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***MENTORING FOR MIGRANTS-Labour Market Integration of
Migrants in Austria:***

An example of a significant and effective Integration Model?

Master Thesis by

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ABBREVIATIONS

ALLIES	Assisting Local Leaders with Immigrant Employment Strategies
AMS	Arbeitsmarktservice/Austrian Public Employment Service
BMSK	Bundesministerium für Arbeit, Sozials und Konsumentenschutz/ Federal Ministry of Labour, Social Affairs and Consumer Protection
CBPs	Common Basic Principles
EEA	European Economic Area
EEC	European Economic Community
EC	European Commission
ENAR	European Network Against Racism
ESF	European Social Fund
EU	European Union
FPÖ	Freiheitliche Partei Österreichs/Freedom Party of Austria
ILO	International Labour Organisation
IMW	Irregular Migrant Work
IOM	International Organisation for Migration
MIPEX	Migrant Integration Policy Index
NAP	National Action Plan
ÖIF	Österreichischer Integrationsfonds /Austrian Integration Fund
ÖVP	Österreichische Volkspartei/Conservative Austrian People's Party
RWR-Card	Rot-Weiß-Rot-Card
SPÖ	Sozialdemokratische Partei Österreichs/Social Democratic Party
UN	United Nations
UNECE	United Nations Economic Commission for Europe
WKÖ	Wirtschaftskammer Österreich/Austrian Federal Economic Chamber

1. INTRODUCTION

Globalisation has created a *world village* (Amundson, 2005, pp.91-99) and has caused significant consequences for the socioeconomic phenomenon of migration. The international movement of people is nowadays a firmly established feature of modern life. With an ever increasing scope of migration, policy makers all around the world are challenged to better understand the nature and scope of immigration. It is essential to manage the phenomenon of migration for the benefit, security, solidity and growth of the society (IOM, 2003, p.52). In this respect, integration becomes an important aspect of migration, its complementarity becomes obvious when unmanaged migration leads to stress and harms social cohesion. Finding appropriate integration measures represents a challenge to all countries affected by migration. Such measures can vary tremendously from country to country, and are ultimately based on the desired outcome. Integration measures might set out a total absorption into the receiving society, whereby newcomers completely renounce cultural habits, also referred to as *assimilation* or *one way integration*. On the other hand integration might put forward a multilayer society favouring distinct cultural habits and practices known as *reciprocal integration* (ibid, pp.70-72). However when talking about integration, there is no universally valid means of achieving, but measures need to be adjusted individually in each country to manage the country's specific migration situation.

Integration can be seen as a process and consists of several dimensions. It has at least three basic dimensions considering the social, economic and cultural role migrants play in their new environment. One can furthermore depict a fourth dimension, namely the role migrants play in political life. Notwithstanding for the purpose of this thesis, it is only focused on economic integration of migrants, meaning the participation in the economic life, like access to the labour market and opportunities for advancement. In this respect, the thesis aims at evaluating an innovative integration model in Austria. The model *Mentoring for Migrants* is an economic integration approach which was launched in 2008 by the Austrian Federal Economic Chamber (WKÖ), the Public Employment Service (AMS) and the Integration Fund (ÖIF). The basic idea of the project is to provide every eligible migrant with individual and professional support of an experienced citizen. This so called *Mentor* and *Mentee* relationship aims at assisting individuals, with migration background, in accessing the Austrian labour market and

remaining there respectively. The initiative puts forward the internationalisation of the domestic economy by unfolding potential qualified workers, and supports entrepreneurial undertakings of individuals with migrant background (WKÖ et al., 2009, p.8). The *Mentor* is selected on a compatibility basis considering the *Mentee's* educational background and already acquired work experiences. The *Mentor*, benefiting from developing coaching skills and increased self reflection, fosters the professional as well as personal development of the *Mentee*. Besides positive effects for the active actors of the partnership, Austrian enterprises as well as the Austrian society as a whole are considered to benefit from this integration initiative. Companies participate in attracting and supporting migrants as an important employment target. They thereby increase the diversity-effect and the internationalisation of Austria as a business location. Moreover the programme responds to future demographic and socioeconomic developments which render an effective intercultural dialogue essential to prevent social conflict (ibid, p.6).

