

MONITORING INTEGRATION DIVERSITY

VIENNA 2009 – 2011

SHORT VERSION



MONITORING INTEGRATION AND DIVERSITY IN THE CITY OF VIENNA

The City of Vienna has been monitoring integration and diversity since 2008. The resulting report, the Integration and Diversity Monitor, serves as a compass for the city, which shows Vienna's current position with regard to integration and diversity and the development over the past few years. The Monitor draws attention to the challenges posed to Vienna's integration and diversity policies.

As a special feature of monitoring integration and diversity Vienna puts the focus on its own politics and administration (**Diversity Monitor, DM**) and analyses it critically. It also collects and analyses administrative data to measure the degree of equality and integration of migrants in comparison with the host society, especially with regard to equal access to participation, social positions, goods and services (**Integration Monitor, IM**).

2nd Vienna Integration and Diversity Monitor 2009 – 2011

Since the public presentation of the 1st Vienna Monitor in April 2010 the key figures have been further developed, the basic data has been improved, and the interpretations have been deepened in cooperation with departments of the Vienna City Administration, the scientific and research community. The now available 2nd Integration and Diversity Monitor for the first time provides the opportunity to illustrate developments and make changes visible.

The results of the 2nd Integration and Diversity Monitor give an insight into nine topics of integration and diversity including immigration as well as use of public space, participation in education as well as income levels and standard of living of Viennese households (IM). They also reflect the diversity status of 28 Municipal Departments and affiliated organisations (DM), which are also connected to the nine topics.

The Monitor includes an introduction on the importance of integration and diversity policies as well as an analysis of the competences of the City and Province of Vienna against the backdrop of the division of competences between the federal government, the provinces and the municipalities.

The reports (monitors) on monitoring integration and diversity in Vienna are available for download from the internet in accessible versions.

Monitoring Integration and Diversity

- Instruments to tackle the topic in a more objective way and make it visible
- Measuring, monitoring and evaluating the status, implementation and changes with regard to the
 - Integration status of the Viennese population (IM)
 - Implementation of integration-oriented diversity policies in the City of Vienna (DM)
- Continuous reporting (Monitor)

Download available at

<https://www.wien.gv.at/menschen/integration/grundlagen/monitoring/index.html>



The system of monitoring integration and diversity in Vienna

Monitoring makes processes of change visible and supports the assessment of social and economic developments. It also shows whether the response of politics and administration to these changes has been reasonable and appropriate. Integration monitoring analyses the development of social integration processes in Vienna. Diversity monitoring analyses the processes of implementing integration-oriented diversity management by the City of Vienna. In accordance with the Vienna Integration and Diversity Concept, diversity management by the City of Vienna focuses on the ethnic/socio-cultural background in connection with gender and age.

Both Monitors are linked in order to create an objective basis for the political and administrative activities of the City of Vienna. Due to the complex situation with regard to the allocation of competences in the area of integration in Austria and different influencing factors in areas that are relevant for integration, it is currently not possible to define direct interdependences between the City's diversity policies and the integration status of the Viennese population. However, through systematic and continuing monitoring, the City of Vienna receives a rational basis for decision-making to implement measures and strategies in its sphere of competence.

Integration and diversity in nine areas of life

The monitoring process analyses the integration status of society and the status of diversity management of City Administration departments and affiliated organisations in nine areas of life. These nine areas are identical with important areas of local policies. However, it should be underlined that Vienna cannot act autonomously but depends on federal regulations to a considerable extent. The report illustrates the political and institutional context and the scope of competences of Vienna as municipality and province for all nine areas of life. The description also helps understand the results of the Integration Monitor and defines the scope for integration-oriented diversity management in the City Administration.

