department No. 17 is actually working on additional indicators of diversity in the broader context of the quality system CAF.

3.7. Potential future policy development

Currently the city does not consider any developments in its overall approach. A broad party majority supports the policy of diversity in the city council. It is the implementation of this policy of diversity that poses challenges for the future, e.g. development of monitoring/evaluation.

4 Employment: policy, practice and outcomes

4.1. Profile of city employees: data

As per 31 March, 2007 the City of Vienna employed 65,014 persons (incl. employees on maternity leave, excl. apprentices, seasonal employees and teachers). The City of Vienna employs persons with a migration background in all fields of activities and on various hierarchical levels. There are, however, no special analyses about employees with a migration background available. It must be admitted that a systematic registration would be necessary in Vienna. Of course data about foreign citizens in the municipal staff is available but migration background was until now not systematically registered. This is an important difference to, for example, the usances in the Netherlands and Great Britain which are characterized by a different tradition of registration. Vienna has just started a discussion about future concepts of registration. The personal dossiers of the city's employees are available in the different departments. These sources can give information about the place of birth of each person but are not available in digitalized form. This will not be easy because of the great number of municipal staff and because this matter is a very sensible one. It is a fact that some employees with migration background don't want to be categorized as migrants.

Of course the future goal of a systematic registration is clear but before it can be put into reality a lot of communication work and further preparations are necessary. Actually the strategy is to make such subsequent registrations in the context of implementation of diversity management in the different municipal departments. It is absolutely necessary to embed those registrations into an intensive process of communication. An isolated survey about personnel with migration background would be confronted with a lot of resistance because many people would be suspicious why the employer wants to know these "private" data. As a first step towards a systematic registration of migration background existing language knowledge was registered among the whole municipal staff.

The requirements to migrants are identical to those applicable to employees without migration background. The city's policy in relation to the employment of people with a migration background can be summarized as follows: For Vienna municipality as employer it is important to have qualified employees for the municipal administration, who can increase efficiency in municipal administration and influence the image of the municipal administration in Vienna. If these employees or applicants are interested in their clients concerns, can even provide assistance in various languages and take into consideration culture-related differences, they are especially welcome. In this context applicants with a migration background are precisely recruited. The city of Vienna plans to continue with this development in the future.

4.2. Employment diversity policy including target sections of the population to which it is directed and occupations covered

Regarding the employment of persons with a migration background it should be remarked that there is no differentiation by concrete target groups (new immigrants, long-term resident immigrants, etc.) in this context.

Furthermore there is no special quota system for persons with a migration background. Every vacancy is filled with the best-qualified applicant, with a preliminarily defined requirement profile forming the basis of selection. It goes without saying that in those jobs – usually requiring personal contact with clients –, where special qualifications of persons with a migration background play an important role (e.g. knowledge of Turkish language), more persons with a migration background are employed. If the required qualifications are there and the requirement profile is met, there are no vacancies that cannot be filled with persons with a migration background. Austrian nationality is not required for employment as municipal official on contract.

4.3. Challenges and tensions in development and implementation of policy

According to the informations given by the officials of the municipality there were no tensions reported within the staff of the city or sections of it when diversity policy was implemented.

4.4. Recruitment, training and promotion

For (internal and external) staffing the provisions of the Viennese Equal Treatment Act need to be obliged with, according to which (excerpt)

“no person shall be directly or indirectly discriminated because of his/her gender (...), especially not

1. when defining the employment status,
2. when defining the salary,
3. when granting unsolicited social benefits that are not part of the salary,
4. for measures of education and further education including re-training and practical professional experience,
5. with regard to professional career, especially in the case of promotion and appointment for more significant tasks (functions),
6. with regard to the other working conditions and
7. when terminating the employment.”

Furthermore, it is essential to point out Articles 5-9, since the Viennese Anti-Discrimination Act also contains provisions referring to this context.

Currently there are no offers of employment aimed at the target group of “migrants” only. On the Internet site of the City of Vienna (“vacancies”), however, migrants are explicitly addressed and invited to apply for a job.

