Chapter 6. Block 3. Local capacity for policy formulation and implementation

Objective 6. Capacity and diversity in civil service, with a view to ensuring access to mainstream services for migrants and newcomers

As previously mentioned, the tasks of the Municipal Department for Integration and Diversity (MA 17) include a provision of information and advice concerning the implementation of diversity management in all parts of administration and monitoring of all municipal departments in the context of the diversity management measures. Since 2008 this includes assessing whether city services, staff policies and organisational structures have been adapted to mirror the ethnic, social and cultural diversity of Vienna. It analyses 43 departments and institutions observing general improvement over time. In its last analysis in 2016 it observed a positive tendency with a rising number of departments offering multi-lingual services as well as the number of departments embedding diversity management at their strategic level. It also observed that shares of employees of foreign origin in management positions and among youth remain fairly low. MA 17 observed that awareness-raising efforts are key to helping other departments understand the role that their work can play in advancing integration goals, and incorporating concrete targets into their plans. MA 17’s training offered to other municipal departments, combined with the monitoring exercise on diversity and integration, have been instrumental in convincing other practitioners working on diverse policy portfolios to put integration high in priority on their departments’ agendas.

Related to one of the four pillars of the Vienna Integration Concept – “Objectivity (assessment and information)” (see Chapter 3) – MA 17 sees providing information and raising awareness among the public and the administration as one of its focal tasks. The city administration needs detailed information on current developments regarding immigration and integration in order to plan sustainably and implement appropriate actions and strategies in core fields like housing, education, healthcare, infrastructure and public transport.

The city is very active in peer-learning experiences, city partnerships and networks. For instance, as part of the EU project “CENTROPE Capacity”, the city of Vienna partners with cities in the Czech Republic, Hungary and the Slovak Republic. The 23 districts of the city have their own municipal partnerships with many different international cities across the world, which serve as platforms to share information and co-operate in various policy areas, in particular in cultural and educational matters (Stadt Wien, n.d.c).

One example in the policy area of migration is the city’s engagement in the peer network Mediterranean City-to-City Migration Project (MC2CM) since 2015, as the only non-Mediterranean city jointly with Lisbon, Lyon, Madrid, Beirut, Tangier, Tunis, Turin and Amman (Stadt Wien, 2015c). The network serves as a platform for the exchange of individual experiences, challenges and strategies in the field of local urban migration and integration and aims at finding new and innovative policy solutions and implementing
these as pilot projects. The platform was initiated by the International Centre for Migration Policy Development (ICMPD). It is also supported by United Cities and Local Governments (UCLG) and UN Habitat, and is funded by the European Commission and the Swiss Agency for Development and Cooperation (SDC).

**Objective 7. Strengthen co-operation with non-state stakeholders, including through transparent and effective contracts**

As mentioned in Chapter 3, Social Partnership plays an important role in the political context of Austria as well as Vienna. The city government often relies on non-governmental organisations (NGOs) to address migrant integration issues in their name by delegating tasks. This includes funding, but also collaboration in projects and consultation for the elaboration of integration policies. However, as highlighted in Objective 4 there are no institutionalised platforms for consultation with NGOs, migrant organisation and private sector actors involved in integration issues. Such mechanism could enhance information exchange about integration priorities that actors face day to day on the ground and coordinate operations around specific issues (i.e. language course provision, etc.). In this sense Athens and Barcelona have put in place constructive coordination practices with non-state actors.

In addition to the outsourcing of tasks, the city of Vienna and several trusts and funds belonging to the city engage in migrant integration, even though none of the funds is dedicated to migration-related issues only. They target the whole population (FSW) or the whole workforce (WAFF, see below; Vienna Business Agency). NGOs are involved both directly with the city or through its funds, oftentimes targeting certain migrant groups, and getting funding for their projects, but also by being involved in consultation processes. Social Partners and AMS (Public Employment Service, see Chapter 3) focus on labour market issues and co-operate with the city, its funds and NGOs.

Table 6.1 lists examples of the city of Vienna’s outsourced projects and tasks.

**Table 6.1. Overview of outsourced projects or co-operation with the city of Vienna’s involvement**

<table>
<thead>
<tr>
<th>Name</th>
<th>Description/purpose</th>
<th>Finances</th>
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<tbody>
<tr>
<td>Vienna Social Fund (FSW)</td>
<td>Founded in 2001, this fund’s terms of operation and finances lie with the city of Vienna. The municipality sets targets but manages the fund according to private-sector principles. A large share of the budget is used for care and support, mostly for the elderly, for handicapped persons and for the homeless. As an immediate reaction to the current inflow of refugees, the head of FSW, Peter Hacker, was appointed as refugee co-ordinator for the city of Vienna in 2015. Under his guidance the fund is in charge of administering the basic welfare support for asylum seekers (up to a projected number of 36,000 persons at the end of 2016). The planned expenditures in the year 2016 amounted to EUR 290 million. FSW's staff comprises about 1,600 employees and they co-operate with more than 150 social service providers and partner organisations at about 800 locations all across Vienna.</td>
<td>In 2016, the FSW’s budget was enlarged to EUR 1.74 billion, with EUR 1.09 billion coming from the city of Vienna and EUR 0.65 billion from customers’ contributions.</td>
<td><a href="http://www.fsw.at">www.fsw.at</a></td>
</tr>
<tr>
<td>Vienna Employment Promotion Fund (WAFF)</td>
<td>WAFF implements national labour market policies at the local level. It works in close co-operation with the Vienna Public Employment Service, the BMASK and the local branches of the Social Partners (Chamber of Labour, Chamber of Commerce). WAFF focuses on job training for persons who</td>
<td>The budget amounted to EUR 46.5 million in 2015.</td>
<td><a href="http://www.waff.at">www.waff.at</a></td>
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</table>
are already involved in the labour market but also provides special programmes, e.g. for women or persons at risk of unemployment. Moreover, as part of the Vienna Start Coaching it provides a module on the labour market and job opportunities. Although open to all Viennese, about 47% of their clients are migrants, a share that is above the share in the total workforce. When developing new measures, WAFF makes proposals that have to be approved by the city and the Public Employment Service. WAFF currently employs about 210 persons, one-third of which has a migrant background.