The nine topics of the 2nd Vienna Integration and Diversity Monitor

- Equality & participation
- Education, further education & training
- Employment & labour market
- Income & social security
- Healthcare & care of the elderly
- Housing
- Infrastructure
- Culture & leisure
- Public space, neighbourly living & social climate

Vienna as an immigration city

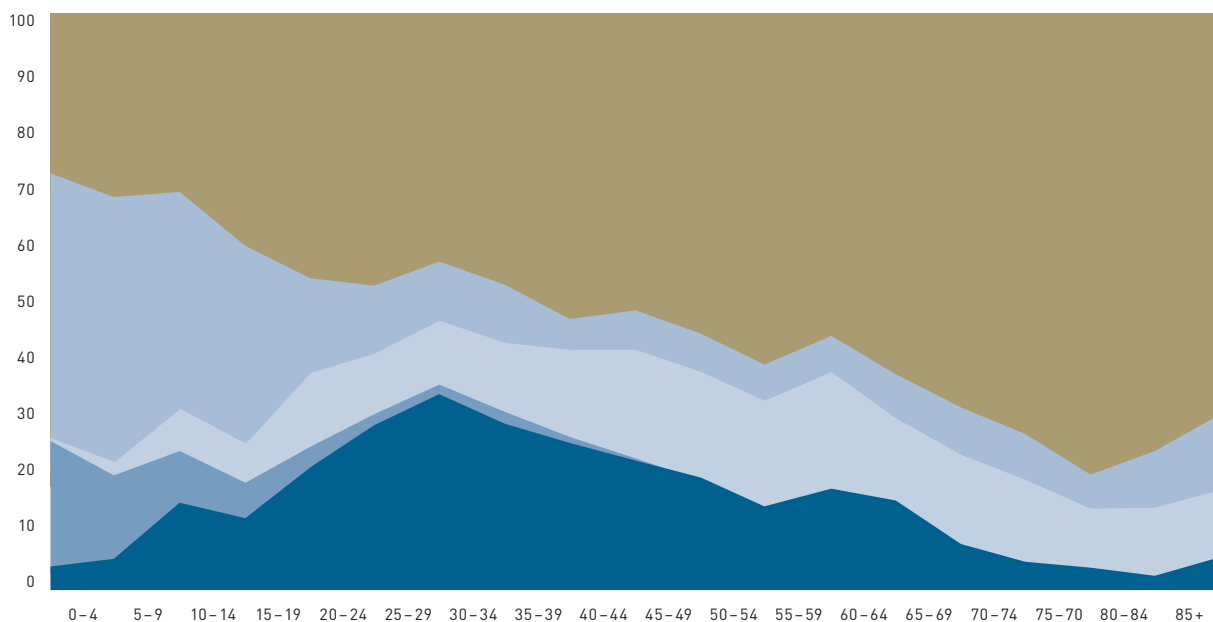
In early 2011, Vienna had a population of 1,714,142. Compared to 2009 this was an increase by about 27,000 people, which means that the Viennese population increased by about 1.6% between 2009 and 2011.

In the past decades, Vienna's population growth was mainly due to net inward migration from abroad. Since 2004, however, Vienna has also had a positive birth rate, and since 2009 a net inward migration from other Austrian provinces.

About two thirds of foreign citizens, who made up 21% of the Viennese population in early 2011, held the citizenship of a third country (non-EU or associated countries), and about one third of them were citizens of EU member states. More than 500,000 Viennese (31%) were born abroad. 49% of Viennese had a migration background (i.e. either they or at least one of their parents were born abroad).

The distribution by age group suggests that the development towards a diverse society will continue in the next few years. Depending on the age group between 45% and 55% of Viennese between 20 and 40 years of age have a migration background. The share is particularly high among children and young people: the percentage of children who immigrated to Austria or were born in Austria but have at least one migrant parent is at nearly 70%

Viennese population according to migration background and age



- Born in Austria, Austrian citizenship, no migration background (51%*)
- Second generation: born in Austria, Austrian citizenship, at least one parent born abroad (15%*)
- First generation: Austrian citizenship, born abroad (13%*)
- Second generation: foreign citizenship, born in Austria (3%*)
- First generation: foreign citizenship and born abroad (18%*)

* All age groups

Source: Household panel (Mikrozensus), mid-2010 to mid-2011, figures from Centre for Social Innovation (ZSI).