Regarding offers for training and further education for migrants it must be referred to the demand-oriented training courses at the Administrative Academy of the City of Vienna (e.g. language training for German, Turkish, Bosnian, Serbian and Croatian). In summer 2007, four persons of African origin worked as trainees within the Viennese municipal administration. There were also proactive measures installed to motivate employees with a migration background to participate into training courses. There are measures which give special support to migrants in the application process and distribute informations about job

possibilities. These informations are usually distributed on job information events, in schools and in cooperation with the University for Applied Sciences, Dept. for Social Work. The Municipal Department 2 distributes informations for young people about apprenticeship in the municipality. Good job opportunities for migrants exist in Vienna's police, in kindergartens and in the health sector (hospitals). The City of Vienna also offers special preparation courses for migrants to go successfully through tests and special trainings.

The Administrative Academy of the City of Vienna offers a broad range of training courses for all municipal employees, irrespective of their migration background. The same criteria of access to further professional training apply to all employees. In order to increase inter-cultural aspects in customer orientation, various seminars on migration, integration and diversity are available. On the one hand executives are to be sensitised for these issues and on the other hand employees, who have lots of migrants among their clients, are to receive the possibility of improving their inter-cultural competence. Furthermore, the academy offers German language training for persons whose native language is not German.

As a matter of fact there is no data available describing the success in employment of persons with a migration background.

The municipal policy also covers non-discrimination in promotion procedures. All promotions are based on the requirements for employees of the City of Vienna, laid down in the municipal promotion guidelines.

4.5. Equal pay and working conditions

Of course Vienna's diversity policy provides for equal payment and conditions with workers who have a migration background, The same legal provisions apply to all employees; for municipal officials on contract the "Municipal Employment Code" (VBO 1995) and for civil servants of the City of Vienna the "Official Regulation" (DO 1994) defines the legal framework. Salaries and remunerations are regulated by the „Remuneration Ordinance" (BO 1994) of the City of Vienna.

4.6. Harassment

The diversity policy also covers harassment. The City of Vienna established a harassment helpdesk on October 2, 2006. It is the primary contact point for municipal employees directly or indirectly affected by harassment. The harassment helpdesk is located in the office of the independent officer for occupational safety and health of the City of Vienna. There are no numerical statistics how many people have contacted the helpdesk since 2006. The time-span since its installation is relatively short so actually nothing can be said about possible trends over time.

When the Viennese Anti-Discrimination Act entered into force in September 2004, the independent officer for occupational health and safety was commissioned to act also as "officer for anti-discrimination issues" on behalf of the City of Vienna. Any municipal employee who supposes to be affected by harassment in his or her job can turn to this office.

4.7 Accommodation of cultural and religious needs

In the religious context the following provisions have been made on behalf of the employees:

- A document on general principles for hospitals (KAV) regulates the right to wear a headscarf for religious reasons.
- Menu schemes, for example, in hospitals or nursery schools always offer one meal without meat or without pork. The "meal vouchers" provided by the municipal administration can be used in many different restaurants.
- The General Hospital offers prayer rooms for various religious denominations.

4.8 Health and safety

Actually no special measures in this field are reported by the Municipality of Vienna.

4.9 Induction and language tuition

Concerning language tuition the Administrative Academy of the City of Vienna offers various levels of German language training on demand for the employees.

4.10 Recognition of qualifications

For employees with a migration background the nostrification of diplomas which were obtained abroad is possible. Time and again the personnel department has to deal with the issue of recognition of foreign certificates and diplomas. The decision about the recognition of general professional experiences and school education is made by the municipal department which will employ the foreign applicant. The formal recognition process is under the responsibility of Municipal Department 2 („Personalamt“) but is determined by bilateral agreements about the recognition of qualifications. In cases of recognition the Municipal Department 2 does not play the role of the decision-making institution but has to examine the equality of the qualifications, often on the basis of expertises which are supplied by the Austrian Ministry of Education. The Municipal Department 2 does not make the formal nostrification but examines if the preconditions for nostrification are fulfilled by the applicant. It is unknown how many applications were made and how many of these were successful. The waiting time until nostrification differs from application to application.

