WP 3

STUDY ON THE LOCAL IMPLEMENTATION OF INTEGRATION / INTRODUCTION COURSES FOR NEWCOMERS

CASE STUDY VIENNA / AUSTRIA

by Alfred Wöger

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About the Project

While integration policies as such are not new, and in some countries date back to the 1980s and beyond, there have been important shifts in the debates on integration and in related re-configurations of integration policymaking in the past decade or so. One of the main recent trends is the linkage of integration policy with admission policy and the related focus on recent immigrants. A second trend is the increasing use of obligatory integration measures and integration conditions in admission policy, and third, integration policymaking is increasingly influenced by European developments, both through vertical (more or less binding regulations, directives etc.) and through horizontal processes (policy learning between states) of policy convergence.

An increasing number of EU Member States have, in fact, adopted integration related measures as part of their admission policy, while the impact of such measures on integration processes of immigrants is far less clear. In addition, Member States’ policies follow different, partly contradictory logics, in integration policy shifts by conceptualising (1) integration as rights based inclusion, (2) as a prerequisite for admission residence rights, with rights interpreted as conditional, and (3) integration as commitment to values and certain cultural traits of the host society.

The objective of PROSINT is to evaluate the impact of admission related integration policies on the integration of newcomers, to analyse the different logics underlying integration policymaking and to investigate the main target groups of compulsory and voluntary integration measures.

The project investigated different aspects of these questions along five distinct workpackages. These analysed (1) the European policy framework on migrant integration (WP1), (2) the different national policy frameworks for the integration of newcomers in the 9 countries covered by the research (WP2), the admission-integration nexus at the local level in studied in 13 localities across the 9 countries covered by the research (WP3), the perception and impacts of mandatory pre-arrival measures in four of the nine countries covered (WP4) and a methodologically oriented study of the impact of admission related integration measures (WP5).

The countries covered by the project were Austria, the Czech Republic, Germany, Italy, the Netherlands, Spain, Sweden, Switzerland and the United Kingdom. Apart from individual cases project reports generally cover the period until end of 2010.

For more information about the project visit http://research.icmpd.org/1429.html.
I Introduction

I.1 Justification of case selection: Vienna

The reason for choosing Vienna for this case study is first of all its forerunning role regarding integration programmes in Austria. While the federal government has remained passive with regard to integration until 2002, the city of Vienna – as the first municipality in Austria - began to implement integration measures for migrants already at the end of the 1980s. Secondly, between 2001 and 2007 the city of Vienna has taken a very critical position towards federal integration and immigration regulations. Mainly because after the Social-democratic party (SPÖ) gained the majority in the Municipal Assembly in 2001, the City of Vienna positioned itself as a counter-model to the federal Conservative-Freedom Party coalition. The Viennese government strongly criticised for instance the strict income and housing requirements as a precondition for residence in Austria as preventing integration. Thirdly, the city of Vienna has a unique administrative organisation. Vienna is the federal capital of Austria, as well as one of nine federal provinces and the largest Austrian municipality. The Mayor of Vienna Michael Häupl (SPÖ) thus is also provincial governor.

I.2 Contextual factors

Since the Austro-Hungarian monarchy (1867-1918), when Vienna was the capital of the Habsburg Empire, the city of Vienna has been a city of immigration. In 2010, 1,698,822 people lived in Vienna, including more than 350,000 (or 20.6%) foreign nationals. 558,010 (or 32.9%) of its inhabitants had migrational background. More than 80% of all Viennese inhabitants with migrational background came from European countries, with people from Serbia and Montenegro (108,625) being the largest immigrant group, followed by Turks (73,205), Germans (44,535) and immigrants from Poland (38,893) and Bosnia and Herzegovina (31,866). Citizens of EU Member States accounted for 33.2% (116,558) of foreign nationals living in Vienna. In recent years, immigration from other EU countries, in particular from Germany, gained importance. The immigration from countries such as Turkey, Serbia, Montenegro or Kosovo has remained constant or has even slightly decreased. Among the non-European countries, the People’s Republic of China, Iran, the Philippines, Egypt and India were the most important immigration countries.