Vienna Integration Monitor 2009 – 2011

Core results

Developments that are relevant for migration (e.g. right of freedom of movement in the enlarged EU, tightened legal regulations for third-country nationals at federal level) have resulted in a significant change of the composition of people immigrating to Vienna with regard to the countries of origin, age groups, reasons for migration as well as intentions and possibilities to stay in the country. The demands presented to integration and diversity policies in Vienna have shifted accordingly. Changes become visible and noticeable in the very place where they happen, i.e. at the local level. However, the responsibility for integration and diversity often lies at the national, i.e. federal, level. It has come to show that the restrictive legal regulations at federal level have increasingly had negative effects on integration processes at the local level. In areas where federal regulations do not apply, the city both has options as well as the responsibility to provide and promote equal opportunities and alternatives for integration.

• Integration through equality and participation

Security of residence can be defined as giving migrants a long-term perspective to stay in the country, free access to the labour market and equal social (security) rights. This is currently guaranteed for third-country nationals holding the residence permit “permanent residence status-EU (including a permanent work permit)”. In late 2010, about 67% of the 200,060 third-country nationals residing in Austria and holding a residence permit held a “permanent residence status – EU (including a permanent work permit)” or another adequate permit. The number was at 61% in late 2008. This means that an increasing number of third-country nationals enjoy security of residence and equal rights in many areas of life. This positive trend, however, has been accompanied by increasingly harsh aliens’ and citizenship regulations that prevent full legal equality and political participation. Against the backdrop of decreasing naturalisation rates and the development of international migration, the number of foreign nationals (about 370,000 as of January 1, 2011) who are excluded from democratic rights and therefore from decision-making processes has been rising. This problem is reflected in the fact that 21% of the Viennese population of voting age is excluded from voting rights at the federal and local level.

• Integration through education

An increasing number of people from the immigrant population reach higher levels of education. This is owed to integration efforts and successes both of the immigrant population and the education system. New immigrants as well as the young migrant generation are better educated. 50% of new immigrants have at least completed upper level secondary schooling, and about half of the young migrant generation (15 to 29 years of age) are better educated than their parents.

• Integration through employment and social security

Lack of gainful employment and a low income considerably reduce the scope of opportunities and hinder the integration process. The results of the Monitor illustrate the urgent need for action in the fight against poverty and for social justice. Even though Viennese households in general have seen an increase in their household income, the income gap between the long-term resident immigrant population and households without a migration background has persisted. It is obvious that good education is not the only factor to improve the income situation of immigrant households. Third-country nationals are particularly disadvantaged and faced with hardship.

• Integration through recognition of potentials and competences

Persons with a migration background, particularly those from third countries, have weak job opportunities, in particular due to professional downgrading because their qualifications acquired abroad are not recognised. It is noticeable across all topics and areas of life that not recognising potentials and competences results in a weak position on the labour market and in society in general. The recognition of qualifications acquired abroad also seems to depend on the reputation of the country of origin. There is quite a gap between old EU member states and Austria on the one hand and new EU member states and third countries on the other hand. This gap also persists despite comparable levels of education such as a university degree. Even if the degree was acquired in Austria the fact that one parent has a migration background obviously influences the individual integration status and suggests phenomena of discrimination.

• Integration through an intercultural opening of society and its institutions

The results of the monitoring process clearly show how vital it is to be aware of and sensitive about demographic changes and changes through immigration because these changes can also bring about an increase in migration-related and transcultural needs. The existing economic crisis shows at the same time that economic problems produce stress in society and put pressure on the social climate, which is why these developments can also overshadow successful integration. It is therefore one of the objectives of integration and diversity policies in Vienna to create a good social climate in the city, characterised by an open-minded population that welcomes all parts of society and reflects the well-being of all citizens. It is essential for an open-minded society, both for politicians and administrative staff as well as for civil society, to be committed to democracy, anti-discrimination and equality. It has therefore been an inevitable step for the City of Vienna to perceive itself as an immigration city and to commit itself to integration-oriented diversity policies.

Proven and new elements

Monitoring integration facilitates the continuous monitoring of all areas of life where integration processes are relevant and can be measured. It is a guide and forms the basis for the strategic orientation of politics and administration. It has included the established elements of the first phase (2008–2009), further developed the instrument as such, and deepened the analyses. The Integration Monitor 2011 is the result of the second monitoring phase.