4.11 Complaints

There are clear rules/regulations (e.g. disciplinary law) governing complaints and disciplinary measures that apply to all employees equally and have to be complied with. There are no differences in the application of the discipline system to staff with a migration background.

4.12 Special initiatives

In 2006/2007 a co-operation with the post-secondary technical college for social work was started as a pilot project. Special campaigns for migrants and information events as well as additional training courses (technical German, but also English) were organised as preparation for the selection procedure as well as at the start of the study course.

In 2006 a special counseling center (“Perspektive”) was founded which supports asylum seekers for gaining a foothold on the labour market, provides further education and helps in the process of recognition of qualifications. „Perspektive“ is maintained by the Advice Center for Migrants. Migrants can also get financial support for further training from the Viennese Funds for the Promotion of Employees (Wiener ArbeitnehmerInnen Förderungsfond, WAFF), which is funded by the City of Vienna and is an institution which is responsible for supporting further education. In 2007 a Competence Center for professional beginners was founded which is financially supported by Municipal Department 17. This Competence Center provides migrants with help in the process of recognition of qualifications. Both projects are run in close cooperation with the Austrian Labour Market Service (AMS). If the nostrification of foreign diplomas is bound to some further education the Viennese Funds for the Promotion of Employees and Labour Market Service (AMS) are financing the additional courses which are necessary. There are special qualification programs for certain professional groups, for example in geriatric nursing. All these initiatives and supporting measures are not only open for migrants who want to become employed in the municipality but also for those who want to gain a foothold on the Viennese labour market in general.

4.13 Monitoring

Currently there is no monitoring. For cases of discrimination there exists an independent discrimination helpdesk as a contact point.

4.14 Impact of policy and lessons learnt

Currently there is no general evidence of the effectiveness of the initiated measures. In general, however, it is favourable for the city's approach, that more and more migrants of the 2nd generation gradually show higher levels of education (qualification for university entrance, post-secondary education). There are no comparative figures of the Austrian Republic and the City of Vienna available regarding employment of persons with a migration background. For the federal level no measures or objectives are available (except for the Viennese police force – it is currently developing such a project in co-operation with Municipal Department No. 17). Thus, it is hardly possible to say anything concrete about lessons that can be learned.

5 Diversity in service provision

Quality and controlling for diversity policy in service provision comes under the responsibility of the Chief Executive Office (MD-OS). In the various departments the respective directors are responsible. Municipal Department No.17 is a specialised department that provides internal services and helps other departments with the implementation of measures in the sectors personnel, client relations and products, but Municipal Department No. 17 is not superior to other specialised departments.

5.1 Services provided and contracted out

The main services provided by the city or by organizations under the municipality's control which are relevant to people with a migration background are the following:

- Municipal Department No. 10 (Vienna Children's Day Care Centres)
- Municipal Department No. 11 (Youth and Family Welfare Office – MA 11 is responsible for the support of families and the protection of children and juveniles. At the same time, it offers comprehensive consultation as service facility for families offering parent-child centres and consultation facilities as well as protective and other institutions for children.
- Municipal Department No. 17 (Integration and Diversity): Services for migrants, promotion of projects relevant to integration and accompanying measures for residence (language training courses and education measures, low-threshold information); moreover, it serves as an interface between migrants' organisations, NGOs and the City of Vienna.
- Municipal Department No. 35 (Immigration, Citizenship and Registry Offices).
- Municipal Department No. 57 (Promotion and Co-ordination of Women's Issues) – It advocates a gender-balanced society – a society that offers women and men equal job and life opportunities. Important measures, for example, are facilities to protect women and girls from violence (battered women's shelters), emergency telephone service for women and girls and the promotion of women's projects.
- Enterprise "Vienna Hospital Association" (Association of public hospitals and geriatric centres in Vienna).
- Enterprise "Housing in Vienna" (Municipal housing as well as administration and maintenance of housing owned by the City of Vienna) as well as MA 50.
- Vienna Social Fund: The Vienna Social Fund is a tool for the implementation of the city's social policy. The City of Vienna has defined the following tasks for it: Improvement of health and health awareness among the Viennese population, support for persons in need with regard to basic needs including housing and work as well as medical, psychological and social consultation, treatment and care.