For Austria, which has remained one of the major Central European target countries for labour migration (Krzyzanowski and Wodak, 2009, p.55), such an initiative is of crucial importance. The initial phase of immigration started in the 1960s when, due to the growing national economy and demographic developments, the demand for additional labour rose dramatically. The resulting immigration was back then not considered as a regular influx but rather as a temporary phenomenon, reflected also in the usage of the term *guest worker*. The previous economically motivated migration, of mostly single male workers, developed over the course of time to family migration and hence started to attract more public attention. Public opinion represented, and still does nowadays, two ends of one spectrum ranging from sympathy for cultural enrichment to rejection of foreigners and Austrian ethnocentrism. The result was political polarisation accompanied by legal measures to manage migration. With Austria's European Union (EU)-accession in 1995 and the recognition of migration as a necessary supplement to a demographically decreasing working population, integration became even more important (Fassmann and Reeger, 2008, p.22). In line with the EU *Common Basic Principles* (CBPs) and the *Common Agenda for Integration*¹, Austria started to pursue

¹ CBPs were adopted by the Justice and Home Affairs Council on 19 November 2004 and were further developed into the Common Agenda for Integration put forward by the Commission in September 2005.

an integration policy focusing on gainful employment, which is generally considered as driving force behind integration (Baldaszti et al., 2010, p.4).

These days Austria faces a variety of migration trends; next to seasonal workers and cross-border commuters, there are many immigrants living permanently in the country. However when looking at the present migration and integration policies, Austria still does not consider itself as a country of immigration. Political measures still concentrate on regulative measures of immigration (Borkert et al., 2007, p.3).

According to the Migrant Integration Policy Index² (MIPEX, 2007), Austria ranked worst among all EU countries on the matter of labour market integration. This was due to an extremely complicated bureaucratic process without any fair or transparent guidelines. The updated version of the MIPEX (2010) does not indicate much improvements. Long-term economic growth perspectives and labour market shortages render discriminatory measures unjustified, even more so because it is mostly immigrants in the low-pay sectors who suffer the most from economic fluctuations. According to Baldaszti et al. (2010, p.4) the employment rate of people from a migrant background was 64% in 2009 as contrasted with those from a non-migrant background at 74%. This disparity is for the most part due to the lower level of participation by migrant women in the labour market. Comparing the total unemployment rate of Austrian citizens, with 7.2% in 2009, the unemployment rate amongst foreigners was significantly higher with 10.2%. Furthermore salaried employees born abroad are generally overqualified, engaging in work below their level of education. The socioeconomic situation of migrants in Austria, the discriminatory public discourse, as well as comparative studies demonstrate that Austria does not live up to EU standards on Integration and exhibits an inadequacy when it comes to economic integration of immigrants in Austria. The need for innovative integration in line with *CBPs* and the *Common Agenda for Integration* become hence evident.

² Tool to assess and compare integration policies, it includes 31 countries which are ranked according to good practice in different areas of integration

1.1.Objectives & Research Question

The focus of the thesis is to discuss the integration model *Mentoring for Migrants* as well as to evaluate its effectiveness considering EU policy recommendations, strategies of similar initiatives and the situation of migrants in Austria today. The prior aim is to elaborate a theoretical framework of the topic to be discussed, that is providing a scientific discourse of the idea and dimensions of migration and integration respectively. Moreover it is set out to provide a general view of the migration situation in Austria by discussing the historical background of migration as well as key developments and policy implementations. It has to be pointed out that particular focus is given to the socioeconomic dimension of integration since the model to be discussed aims specifically at labour market integration of migrants. Considering the omnipresence of migration- and integration-related topics within public discourse, sociopolitical aspects are outlined with the objective to clarify the complexity of the issue. The latter objective is to examine the significance and effectiveness of the integration model *Mentoring for Migrants*, analyse possible challenges and future perspectives. Considering the status of Austria as a traditional country of immigration, yet lacking coherent integration policies, the importance of innovative integration measures is undeniable. The significance of economic integration can be easily confirmed by referring to the various authors and studies dealing with the issue. Basic integration principles and integration agendas, as set by the EU Commission, serve as a frame of reference and proof significance respectively. The legislative framework, the socioeconomic situation of immigrants as well as comparative studies, additionally serve as proof of the importance of economic integration in Austria. However assessing the effectiveness of the model regarding labour market integration of migrants is more delicate and is elaborated upon in more detail below (see paragraph 1.5). Since theory suggests that gainful employment is the precondition for a fully-fledged social integration (Mutz et al., 1995), a successful conduct of the integration model, meaning effectiveness regarding integration, would result in positive implications within all dimension of integration. Hence the thesis furthermore touches potential benefits for the situation of migrants in Austria as well as for the society as a whole. The subject of research and the accompanying objectives stipulate the following research question:

***“MENTORING FOR MIGRANTS”-Labour Market Integration of Migrants in
Austria: An example of a significant and effective Integration Model?***

1.2.Methodology

Since the thesis requires detailed information about the past and present situation of migrants in Austria as well as a close examination of the integration model concerned, the method is based on qualitative research rather than on quantitative investigation. The research method applied to the thesis is theoretical as well as empirical. The theoretical as well as the empirical part are of capital importance. Whereas the first part is mere theoretical, the second and third part stipulate an empirical assessment as well as a discussion supported by an academic framework.

The theoretical information, which forms the basic knowledge of the thesis, is based on academic literature, articles as well as internet publications. The theoretical part of the research intends to discuss important terminologies by providing general definitions and ideas of these terms. Moreover particular attention is given to the historical as well as present-day developments of migration to Austria. This findings are crucial to match the empirical assessment of the model and understand its actual implications. The empirical part of the thesis sets out to first discuss the integration model *Mentoring for Migrants* and second evaluate its significance and effectiveness concerning the theoretical knowledge acquired and regarding the fulfilment of basic integration guidelines. Extracts of the previous findings are incorporated into the thesis to complement empirical findings and discuss the research question. Through an expert interview, with the initiator of the project, firsthand information is gathered to include the effectiveness of the model from a stakeholder’s point of view. The part *Discussion* combines and compares theoretical and empirical findings to answer the research question.

1.3.Structure of Thesis and Contents

The first section comprises the key informations concerning the topic discussed in order to provide a basic understanding of the issue in question. Subsequently the significance of the thesis’s topic is outlined and limitations regarding its’ examination determined. Outlining the limitations of the thesis aims at reinforcing the value of the thesis by

negating its' general legitimacy. The section *Theoretical Background*, illustrates the understanding of terms which are used frequently and are essential for the purpose of the thesis. Since certain terms can have a variety of meanings a precise definition of expressions employed is provided; to produce fundamental grasp, narrow down the frame of reference and thus avoid misconceptions and enhance comprehensibility.

The thesis mainly consists of four parts; the first part consists of the theory including the most important terms and definitions. In this section the underlying knowledge regarding migration and integration is elaborated upon; it comprises important knowledge vital for the research question to answer. It discusses the phenomenon of changing world patterns which result in global movement of people and increasing social plurality. Different dimensions of integration are looked at, giving particular focus to the dimension of economic integration. Furthermore the notion of mentoring is explained, outlining the most important advantages and shortcomings as an integration tool. The second part exemplifies general aspects of Austria as an immigration country, starting with the early developments in the 60s towards major policy implementations in the 21st century and concluding with the situation for migrants nowadays. The situation of immigrants today is examined by looking at the demographic, socioeconomic as well as sociopolitical dimensions. This part provides knowledge which is essential to understand the benefits of migration and following repercussions. It furthermore highlights the complexity of the issue by examining the public discourse, the negative impact of dominant parties on legislative measures and the subsequent influence on the popular thought.