Since the 1920s the SPÖ has dominated Viennese local government. In the last municipal elections of 10 October 2010 the SPÖ (44.3%) lost the absolute majority and formed therefore a coalition government with the Greens party (12.64%). Maria Vassilakou (Greens party) was nominated the first deputy major and deputy provincial governor of Vienna with migrational background. The right wing Freedom party (FPÖ) was the only political party represented in the municipal council which gained votes during the last elections.

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elections (+10.94%, in total 25.77%) and was seen as the main election winner. The People’s Party (ÖVP) held 13.99% of the votes.⁴

II Local Migration-Integration Policy Frames – An overview

II.1 From integration policy to integration-oriented diversity policy

In 1992, the city of Vienna founded the non-profit organisation Viennese Fund for Integration (Wiener Integrationsfonds - WIF), in order to establish an institution reflecting the increasing number and diversity of the Viennese population with a migration background. Based on their motto “We are all Vienna” (Wir sind alle Wien), the WIF provided counselling for migrants in their mother tongue, language courses and vocational trainings, carried out youth work, lobbying for integration issues and equal opportunities, public relations work, funded research on migration and integration issues and established a library. Another important task of the WIF included mediation and counselling to prevent conflicts in the context of migration and inter-ethnic coexistence.⁵ The appointment of a city councillor on integration issues (1996) and the establishment of a municipal division on integration (1997) moved the agenda of ‘integration’ into the city government.⁶

In 2002, the city of Vienna commissioned the study ‘Migration, integration, diversity policy’ (Migration, Integration, Diversitätspolitik), which analysed and compared integration policies in 13 European, Canadian and US cities. Firstly, the study showed that the future demographic development as well as the main sectors of the Austrian economy would depend strongly on immigration and therefore emphasised the positive effects of immigration. Secondly, the study highlighted that WIF was still an institution without any connection to the regular administrative structure of the city. Thirdly, the study recommended to replace the traditional Viennese integration policy, and promoted the positive acceptance of diversity and the introduction of a Viennese integration-oriented diversity policy.⁷ According to different interview partners, on the basis of recommendations of this study the decision was taken to further develop Vienna’s integration policy towards a Viennese policy of diversity.⁸ Therefore, the city of Vienna dissolved the WIF and established the new Municipal Department MA 17 - Integration and Diversity (Magistratsabteilung 17 - Integration und Diversität) in 2004. It was the first time that integration and diversity issues were formally anchored in the

⁸ Expert interviews L1, C1, L4
City Administration's agenda. The foundation of the MA 17 implied also major changes: The majority of the services provided to migrants were outsourced (with exception of the first orientation and information services). Labour market counselling, for instance, is now performed amongst others by the Counselling Centre for Migrants (Beratungszentrum für Migranten und Migrantinnen).

The city of Vienna regards integration “not just as a process that concerns migrants and people with a migration background but also the host society and its institutions. The term “diversity” refers to a more comprehensive approach than the term “integration” as it includes the chances and opportunities that come with a more diverse society. Public discussion about integration policies has long focused on the deficits involved. Diversity policies, however, shift these discussions to an approach that concentrates on the potentials of a diverse population. Creating equal rights and opportunities in all areas of life is essential and forms the basis of social cohesion.”