In addition the City of Vienna also funds services also for migrants in all fields or subsidise projects. This includes associations/projects of persons of a certain origin or belonging to a certain religious denomination even though this is not the majority of projects. In the field of integration or art/cultures there are more such projects that receive target-group-related subsidies. Of course, the list of organizations given above is not comprehensive of all services which are provided by the City of Vienna. It must be understood as a list of the main services because a complete list would be out of proportion.

For the whole municipal services it cannot be answered how much money is contracted out and to how many organisations per year. There must also be made a strict differentiation between subventions and the contracting out of services. During the 1990s public transport and the energy sector were hived off from the municipality but no services which are specifically relevant to people with a migration background.

5.2 Diversity policy in services including target sections of population and services covered

The city aims at increased customer orientation and service quality. According to these objectives, migrants, who possibly have different needs, should also get the same quality of service as other clients – person-related specialised services on a regular basis. This does not only mean accessibility and non-discrimination, but also

- reasonable consideration of special needs and corresponding further development in view of customer information (examples: Information material in several languages available at www.wien.at),
- information events in migrants' districts and for migrant's organisations,
- co-operations with newspapers/media in their mother tongues,
- the development of new products and adaptation of existing ones (examples: “barbecue officers that speak the migrants’ mother tongues”, further development of the “visiting service” for elderly migrants, support projects for “ethnic” economy etc),
- improvement of service quality (e.g. multilingual help to fill in forms including registration cards, multilingual employees in client zones),
- the development of special projects (training of volunteers for debtors' consultation centres in co-operation with associations) etc.

Separate facilities “for migrants” are to be set up only if necessary and required. In order to promote diversity, we provide differentiated offers, adapted to the various needs in routine business. The administration plans further developments in the future, but no significant changes.

5.3. Employment profile of service providers

There is no information available about the employment profile of service providers. Also a breakdown of the employment data showing in which occupations and at what levels of seniority people with a migration background are working is not possible now.

5.4 Access to services

The policy addresses barriers to accessing services. This is an essential aspect of Viennese policy. Multilingual written information material is provided in many fields (ranging from registration cards and health information to waste separation and business start-ups). Last year, extensive multilingual pages were added to the City of Vienna's website. There are co-operations with native-language media. Since “word of mouth” is important to this target group, we additionally offer training courses for multipliers and information events for associations. In some areas (children's day care centres, Department for Youth and Family Welfare, hospitals) multilingual employees/interpreters/mediators of culture provide additional assistance. In order to improve communication it is an important task to increase the number of multilingual employees.

5.5 Monitoring of access and outcomes identified

There are several kinds of monitoring: The independent office for anti-discrimination is available to victims of harassment by municipal employees. The City commissions studies on a regular basis to find out about satisfaction with municipal services and their publicity (e.g. “Life in Vienna II”). All departments make regular client surveys with an increased focus on clients with a migration background. The various departments have quite differing data/observations on the number of clients of “foreign nationality” or with a “migration background”.

Concerning access outcomes and the extent of using essential services data for some areas is available. It is a usual standard that all municipal departments make clients surveys of customer satisfaction. The compiled results of all departments are not available. Actually some departments are thinking over more differentiated surveys about clients satisfaction but no decisions have been made yet. In the survey “Life in Vienna II” (2002) the publicity of and the satisfaction with the municipal services were recorded among migrants and natives. On important result was that municipal services are more well-known among the natives than among migrants. Among the latter people from former Yugoslavia are much better informed than migrants of Turkish origin. The degree of satisfaction with municipal services is significantly lower among the Turkish community than among former Yugoslavs.