The Integration Monitor

- reflects the integration status of the Viennese population in essential areas of life based on a differentiated set of indicators,
- measures the degree of equality and integration of migrants as compared to the host society as well as participation and access to social positions, goods and services,
- uses additional, in particular structural indicators (e.g. structure of the labour market and housing situation in Vienna) to complement the indicators of the 2009 Monitor,
- shows changes compared to the results of 2009,
- includes questions about continuity and reasons for changes in the quantitative analysis, and
- is based on an improved and enhanced set of variables that allow for an increasing number of multivariate analyses, which show other, in particular socio-structural influencing factors, and point out discriminating structures.

Method and implementation

Different migration experiences and the legal status can have a direct influence on a person's position and status in society and his/her level of social participation. To guarantee that the selected indicators have sufficient significance and validity against this backdrop, they need to reflect the effects of immigration and the resulting pluralisation of society. It is therefore a vital requirement for monitoring integration in Vienna to have a feasible definition of integration and of the population groups that are monitored.

The Vienna integration indicators reflect the understanding of integration in the City of Vienna. It is defined by the objective of providing the population with equal opportunities and equality in all areas of life irrespective of their socio-cultural background. The indicators measure in how far the objective of equal participation has been achieved or how close the city is to achieving this aim.

Distinguishing the Viennese population according to their migration background is only one of the possibilities to illustrate and monitor the current situation and change processes. The Monitor also considers other forms of illustration such as the evaluation of data at household level instead of at the individual level to facilitate the presentation of a connection between socio-economic indicators and, for example, success at school or position in the labour market.

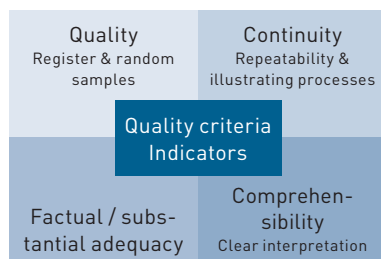
Integration indicators to measure integration (processes)

The indicators serve to illustrate the status-quo and development of integration processes by means of statistical indices, e.g. in the areas of employment/participation in the labour market. They provide a quick overview of the situation to be measured and make it comparable. They also show trends and developments over time. Indicators as such cannot explain cause and effect but they facilitate the monitoring of changes and are tools for politics and the public administration to plan, design, survey and evaluate priorities.

Indicators used for monitoring have to refer to facts which can be examined in the same way and same quality at all times. An indicator can be used as an integration indicator when it becomes clear whether an aspect can be illustrated for integration or integration processes. The quality criteria for all indicators therefore are: 1) quality; 2) continuity; 3) factual / substantial adequacy; 4) comprehensibility.

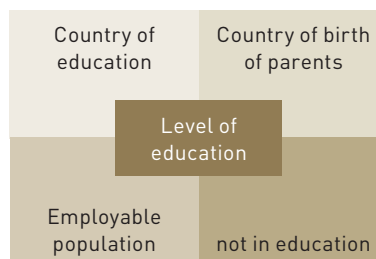
Quality criteria

for all indicators of integration monitoring in Vienna



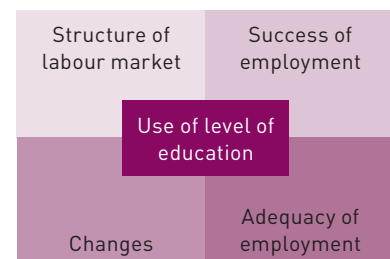
Definition of indicators

Based on objectives of integration policies
Example: indicator level of education



Integration indicator

to formulate questions relevant for integration
Example: use of level of education



If possible, information from registers (= exhaustive data collected by authorities) is used for these criteria to meet the requirements for the selection of indicators. However, given the objectives of integration monitoring in Vienna, registers only have a restricted number of variables, in particular with regard to migration-related differences, which is why the method of random sampling must be used.