In the third part, the mentoring program is analysed. The original idea of the Canadian role model *The Mentoring Partnership* is shortly discussed within the context of Canada's migration situation. It follows an outline of *Mentoring for Migrants*, starting with its conceptualisation to the stage of first implementation. The application procedures, sequences of events and the key findings of the integration model are discussed. The final part examines the effectiveness of the model by means of previous findings; it indicates in a narrowing down process the significance of economic integration in Austria and the effectiveness of using mentoring as an integration strategy. Finally challenges for *Mentoring for Migrants* are outlined and future perspectives and development impulses are worked out.

1.4. Significance

The initial idea for the topic of the thesis came from the fiercely debated topic of immigration in Austria by the media and prominent politicians. In the last two decades the enlargements of the EU by the 12 new Central and Eastern European member states in 2004 and 2007 were without question the most disputed in the Austrian public policy debate. The core of the debated issue; the potential implication of enlargement on migration and labour markets (Huber and Novotny, 2008, p.1). The debate revolves around the need for new migrants as key employees from an economic perspective as opposed to the focus on training for natives according to labour market needs (Kapeller, 2010). The debate is common in the majority of European countries with a shrinking and ageing population, which imposes a burden to country's social welfare systems. In this sense the Foreign Minister at that time Michael Spindelegger (2010) pronounced that *"We need the active, selective process of immigration, because our health and social systems can otherwise not be able to survive."* Whereas for some these demographic and labour market advantages are beyond question, for others it represents a source of potential tension backed by arguments like *"Foreigners take away jobs from nationals"* (Avramov, 2008, p.243). These party-political discourses are mainly made active due to ideological distinctions on immigration issues in Austria, wherein the Freedom Party of Austria (FPÖ) is a driving force (Krzyzanowski and Wodak, 2009, pp. 72-73).

Discussions are spurred by the radical-right FPÖ, which remains a dominant player in the political landscape of Austria and which frequently employs an anti-immigration and discriminatory discourse (ibid, p.101). The FPÖ which can be characterised by its populist practices, was never clearly marginalised by Austria's mainstream politics and contributed much to the radicalisation of migration-related laws (ibid, pp.28-29). It is remarkably that in the public discourse it is especially dealt with regulative measures, which try to restrict or stop migration entirely. Considering Austria's accession to the EU, resulting in an enlargement of the single market and in due course the freedom of settlement for all member state citizens (Fassmann and Reeger, 2008, p.15), these discussions become rather nonessential. The debate misses the mark since the freedom of settlement will conceivably increase migration flows to Austria, for this reason the

debate should not revolve around the question “*if more migrants are needed*” but rather “*how to successfully integrate them.*”

The integration issue becomes especially important with the end of the transitional arrangements which were applied in Austria after the EU enlargement in 2004. During this transition period, of maximum seven years, Austria could restrict the free access to the labour market for the Member States that joined the EU on 1. May 2004 or 1. January 2007.

On 1. May 2011 this period ended, obliging Austria to repeal all work restrictions for EU-8 citizens (EC, 2009a, pp.1-4). The end of the transition period can hence be assumed to give new incentives to foreigners to emigrate to Austria in order to search employment (Jandl et al., 2009, p.103). According to Huber and Novotny (2008, p.5) since the year 2000 foreign workers have experienced increasing difficulties on the Austrian labour market. In this sense one can assume that innovative measure will become ever more important especially regarding labour market integration of migrants.

In the light of these reflections it is reasonable to focus on the economic integration of migration as a starting point. Wolf-Maier and Kreuzhuber (2010, p.52) affirm this posture by arguing that employment is a key element for a successful integration process and an important prerequisite for the integration into society as a whole. A continuing successful integration in the labour market has an important impact on other aspects of integration, for example, often leads to an improvement of language skills.