The Viennese integration concept is a pact for integration and against xenophobia. The basis for the concept is the clear and transparent regulation of immigration and the linkage with integration measures. Therefore, the city of Vienna established the Viennese Immigration Commission (Wiener Zuwanderungskommission) (for more information see below). One of the first tasks of the Viennese Immigration Commission was to identify future challenges and action areas to improve migration management. NGOs and migrant organisations were involved in this task. The four cornerstones of the Viennese integration concept are:

- Language, which is seen as the key to integration
- Education and labour
- Coexistence, and
- Measurability (in this context the city of Vienna developed the Viennese Integration and Diversity Monitor (Wiener Integrations- und Diversitätsmonitor), for more information see section III)

Target groups of the MA 17 are migrants and persons with migrational background, associations and initiatives dealing with integration issues, all inhabitants of Vienna, other municipal departments and district institutions. The MA 17 fulfils the following tasks:

- Suggests measures to facilitate the integration of immigrants;
- Supports integration-relevant measures, projects and initiatives;
- Funds private and public associations and initiatives carrying out integration projects;
- Provides support and training for other departments of the city’s administration in order to gear their services more closely to the diversity of their customers;

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10 Expert interview C1
13 Expert interview M1
14 Expert interview L14
- Links local institutions, migrants and migrant organisations;
- Informs about migrant associations, networks and media in Vienna;
- Promotes dialogue and mediation in intercultural conflicts; and
- Identifies international best practice models with regard to integration and develops similar pilot projects. Vienna is e.g. member of *European network of cities for local integration policies for migrants* (CLIP).

## II.1.1 Vienna Immigration Commission

In May 2009, the *Viennese Immigration Commission* (Wiener Zuwanderungskommission) on issues related to migration, mobility and diversity was set up on the initiative of the *City Councillor for Integration, Women Affair's, Consumer Protection and Human Resources* (Wiener Stadträtin für Integration, Frauenfragen, Konsumentenschutz und Personal) Sandra Frauenberger and on the basis of a common municipal council decision by SPÖ, ÖVP and the Greens party. The fourth political party represented in the municipal council, the right wing Freedom party (FPÖ) saw no need to establish an Immigration Commission. The former chairman of the Viennese FPÖ Eduard Schock rather called for an immigration stop, the introduction of so-called ‘integration and assimilation measures’ and for the introduction of return measures for migrants already living in Austria unwilling to integrate or difficult to place at the Austrian labour market.

The commission consists of experts in the fields of economy, science and integration, who were nominated by the SPÖ, ÖVP and Greens party. In January 2010 the Commission published a report which outlines both the actual state and the development potential of many areas that are relevant to social coexistence. These areas include education, common values, equality of opportunity, participation, economy as well as institutions providing services for better information exchange. In addition, the report advocates that migration management and legal framework conditions should be addressed at the national level. According to an interview partner the Immigration Commission should continue its work, but nothing has been decided at the time of writing this report.

## II.1.2 Federal vs. local level

The local Viennese policy towards migrants is to a high degree determined by national legislation. The municipalities are responsible for implementing federal policies, e.g. controlling the compliance with admission criteria, or the fulfilment of the *Integration Agreement* (IA). Otherwise they are free to initiate complementary integration measures. The local and national integration and diversity policy show some substantial

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16 Expert interview M1
18 Expert interview M1
19 The Report of the Viennese Immigration Commission is available at: [http://www.europaforum.or.at/data/media/med_binary/original/1274426019.pdf](http://www.europaforum.or.at/data/media/med_binary/original/1274426019.pdf) (14.4.2011)
20 Expert interview M1
differences. Neither is there an official diversity policy at the national level, nor are there measures on a national level including elements of diversity policy.

In the last years Vienna has adopted a very critical position towards federal regulations. This has a simple reason. After the SPÖ gained the absolute majority of seats within the Municipal Assembly in the elections of 2001, the City of Vienna positioned itself as counter-model to the federal Conservative-Freedom Party coalition in many policy fields, also in the field of integration. As highlighted during the interview at the Municipal Department 17 Integration and Diversity, during the election campaign of 2001 for instance, the Viennese SPÖ announced their intention to give third country nationals district voting rights. The SPÖ argued that at the local level, resident third country nationals should have political rights comparable to those of EU citizens, as both are an important part of urban society. In 2003, the Viennese Provincial Assembly revised the Viennese Law on Municipal Elections in order to grant third country nationals residing legally in Austria for at least five years active and passive voting rights at district elections. The Austrian Peoples Party (ÖVP) and the Freedom Party (FPÖ) challenged the bill at the Austrian Constitutional Court. According to their opinion voting rights should remain the privilege of citizens. The Constitutional Court declared the new Law on Viennese Municipal Elections as unconstitutional.21