Which criteria are “migration-related”?

classical: nationality, country of birth and country of birth of parents

essential: legal status, duration of stay, country of education, age group, gender

complementary: social status, education background

Vienna Diversity Monitor 2009 – 2011

The Diversity Monitor illustrates the integration-oriented diversity policies of the City of Vienna in its sphere of competence against the backdrop of the social integration status. It also provides an overview of the development status of diversity policies in Vienna.

The Diversity Monitor is the result of a survey process in selected departments and affiliated organisations of the City of Vienna. The monitoring focused on an online survey that included 38 departments and organisations, which have a high number of customer contacts and/or a large number of staff and/or a high strategic relevance, i.e. a key role for the implementation of diversity policies throughout the City Administration as well as for the overall development of the city.

Core results

The results show that diversity management forms part of all areas of the City Administration and that a positive development with regard to diversity-oriented measures has taken place in all departments and organisations that were part of the monitoring.

The core results provide an overview of the general level, the development dynamics and development strategies in the implementation of diversity management in the City of Vienna. Three aspects were examined:

- **Professional development level**

What is the level of professionalization in diversity management?

To illustrate the level of professionalization in diversity management, it was necessary to determine the share/number of departments and organisations that have gone through a further development and professionalization process in at least one of the three dimensions of analysis (human resources & competences, services & customers, organisation & strategy) since 2009. A total of 15 out of 38 departments/organisations, i.e. about 40%, have succeeded in reaching the further development and professionalization phase in at least one of the dimensions of analysis.

- **Strategic implementation**

Has diversity management been based on strategic planning?

The aspect “strategic implementation” shows in how far the City of Vienna implements diversity management based on strategic planning and in a focused and top-down manner. In a total of 18 out of 38 departments/organisations, i.e. more than 45%, diversity management forms part of organisational development. Diversity management has become a strategic objective with concrete implementation measures in many departments of the City Administration and in a number of affiliated organisations.

- **Development dynamics**

How has the quality of diversity management changed since 2009?

The development dynamics help to illustrate the changes that have occurred compared to the 2009 Monitor. In contrast to the first two aspects, only departments/organisations that were analysed in 2009 can be considered here. 12 out of 18 departments/organisations that were already monitored in 2009 were able to improve their diversity management within in two years.

Integration-oriented diversity management in the City of Vienna

Diversity management is a multidimensional management approach that has increasingly been applied in public organisations in the past decade. Organisations/ authorities that have diversity competences recognise, appreciate and promote diversity. Diversity management means addressing individual needs, as well as promoting and using the diversity of all employees to jointly enhance the organisation. The focus should be on appreciating all customers as well as the competences, skills and resources of all employees. In the area of diversity management the City of Vienna primarily focuses on the dimensions of ethnic/socio-cultural background in connection with age and gender. This approach is therefore referred to as “integration-oriented diversity management”.

Method and implementation

Three dimensions of analysis – 11 benchmarks – four development phases – one diversity indicator

Three dimensions of analysis. The level of implementation of diversity management is determined with regard to business activities (services & customers), human resource development (human resources & competences) and the general importance of diversity topics in organisational development (organisation & strategy). The presentation in three dimensions of analysis allows for the consideration of all organisational aspects on the one hand, and on the other hand facilitates the differentiated processing of results and makes successes as well as deficits clearly visible.