The connection between successful integration and employment as a key factor, has been recognised as significant by the main social partners in Austria and resulted in the development and implementation of the project *Mentoring for Migrants*. The programme aims at assisting migrants to get access to the Austrian labour market and remain gainfully employed. During the thesis it is set out to assess the effectivity of the programme and its potential effect on the issue of migration in Austria on the whole. The thesis is of value as it discusses the crucial connection between integration and employment as being conceptualised in the model. It is set out to exhibit the importance of labour market integration and assess prospective affects of respective measures. Moreover the objective discussion of the programme is considered to be of particular interest for the initiators, the WKÖ, AMS and ÖIF. An impartial assessment of *Mentoring for Migrants* can on the one side provide the originators with a positive

confirmation of the effectiveness of the programme or else inspire to further advance and expand it. The effectiveness of mentoring as an integration measure is assumed to positively affect other national policy makers and foster similar project in other countries. Besides, the thesis is considered to put into perspective the issue of migration in Austria, relativize prejudices and display the current situation of immigrants in Austria. All readers are hence assumed to benefit from such a guiding frame by providing awareness of the importance of the topic. Such knowledge might enhances the understanding of the integration process and improves social coexistence.

1.5.Limitations

In this thesis the main emphasis is to assess the significance and effectiveness of the programme *Mentoring for Migrants* regarding the labour market integration of immigrants. It has to be pointed out that limitations are set insofar as consideration is for the most part given to the economic dimension of integration. However other dimensions are discussed as a part of positive implications of economic integration.

Moreover limitations can be found regarding the notion of *effectiveness*; meaning ultimately the degree to which objectives are achieved and problems are solved. The notion is thus subject to the definition of one's objectives and the means of reaching those objectives. Since the programme is based on interpersonal relationships, effectiveness can also be seen as being part of the individual's appraisal. Mentor and Mentee together determine objectives to be achieved. They can range from merely drafting a career plan to actually finding a job, these goals ultimately determine the effectiveness. Within the limits of this thesis however this personal gains cannot be taken into consideration. It would require an empirical assessment of every participants' goal and the subsequent success of achieving these goals. This would have exceeded the given scope and time frame of the thesis, also because of the data protection reasons of participants a personal assessment was not possible. Following Kreuzhuber's statement (2011) the objective of *Mentoring for Migrants* is to use mentoring to render existing and unexploited labour potential visible and usable and contribute by the same token to leverage the integration effect of foreigners and the development of Austria as an international business location. The statement exhibits that the project ultimately pursues several goals, thus to measure effectiveness would encompass an assessment of

all areas concerned. In this regard yet again the time frame as well as the recency of the programme set limitations insofar as the actual outcome of the measures are hardly assessable and can, if at all, only be appraised within several years to come. Due to the above mentioned considerations the thesis limits itself to the analysis of the “*effectivity of using mentoring as an economic integration tool in Austria.*” In more detail it analyses “*the prospective effectiveness of using mentoring to support immigrants in accessing and remaining in the Austrian labour market, and take upon jobs in accordance with their qualification profile.*” In order to examine this issue empirical research on the one hand and data of the mentoring project, surveyed up to this moment, is consulted.

Limitations are also set regarding the data collections referred to within the thesis. The section of *General Aspect of Immigration in Austria* is based for the most part on statistical data and topic-related studies. Data is assumed to derive from reliable sources and was interpreted in good faith. However subsequent findings do not reserve the right to be universally valid but have to be consumed with care. One has to keep in mind that using different studies one could have might concluded otherwise.

Besides, it has to be highlighted that laws and their amendments, regarding the entrance and settlement conditions for immigrants, have been numerous. Within the context of this thesis however legislations are discussed on a selective basis, only considering those which are important for the understanding of the present situation. It is especially focused on enactments relating to alien employment and labour market access issues.

2. THEORETICAL BACKGROUND

This section sets out to deliver the basic understanding of terms, which are essential to delve into the subject and understand the line of argumentation. The concepts of migration, integration and mentoring form the basis of the thesis and are discussed in accordance with the research question. One has to consider that for all of the terms to be outlined there are different approaches of description.

2.1. Migration

For the purpose of this thesis, the definition of the term *Migration* and thus *Migrant/s* is of imperative necessity. Migration, under the geographical aspect can be referred to as “*the movement of a person or group of persons from one geographical unit to another across administrative or political border, wishing to settle definitely or temporarily in a place other than their place of origin* “ (IOM, 2003, p.8).