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III The Local Integration Landscape – A mapping of Integration / Introduction Courses

The main governmental actor in Vienna with regard to integration is the Municipal Department 17 - Integration and Diversity and its five regional offices. As integration and diversity processes concern migrants as well as the host society and its institutions the MA 17 collaborates with all other municipal departments of the city of Vienna, in particular with the:

- Municipal Department 35 – Immigration, Citizenship, Registry Offices (MA 35),
- Municipal Department 40 – Social Affairs, Social and Health Law (MA 40)
- Municipal Department 57 - City of Vienna Women's Department (MA 57)
- Municipal Department 11 - Vienna Youth and Family Offices (MAG 11)
- Municipal Department 13 – Education and After School Youth Care.

Other important actors are the Viennese Public Employment Service (AMS Wien), the Vienna Employment Promotion Fund (Wiener ArbeitnehmerInnen Förderungsfonds - waff), the Vienna Integration Center (Integrationszentrum Wien) and the House of Education and Professional Integration (Haus der Bildung und beruflichen Integration - Habibi) (both part of the AIF), and the social partners (Sozialpartner) the Viennese Chamber of Commerce (WKO Vienna) and the Viennese Chamber of Labour (Arbeiterkammer Wien).

The large number of civil society and migrant organisations, linked through the Vienna Integration Conference – Networking Office (Wiener Integrationskonferenz – Vernetzungsbüro), are further important actors shaping the Viennese integration landscape. NGOs working in the area of immigrant integration cover a broad range of different topics, such as labour market-related counseling offered amongst others by the Counseling Centre for Migrants (Beratungszentrum für Migranten und Migrantinnen), legal counseling with regard to immigration laws offered by helping hands, intercultural trainings and support for asylum seekers provided amongst others by Caritas Vienna and the Viennese Integration House (Integrationshaus Wien), or the NGOs Orient Express, Verein Peregrina and LEFÖ Information, Education and Support for Migrant Women, which offer specific services and support to migrant women. Main donors for NGO activities are the city of Vienna as well as ministerial and EU project funding lines (e.g. European Social Fund).

Most integration programs have been introduced in the following five areas: information and counselling, literacy and language acquisition, employment-related initiatives, education and training, and intercultural dialogue. Main target groups of integration measures introduced in Vienna are asylum seekers, children, teenagers and women, with a special focus on women who have not been enrolled in school before immigration. As immigration from other EU member states has increased significantly in the last years, the MA 17 has opened its services (e.g. start coaching) also to immigrants of these countries. The following chapter will provide an overview of the most important integration programs in Vienna without claiming completeness.

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22 Expert interview L1
23 Expert interviews C1, W1, K1
24 Expert interview L1
III.1 Information and counselling

III.1.1 Orientation initiatives and counselling offered by the MA 17

In October 2008, the MA 17 introduced the ‘Start Vienna’ (Start Wien) program paying specific attention to the needs of new immigrants for orientation. The program ‘Start Vienna’ includes:

**Start-coaching - first level**

All newly arrived immigrants in Vienna (third-country nationals and since January 2011 also EU citizens and their family members) are provided at a one-stop-shop by the MA 17 with a so-called individual start coaching after receiving their first-time residence permit from the Municipal Department 35 – Immigration, Citizenship, Registry Offices (MA 35). At the start-coaching session, which is free of charge, employees of the MA 17 provide all new inhabitants with information on the IA, rights and duties, German language courses, further information events and recognition of acquired qualifications. Currently the start-coaching is available in 16 languages. At the end of the appointment migrants receive the Vienna education booklet, where all their attended language courses, information modules, counselling services, education and further training programmes are recorded. In addition, the booklet contains vouchers, which can be used for German integration courses (see literacy and language acquisition).