**Interface Vienna**

The core task is to provide newly arrived migrants (all age groups) with language courses and education measures as well as counselling for refugees. The interface is a certified language school where migrants can take exams for ÖSD A1 to B2. In the year 2015, more than 10 600 migrants were in touch with Interface Vienna. The organisation is a GmbH (limited liability company) owned by the city of Vienna and has about 130 employees.

**Vienna Business Agency**

A fund owned by the city of Vienna and actively promoting the development and strengthening of the business location of Vienna. It provides local as well as international enterprises with free counselling, funding and the provision of subsidised working spaces. One department is specialised in helping migrants set up a business and become entrepreneurs.

**Beratungszentrum für MigrantInnen (Counselling Centre for Migrants)**

One example is a major NGO active in the field of labour market integration. Founded in 1983, it is one of the oldest and largest counselling institutions for labour migrants in Austria and also serves as one of the five Contact Points for the Recognition and Assessment of Qualifications Obtained Abroad (AST; funded by BMASK, federal-provincial funds and in Vienna also by WAFF). Target groups are migrants living in Vienna (migrants, Austrian citizens with a mother tongue other than German and status holders). They offer help and advice as to entering the labour market and education measures as well as regarding social benefits in a wide range of different languages.

MA 17 funds a large variety of other NGOs and their projects regarding migrant integration, with the threshold being EUR 5 000. Below that amount of money, they are called “small-scale projects” and beyond “large-scale projects”. In terms of content, projects can either be designed to foster intercultural sensibility and competence or focus on concrete measures for a successful integration (e.g. language acquisition, education, legal counselling). In 2016, 26 large-scale projects and a large variety of small-scale projects were funded.

**Objective 8. Intensify the assessment of integration results for migrants and host communities and their use for evidence-based policies**

Since 2008, the Vienna Integration and Diversity Monitor publishes data about the city’s current situation regarding integration and diversity, illustrating socio-economic aspects of local migration that demonstrate gaps between migrant and non-migrant groups with the aim of creating equal opportunities for all population groups. It observes eight subject areas where integration takes place: equality and participation; education; employment and labour market; income and social security; health; housing; infrastructure; public space and living together. The insights provide a good evidence-based proxy for assessing

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### Table: Examples of NGOs and their projects

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<td><a href="http://www.interface-wien.at">www.interface-wien.at</a></td>
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<td><a href="http://www.wirtschaftsagentur.at">www.wirtschaftsagentur.at</a></td>
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<td>The Counselling Centre for Migrants is funded by BMASK, AMS, WAFF, the European Social Fund (ESF) and MA 17.</td>
<td><a href="http://www.migrant.at">www.migrant.at</a></td>
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the impact of integration policies implemented and are used as a compass and should guide strategic developments. An important characteristic of this monitoring is that data of other municipal departments are synthesised into the report, allowing for a comprehensive understanding of the city’s achievements and challenges. Yet, the extent to which the results influence policy making and lead to possible changes remain unclear.

A second tool of the municipality is a survey with which perceptions of successful migration is investigated. It is called the Zuwanderungs Monitor and is published regularly. The latest version (2017) indicates that there is a tendency to support increased migration and cultural diversity in the city. For example, many Viennese indicate that they agree with the fact that foreign nationals who have been living in the city should have the right to vote in local elections. In addition, it would be interesting to understand to what extent migrants have the same understanding of what integration means and their perception of “successful” integration.

### Key observations: Block 3

- Awareness-raising efforts and training are a key measure used by MA 17 to heighten the sensitivity of departments for their role in advancing integration goals, and incorporating concrete targets into their plans. Further, regularly conducted diversity monitoring helps to assess developments diversity management according to defined benchmarks.
- The city government often relies on NGOs to address migrant integration issues and directly delegates tasks to them. This includes funding, but also collaboration in projects and consultation for the elaboration of integration policies. Further, a variety of funds operated by the city engage in migrant integration within their regular efforts to address more general social needs and therewith also build capacity beyond early integration services.
- The city could consider setting up permanent consultation mechanisms with migrant associations and CSOs involved on integration matters. The dialogue could aim at both, ensuring migrant views are taken into account in local decision making and structure coordination among non-state actors operating in this field.
- The city’s “Integration and Diversity Monitor” is an important monitoring tool depicting integration developments in eight policy areas. It allows for comparisons to previous years covering a variety of sectors involved in integration.