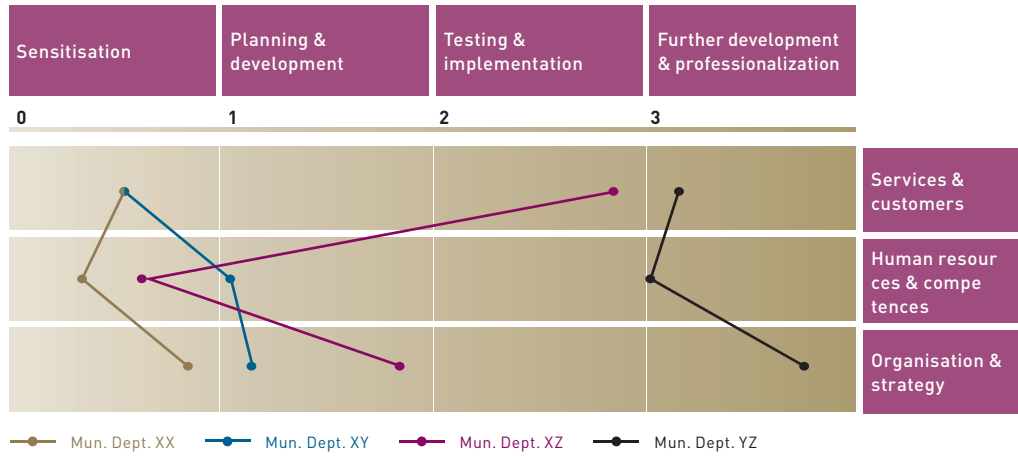
11 diversity benchmarks. The evaluation of diversity management is based on the basic principle that shows in how far the defined benchmarks of diversity-oriented organisational development were met. A benchmark is a point of reference, which serves as a standard from the perspective of diversity management and should be achieved as an objective in the framework of comprehensive diversity orientation. A statement can then be phrased describing an ideal situation and measuring in how far this ideal situation was met. All further measurements are made with a score system. The highest score shows that the benchmark was fully met. An analysis of detailed benchmarks can be found behind the evaluation of these 11 high-ranking diversity benchmarks. The detailed benchmarks illustrate individual aspects of diversity management and form part of one of the 11 diversity benchmarks. All in all, they show in how far the individual diversity benchmarks were met.

Four development phases. The extent to which these diversity benchmarks were met reflects the quality of diversity management. The higher the extent the more diversity management has progressed. The Diversity Monitor shows different phases of intensity and development: 1) the sensitisation phase; 2) the planning and development phase; 3) the test & implementation phase, and finally 4) the further development and professionalization phase.

One diversity indicator. As in 2009, the results of diversity monitoring are illustrated in the form of diversity indicators. A refined evaluation helps define the exact position of a department/organisation within the four development phases. This specification as well as the detailed evaluation of all diversity benchmarks facilitates concrete statements on the diversity status as well as flexible ways of presentation.

An example: overview of a topic

Every municipal department (Mun. Dept.) has an individual colour, a dot (•) stands for the exact status of diversity management in a department in one of the three dimensions of analysis.



Integration-oriented diversity policies in Vienna – key challenges for the next years

Participation & equality

Lobbying for measures at federal level

Separating voting rights from the requirement of Austrian citizenship. The fact that (full) voting rights in Austria depend on holding Austrian citizenship is a great challenge for Vienna from a democratic perspective. Models such as “denizenship” that provide migrants with full political, economic and social rights after a certain period of time – irrespective of their nationality – can prevent an increasing number of people living in the city from being excluded from basic democratic participation due to their non-Austrian nationality. This topic should therefore be discussed and promoted by the city in the federal social and political discourse.

Evaluating & reforming the Austrian aliens’ laws. The federal government has announced and planned for several years to evaluate and revise the Austrian aliens’ laws, which would be a very urgent task. A comprehensive reform would be vital to simplify the system and guarantee legal certainty and equality.

Measures that the City of Vienna can implement autonomously

Promoting participation at the local level. Irrespective of federal regulations, the City Government is able to promote participation processes in its own sphere of competence that provide all citizens with the opportunity to participate and identify with the city. The “Vienna Charter of Living Together” is a new approach in this context. Experiences from the process can provide important inputs to the organisation for future participation processes in local politics and towards good neighbourly relations in the city. In addition to promoting participation processes, new forms of political representation of immigrants should be introduced, not in the form of classical advisory boards for immigrants but in the form of new representation structures that reflect the different perspectives, lifestyles, interests and approaches in a pluralistic urban society in order to strengthen democratic processes and discussions. Advisory boards on specific topics with the participation of Viennese citizens from different social, cultural and ethnic backgrounds, who have the relevant expert know-how, would be a feasible model for such new structures.