From October to December 2008, on average 60.7% of all third-country nationals receiving a residence card (Aufenthaltskarte) in Vienna attended a start coaching. In 2009, 2,867 third-country nationals (82%) received the Viennese education booklet and attended a start coaching respectively. According to a representative of the MA 17 immigrants who do not attend the start coaching are e.g. migrants who do not intend to stay for a longer period or migrants who lived in Vienna before but apply for a first-time residence permit.

**Start-coaching second level**

Immigrants who already received their education booklet can attend group discussions moderated in their mother-tongue. The round of talks are firstly used to clarify unresolved questions with regard to the voucher system, German courses and counseling services and secondly to exchange experiences with other immigrants. If necessary, further individual discussions can be arranged. From April to December 2009, 675 migrants (401 women and 273 men) attended a second level start coaching.

25 Interview expert L1
26 Albanian, Arabic, Bosnian, Chinese, German, English, Farsi, French, Hindi, Croatian, Punjabi, Russian, Serbian, Spanisch, Turkish and Urdu
29 Expert interview L1
30 Available languages are: Albanian, Arabic, Bosnian, English, Croatian, Turkish, Urdu, Serbian, Hindi, Punjabi, Spanisch
Information modules

During these events newcomers receive information on different topics from experts in their mother-tongue or another language they feel comfortable with. Migrants can choose freely which and how many information modules they want to attend. However, only participating in these events makes the language vouchers included in the Vienna education booklet valid. Migrants have to attend three information modules to validate their three language vouchers. The information modules are dealing with the following topics:

- Profession (Career counselling organised by the waff. Newcomers are provided with information on the labour-market situation in Vienna, legal issues and support during job search)
- Recognition of qualifications (individual advice and counselling session)
- Living together (experience exchange with someone who is originally from the same country as the migrant)
- Health care
- Education
- Housing
- Working environment (session given by the Viennese Chamber of Labour)

In 2008, a total of 609 people participated in lectures during the information module days (Info-Modultage) or attended the initial professional information (Berufserstinformation) provided by the Vienna Employment Promotion Fund (Wiener ArbeitnehmerInnen Förderungsfonds - waff) (see qualification and employment). In 2009, 4,969 migrants participated in lectures during the information module days. In addition, 650 migrants attended the information module “Profession” and 174 migrants made use of the Counseling Centre for Migrants.

According to a NGO representative many newcomers are overstrained with the information provided in the information modules. The events provide too much information in a very short time period. Another difficulty is the language barrier and that services such as the Labour Market Services do not exist in other countries.

Start Accompaniment

Interface, a non-profit limited liability company (gemeinnützige GmbH) of the City of Vienna, offers a wide range of integration programmes and services including a two year ‘Start Accompaniment’ (Startbegleitung) for persons entitled for asylum or holding a subsidiary protection status. It includes counselling with regard to accommodation, German language courses, employment, (further) education possibilities and admission

32 Expert interview L1
33 The first-time native speaker job counselling is available in the following languages: Arabic, Bosnian/Serbian/Croat, Bulgarian, Chinese, English, German, Polish, Romanian, Russian and Turkish.
34 See: http://www.startwien.at/cms/view/content?p_id=6-module-subjects (11.4.2011)
36 Expert interview C1
to school and kindergarten.\textsuperscript{37} Between 2008 and 2009, more than 2800 persons used this service – mostly migrants from Chechnia and Afghanistan.\textsuperscript{38}

III.1.2 Orientation, legal and labour market counselling offered by NGOs

Legal and labour market counselling are core tasks of NGOs active in the field of immigrant integration in Vienna. The most important NGO offering labour market, recognition and further educational counselling in Vienna is the Counseling Centre for Migrants (Beratungszentrum für Migranten und Migrantinnen).\textsuperscript{39} NGOs providing legal counselling are amongst others LEFÖ and helping hands.\textsuperscript{40}

III.2 Literacy and language acquisition

III.2.1 Language courses offered in the context of the Integration Agreement (IA)

Since January 2003 every third-country national who wants to stay in Austria for more than half a year has to sign the IA and is obliged to acquire German language skills at the A2 level of the Common European Framework of Reference of Languages within a period of 5 years (as of July 2011 this period will be shortened to two years and German skills at B1 level will be a precondition for permanent residence and citizenship). Highly skilled persons who immigrate for the purpose of taking up employment are amongst others exempted from the IA (see national report).