Among the migrants who know about the services those opportunities are frequently used. In migrant communities the diffusion of information much more often runs through informal channels of friends and relatives than through media as information folders or the World Wide Web.

5.6 Cultural awareness of staff

The City also provides training and information in this field. An important aspect is further education: Trainings for executives and employees are provided by the Administrative Academy and the various departments. Some departments have their own training programmes, focussing on “intercultural competence” in varying detail. Training: Apprentices of the City of Vienna are provided with a seminar of several days that is part of their training; the vocational school for apprentices offers “intercultural education” as (optional) subject, which is selected by most apprentices. This subject is also part of the training for nurses, kindergarten teachers etc.

5.7. Discrimination against service users

In this context an excerpt from the Viennese Anti-Discrimination Act is relevant:

Article 1.

Scope of Application

(1) The provisions of this law shall apply to the following issues of the province and the municipality, if these issues come under the regulatory competence of the province:

1. Social affairs;
2. Health;

3. Education;
4. Access to and supply of goods and services, available to the general public, including housing;
5. Access to self-employment.

(2) Regarding the issues indicated in Article 1 the following areas of competence are within the scope of this law:

1. Territorial administration of the province and the municipality;
2. Private sector administration of the province and the municipality;
3. Management of public tasks by outsourced and other private legal entities commissioned by the province or the municipality.

(...)

Article 2.

Ban on Discrimination

(1) Within the scope (Article 1) of this law any

1. indirect discrimination (Article 3 Par. 1),
2. direct discrimination (Article 1 Par. 2) and
3. harassment (Article 3 Par. 3)

of natural persons for reasons of race or ethnicity, religion, view of life, age or sexual orientation as well as incitement of a person to perform such discrimination or harassment shall be prohibited. (...)

5.8 Special initiatives

In the framework of “newcomer training”, i.e. information seminar of several days for new employees of the City of Vienna, there is also a focus on “diversity” to ensure sensitisation from the very beginning.

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

Actually there is no evidence that the city’s approach has had an impact on access to and quality of services for people with a migration background. As a particular example of initiatives which have been successful, the City of Vienna’s management of apprentices deserves to be emphasised. The City of Vienna trains 800 apprentices in 30 professions and tries to increase the number of apprentices with a migration background. The City of Vienna advertises this opportunity in multilingual folders as well as on its website to canvass apprentices with a migration background. All apprentices get information on diversity already in the course of their training. There is a special offer for the profession of “clerk”. The apprentices’ training offers the optional subject of “intercultural education” with one lesson per week for all three years of apprenticeship and provides basic knowledge on migration, culture-related issues, communication, ethics, etc. It was possible to gradually increase the number of apprentices with a migration background every year.

6 Conclusion: Key challenges, lessons and learning for CLIP

Vienna's integration policy has traditionally been characterised by efforts to overcome conflicts, the development of municipal strategies for problem areas as well as by the promotion of social integration of foreigners. Innovative measures and “integration” are firmly established as both objectives and points of reference of urban policy.

Diversity policy was installed in Vienna in 2002. It is based on the common points of all persons living in this city and yet views the manifold differences between them as an important capital for future development. Persons with a migration background are no longer considered primarily as a target group of social-political measures, but rather, quite simply, as Viennese citizens and a regular part of the population. The initiator of Vienna's diversity policy is Municipal Department for “Integration and Diversity” (MA 17). This Department is a tool for development and monitoring tasks that can support the municipal administration in consistent mainstreaming. Its ultimate objective is to strengthen intercultural competencies for improved diversity management.

One has to differentiate between several levels of action. The city acts as a pacemaker, a service provider, an employer and a promoter of social and democratic empowerment.

Vienna has adopted a critical position towards federal regulations. At the federal level, integration policy is not really institutionally anchored and Vienna is leading the way with its integration policy in Austria. The transposition of the EU non-discrimination framework directive into national law in 2004 was an important step to fight discrimination that also concerns Vienna's administration. On the one hand, all services provided by the City of Vienna must be consistent with the Viennese Non-Discrimination Act and on the other hand this law also protects persons employed by the City of Vienna from discrimination by their employer.