Diversity management as an instrument for equality – strategic and city wide implementation. Diversity management forms an integral part of a comprehensive equality agenda because it guarantees equal access to all public services and provides immigrants with stable jobs and better professional positions within the administration. To fully implement the equality potentials of the diversity approach, the City of Vienna and all its departments and affiliated organisations need to incorporate diversity management in all its strategies and implement it at all levels of administration. There is a rather strong need to catch up in this area, in particular when it comes to human resources.

Education

Lobbying at federal level & measures in the city's sphere of competence

Promoting access to advanced-level education. The results of monitoring integration show that the education level of the entire population has been increasing and that Viennese with a migration background increasingly achieve higher levels of education. Diversity monitoring shows that important measures have been implemented in educational institutions to deal with diversity in a better way and promote equal education opportunities for all students. The next steps should be 1) promoting the intercultural opening and approach of educational institutions, 2) turning multilingualism into an integral and vital part of school curricula, and 3) examining even more carefully why certain population groups are underrepresented in advanced-level education.

Recognition of qualifications

Lobbying at federal level & measures in the city's sphere of competence

Recognising school and professional qualifications acquired abroad. At federal level the discussion about the recognition of school and job qualifications acquired abroad has gained momentum. All federal provinces should set up information and contact points that provide support and information on the topic of recognising qualifications. Vienna has been funding the project "Perspektive" of the Information Centre for Migrants and improving the job opportunities of migrants with the "Start Wien" project and many others (women's college, college for young people, ...). Transparent, simple and quick procedures to recognise qualifications acquired abroad are necessary in addition to standardised information and contact points. The job opportunities of persons who acquired school and job qualifications abroad could be boosted if potential employers could easily and quickly get information whether the qualifications of a candidate meet the job requirements (without having to wait for the results of complicated recognition processes)..

Measures against discrimination at work ("discrimination testing") in Vienna. The results of monitoring integration show that the family background can influence job opportunities and careers negatively, or in other words: discrimination seems to be an issue. It is, however, relatively unknown how strong this discrimination is and in which context it takes place. Against this backdrop, measures are implemented at federal level to examine the extent of discrimination on the labour market with the instrument of "discrimination testing". The City of Vienna should lead the way also in this area and actively support and promote the process.

Social climate and respectful behaviour

Measures in the City of Vienna' s sphere of competence

Facilitating a controversial and constructive discussion. Full commitment to democracy, anti-discrimination and equality is vital for an open-minded society. The City of Vienna's integration-oriented diversity policies and its perception as an immigration city are ways to express this necessity. However, there is still a considerable degree of scepticism and distrust in the urban society. Vienna has to meet the challenges posed by conflicting sentiments in the city. However, more room and formats are needed to facilitate discussions – including controversial ones – regarding the city and urban society. Ultimately, it is all about forming a new perception of Vienna as an immigration city. This change can only come about if the city presents itself in this way, takes a clear stand against discrimination of any kind, and successfully communicates its strategies and measures with regard to migration and diversity.

Diversity management

Measures in the City of Vienna' s sphere of competence

Strategic implementation of diversity management. As in 2009, there are fully diversity-oriented departments/organisations in 2011, as well as some that are only beginning to implement diversity management. Strong strategic controlling and leadership could help in all administrative groups of the City of Vienna to close these gaps and establish standards in the entire City Administration.

Networking in the city & knowledge management. An increased and well-structured transfer of good practices is necessary to achieve synergy effects, facilitate a transfer of know-how and contribute to an increased adaptation of development levels.

Development of human resources and competences. Human resources is currently an area that faces two particular challenges. On the one hand, the City of Vienna has only just started implementing the objective to reflect the share of Viennese with a migration background who live in the city also in its staff numbers. On the other hand, it has not yet set standards throughout the City Administration to promote and strengthen the diversity competences of employees with diversity-oriented further training. To actually reflect the share of migrants in the city also in its staff numbers, it is vital for the City Administration to focus its public communication on the fact that it is and wants to be an attractive employer for all Viennese (equal opportunities employer).

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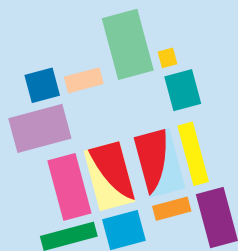
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