To fulfil the IA, third-country nationals have to pass a standardised German exam (\textit{ÖIF test}) paying special attention to German communication competences. Immigrants may freely decide how they acquire the obligatory language skills, in other words they are neither obliged to attend a language course nor do they have to complete a certain number of hours. In Vienna, the AIF offers German courses at its recently opened House of Education and Professional Integration (Habibi). Besides German courses at all levels, Habibi offers job-specific German courses (e.g. introduction to health care including a two day job shadowing) and German courses for companies employing a large number of people with migrational background. Furthermore, AIF maintains a list of around 60 certified language institutes, mainly renowned adult education institutes (e.g. Volkshochschule and BFI) and language institutes, which are entitled to offer literacy and language courses within the context of the Integration Agreement.\textsuperscript{41} Migrants may also choose to attend a course at a non-certified provider and then make the final exam at the AIF. The costs for the courses have to be paid by the migrants themselves. Those who have successfully completed the ÖIF test at a certified language institute within two years after signing the IA receive a maximum reimbursement to an extent of 300 course hours, not more than 50% of the course costs and not exceeding €750.\textsuperscript{42}

\textsuperscript{37}Expert interview K1
\textsuperscript{38} Interface Wien (2010): Interface Wien Jahresbericht 2009, p.32
\textsuperscript{39} Expert interview C1
\textsuperscript{40} Expert interview W1
\textsuperscript{41} See: http://www.integrationsfonds.at/index.php?id=471&l=1&no_cache=1&province=w (10.4.2011)
\textsuperscript{42} See: http://www.integrationsfonds.at/integrationsvereinbarung/was_ist_die_iv/ (10.4.2011)
**Complementary programs to the IA by the City of Vienna (MA 17)**

MA 17 itself does not offer any language courses but supports migrants financially in learning the German language with vouchers. As already mentioned, attending information modules makes these vouchers, contained in the Vienna education booklet, valid (see information and counselling). In total, third country nationals are supported with €300, EU citizens with €150. The vouchers can be used only for courses offered by course providers certified by the MA 17. Certified course providers differ between MA 17 and AIF. Only one voucher can be used per course (€100 or €50). The vouchers are valid for 30 months from the date of receiving the education booklet.

In addition, the MA 17 funds several language projects targeting women, children and teenagers (i.e. “Mom learns German” (Mama lernt Deutsch); Basic German and literacy courses for women; Courses for welfare recipients; Learning aid for Roma children; German and Orientation courses for teenagers). Amongst others, these language projects are implemented by Interface.43 “Mom learns German” offers special courses for migrant women with children (between the age of seven and ten years) in Viennese kindergarten and primary schools that take place parallel to the school or kindergarten hours. The courses not only offer language education, but also information on education, nutrition and health issues. In 2009, 522 women participated in this integration measure.44 Women who are enrolled in or finished the “Mom learns German” course are allowed to participate in the so-called “Women’s College” (Frauen College, where they can acquire advanced German language skills, basic computer skills and basic knowledge in mathematics, geography, biology, political education, arts and culture. The objective of this initiative is to give low-skilled women the necessary skills to participate in further education programs and to increase their chances to find a job.45

Another course offered by Interface is called Language Plus (Sprache plus) and was designed especially for young migrants between 15 and 25 years. Educational and job counselling, as well as group projects trying to support the start into life in Austria are integrated into the German lessons.46

**III.2.2 Courses offered by NGOs**

The NGO Verein Peregrina offers different language courses for female immigrants and organises Tandem Language Learning, a project where immigrants meet regularly to learn and practice foreign languages while sharing their mother tongue. Language courses at Peregrina cost €1 per hour. Welfare recipients can participate for free.47

From February 2008 to January 2011, the three-year network project “Learning Center for Migrant Women” (situated within the framework of the ESF Program) has been realized by LEFÖ in cooperation with two other migrant women’s organizations in Vienna, namely Peregrina and OrientExpress. Participants are able to combine different courses in which the transfer of language, knowledge and skills takes place.