Diversity issues come under the responsibility of Executive City Councillor Mrs Sandra Frauenberger of the Executive Group for Integration, Women's Issues, Consumer Protection and Personnel, who definitely attend to her executive functions. All City Councillors and departmental directors are responsible for this issue in their respective spheres of influence. This top-down approach is essential for the implementation of diversity management.

The decision for diversity policy certainly also aims at organisations in the City of Vienna's sphere of influence or owned by it. For the time being, diversity standards are not used when awarding contracts to companies. There is, of course, an intensive exchange between employer and employee representatives/trade unions in the enterprise “City of Vienna”.

There is also a lot of collaboration with non-governmental organisations. For intensifying the dialogue with non-governmental and governmental institutions in the field of anti-discrimination Municipal Department 17 participates regularly in a process of exchange of experiences. The concrete activities in the context of fighting against discrimination are executed by the Independent Representative for the Protection of Employees (“Unabhängige Bedienstetenschutzbeauftragte, UBSB), who is completely independent from any instructions of other departments.

The City of Vienna also pursues intensive media work for “integration”. All in all, the decision for diversity policy received mainly positive attention in local media. Since several years there is a special choice of pictures in all media of the City of Vienna. Photos and written texts refer to people with migration background and the city is careful that the subject of immigration and diversity is always “transported” in one or the other way. During recent years it became usual that advertisements are also published in media which are written in the migrants’ mother languages. Also a general process of increasing professionalisation of municipal information media took place. The Municipal Department No. 17 also gives each support needed to other departments for example in editing their publications or in the translation of circuit diagrams.

Municipal Department No. 17 grants also financial support to two projects in the context of professional qualification. The first one wants to qualify mainstream journalists for the ethnic communities (for example an excellent African journalist and his association “MMedia”), the second one offers special training for migrants’ associations in the fields of public relations and media work.

There is also intensive work on a monitoring system of diversity policy. This monitoring will be based on a cooperation of administration and social sciences. A general monitoring report compiling the main results will be published every three years. Yearly compiled short reports are planned too. The first report will appear in 2008/9. The monitoring procedure consists of four steps: a selection of the organisations on the basis of their diversity relevance, interviews with the heads of the departments, a publication and the distribution of resulted over the relevant municipal departments. Actually the monitoring process is going on and preliminary results are not available.

All in all the City of Vienna has opted for a quite pragmatic approach in diversity management and tries to work on concrete advantages for all persons involved (“win-win” situations for employees and clients). This approach seems to be the most profitable.

Regarding offers for training and further education for migrants it must be referred to the demand-oriented training courses at the Administrative Academy of the City of Vienna (e.g. language training for German, Turkish, Bosnian, Serbian and Croatian). In summer 2007, four persons of African origin worked as trainees within the Viennese municipal administration. There were also proactive measures installed to motivate employees with a migration background to participate into training courses. There are measures which give special support to migrants in the application process and distribute informations about job possibilities. These informations are usually distributed on job information events, in schools and in cooperation with the University for Applied Sciences, Dept. for Social Work. The Municipal Department 2 distributes informations for young people about apprenticeship in the municipality. Good job opportunities for migrants exist in Vienna’s police, in kindergartens and in the health sector (hospitals). The City of Vienna also offers special preparation courses for migrants to go successfully through tests and special trainings.

The Administrative Academy of the City of Vienna offers a broad range of training courses for all municipal employees, irrespective of their migration background. The same criteria of access to further professional training apply to all employees. In order to increase inter-cultural aspects in customer orientation, various seminars on migration, integration and diversity are available. Executives are to be sensitised for these issues and on the other hand

employees, who have lots of migrants among their clients, are to receive the possibility of improving their inter-cultural competence.

A general and not specific Viennese problem is missing information. It would be an advantage to get more clearness about any missing information. Is this information really unavailable or is it merely unknown for the time being and why is it unavailable?

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Appendix

The following persons in the municipality were contacted directly; the meetings took place on 24-09-2007:

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