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43 Expert interview K1
45 Expert interview K1, see: http://www.interface-wien.at/3/50/ (12.04.2011)
46 Expert interview K1
47 See: http://www.peregrina.at/ (15.04.2011)
III.3 Education and training

The non-profit organisation Interface offers IT trainings for young people and women. In addition, Interface organises educational events at migrant organisations, where lectures on different topics such as 'Education against poverty and unemployment; Communication among parents and school; Violence in the school and in the family, Prevention of addiction; Puberty' are held.

III.4 Qualification and employment

The Viennese Public Employment Service (AMS Wien) is the main actor offering employment-related programs and courses to migrants. In general, AMS-based courses focus on employed and unemployed job-seekers who are allowed to work in Austria. Migrants constitute a significant share of the target group of AMS programs. In 2006, 13.4% of all foreign citizens living in Vienna were unemployed, while 8.2% of Austrian citizens were seeking a job. AMS measures include advice and information, qualification measures (language courses, orientation courses, and apprenticeship trainings) and financial assistance. Course costs are fully covered by the AMS.

Another important institution with regard to the labour market oriented integration of migrants is the House of Education and Professional Integration (Habibi) established by the AIF in October 2010. Besides job search trainings, job interview trainings and IT courses, the Habibi Job Center provides individual counselling and support to migrants seeking employment. In addition, a Mentoring Program for Migrants (Mentoring für MigrantInnen) has been introduced by AIF together with the Viennese Public Employment Service and the Viennese Federal Economic Chamber (Wiener Wirtschaftskammer - WKO). Successful business people offer their skills and networks to support persons with migrational background at the beginning of their career in their integration process into the Austrian labour market over a period of six months. From 2008 to 2010 more than 300 immigrants participated in this program, which is considered very successful and has been expanded to other Austrian regions. Every third participant found a new job within the six-month period.

The Vienna Employment Promotion Fund waff supports migrants financially. First, employed immigrants who participate in an advanced training (e.g. apprenticeship) in order to develop opportunities in their career path (up to € 2000 are reimbursed) and second immigrants who participate in advanced training measures (including language courses) related to their profession (up to € 200 are reimbursed within 2 years). The courses can be taken at educational institutions approved by the waff only.

Members of the Viennese Chamber of Commerce (employed persons, minimally employed persons, mothers or fathers on parental leave, unemployed persons, apprentices, persons

48 Interview expert S3  
49 Ibid.  
52 See: http://www.integrationsfonds.at/en/habibi/was_ist_habibi/ (11.04.2011).  
53 See: http://portal.wko.at/wk/format_detail.wk?angid=1&stid=569524&dctyp=1&titel=Projekt%2c%E2%80%9EMentoring%2cf%C3%8C%2cMigrantInnen%2c%E2%80%9C%2cvon%2cWirtschaftskammer%2c%2cArbeitsmarkt-service%2cund%2cIntegrationsfonds%2c%2cgeht%2cin%2cdie%2cn%C3%A4chste%2cRunde (11.04.2011)  
54 See: http://www.waff.at/service-fuer-beschaeftigte/neu-zugewanderte-personen/foerderungen/ (15.11.2011)
receiving emergency welfare benefit) may also apply for an € 100 education voucher once a year.

III.5 Intercultural dialogue

In 2009, the MA 17 introduced the program "Be Part of It" (Sei dabei). According to Sandra Frauenberger, the City Councillor on Integration Issues, “the city of Vienna wants to encourage people to contribute to a better coexistence”.55 The objective of this program is that Viennese inhabitants with and without migrational background meet, converse and get to know each other.56 Every person living in Vienna can develop a project idea and apply for funding. From July to November 2009 the MA 17 funded 40 projects in cooperation with the MA 13 – Education and After School Youth Care.57

In four Viennese districts the MA 17 has installed so-called ‘Communicators and Mediators’ (KommunikatorInnen und VermittlerInnen - KoVer) which work from May to September between 6 p.m. and 12 p.m. in parks and other public places in densely built-up areas and try to solve social or cultural conflicts.58

Since 2005, the MA 17 together with the Viennese police runs the project ‘Advice and Help – Bridge for people’ (‘Rat und Hilfe – Brücke für Menschen’), which intends to improve the relation between the police and residents of Vienna with migrational background. MA 17 staff, together with local police officers and prevention officers annually visit around 70 migrant associations and religious communities and talk about topics such as safety and security in their neighbourhood, traffic safety or improvement of quality of life.59

NGOs organise a wide range of initiatives to encourage and improve the intercultural dialogue among Viennese residents.

III.6 Networking

The most important institution with regard to networking is the Vienna Integration Conference –Networking Office (Wiener Integrationskonferenz WIK - Vernetzungsbüro). More than 130 migrant organisations and associations are part of WIK.60

In several districts of Vienna the MA 17 organises and coordinates so-called ‘Association platforms’ (‘Vereinsplattformen’), which bring together migrant associations and local institutions at the district level. Through these meetings participants can create networks among each other.61

56 Interview expert L1
58 Ibid., p.65
61 Expert interview L1
IV The (perceived) impact of Integration / Introduction courses on Immigrants Integration Trajectories

IV.1 Viennese Integration and Diversity Monitor

In 2010, the MA 17 presented the *Viennese Integration and Diversity Monitor* (Wiener Integrations- und Diversitätsmonitor) which should give an insight into the city’s administration progress in implementing an integration-oriented diversity policy. In addition, it evaluates what has been achieved by the city of Vienna and which future development needs exist. For the integration monitor 75 indicators were defined in order to measure the degree of equality of migrant groups and the host society, as well as convergence processes and access to and share of social positions, goods and services. However no impact analysis.

The integration monitor evaluates the following areas:

- Demography – basic information
- Immigration, integration & legal status
- Education
- Employment & labour market
- Income & social protection
- Housing
- Healthcare
- Social & political participation
- Social climate, living together & safety and security

The diversity monitor provides an overview of the development of the integration-oriented diversity policy in Vienna and covers the following areas:

- Strategy city of diversity
- Education, young people and women
- Employment and entrepreneurship
- Housing and living together
- Healthcare and social issues
- Infrastructure and services
- Culture and leisure

IV.2 (Perceived) Impact of integration / orientation courses provided by the city of Vienna

After a running period of six months the ‘Start Vienna’ program (see section II) was evaluated by the external company Triconsult. 135 start coaching participants and 10 start coaching trainers were interviewed. The majority of survey participants were satisfied with the services provided by the city of Vienna, the ‘Start coaching’ staff and the experts presenting the information modules. Immigrants perceived the program as very useful for their start in Vienna and as an important orientation guide. In addition, the German and orientation courses provided for young migrants between 15 and 25

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years have been evaluated by the *Austrian Institute for Youth Research*. However, the results are not accessible.\(^{63}\)

Overall, all interview partners expressed a positive attitude towards the ‘Start Vienna’ program and the supplementary integration initiatives and projects implemented by the MA 17.

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http://www.europaforum.or.at/data/media/med_binary/original/1274426019.pdf (8.10.2010).
List of interviews

- 1 interview with an expert in the field of migration and integration
- 1 interview at the Municipal Department 17 Integration and Diversity
- 1 interview at the Viennese Immigration Commission
- 1 interview at the Viennese Chamber of Labour
- 1 interview at a non-profit organisation in the field of migration and integration
- 2 interviews at a non-governmental organisation in the field of migration and integration