The usage of the term is considered to be more neutral as it disregards the direction of the movement. The term *emigrant* on the other hand includes the human aspect, referring to the person who leaves his or her country and who will be regarded as *immigrant* in the destination country (Petit, 2000).

Within the context of this thesis the terms migrants and immigrants are used interchangeably and refer in general to persons with a nationality other than the Austrian one. However terminology issues arise when talking about immigrants of the second or third generation. Even if the second generation of immigrants was born and raised in Austria, and in many cases possess the Austrian citizenship, in literature and for the purpose of studies they need to be distinguished from the *native* population. Criticism can be voiced whether it is meaningful to mark them as *second or third generation migrants* or whether they should be referred to as *people with migrant backgrounds*. This approach exemplifies the issue when trying to define who should be regarded as a migrant and thereby maintain statistical conformity. Since the first quarter of 2008 people with migrant background can by international definition be recorded, due to the fact that the parents' country of birth is documented. Following the definition of the *Recommendations for the 2010 censuses of population and housing* and the *United Nations Economic Commission for Europe* (UNECE, 2006, p.92), one talks about *first generation immigrants* when born abroad yet residing in a country other than the place

of birth, possessing the original citizenship or were already naturalised, this group of people is also referred to as *foreign born with foreign background*. The term *second generation immigrant* is used for people born in the country of residence of the parents, who themselves were born abroad. Second generation immigrants whether possess the citizenship of the host country or citizenship of the parents, they are also defined as *native born with foreign background*. These two groups jointly form the group of *persons or migrants of foreign background*.

For the purpose of this thesis the terms migrants and immigrants are used as all-encompassing descriptions, drawing no particular distinction between foreigners from the first or second generation. Whenever a distinction is imperative to be drawn, for instance when analysing statistical data, it is expressed explicitly and follows the above mentioned definition criteria. It has to be conceded that this is a mere means of facilitating the usage of the terms and therefore does not set out to stigmatise people of another origin that have become in a legal, economical as well as social sense part of the native population.

2.2.Integration

Following the course of the past decades, immigration has grown from a mere issue of interest to the top priority of many policy makers, along with it the question of integration developed. Integration is a complex term with different meanings. Integration from a sociological point of view has two general meanings; on the one hand it means the cohesion of a social system, and on the other hand, especially with regard to migration, it means the inclusion into the society (IOM et al. 2005, p.16).

Fassmann et al., (2003, pp.9-18) define the integration of migrants as a "*process of social inclusion and participation of the immigrant population*." Integration is therefore not a solid state but a process in which the element of *participation in society* is essential. Because only under the condition that migrants are granted participation opportunities, the integration process was successful. Furthermore it is considered as a process of joint development. In this sense Bauböck (2001,pp.14-15) finds that "*integration is a process of mutual adaption of the housed and the hosting society*", it follows that not only the immigrants have to perform but also "*the Austrian society as a whole faces the challenge of transforming their political, legal and cultural institutions*

in a way to grant foreigners equal access and become equal citizens." Seeing that it follows that there are different realms of integration. In order to describe specific integration policies one has to be aware that integration consists of these various sectors within society. Although different sources divide the dimensions of integration differently, the following realms are generally considered:

the legal, socioeconomic, political and cultural dimension (IOM et al. 2005, p.20).

Bauböck (2001, p.42) declares that the equality of foreigners in a legal sense, does not automatically result in social, cultural or political integration, yet it can help to facilitate and advance the process of fully-fledged integration. According to him integration, within all other realms, remains incomplete without legal integration, which is in liberal democracies only guaranteed with the acquisition of citizenship.

Socioeconomic integration includes among other things the participation in the economic life, like the possibility to access the labour market, be promoted, to participate in social life and have equal access to private as well as public institutions, etc. Whereas Bauböck (ibid) suggests that legal integration is the precondition for fully-fledged integration, other authors consider economic participation, and the possibility to be gainful employed, as the driving force behind thorough integration (Wolf-Maier and Kreuzhuber, 2010; Baldaszi et al., 2010; Mutz et al., 1995). For the purpose of this thesis, it is particularly focused on the socioeconomic dimension of integration.

Cultural integration is based on the idea that immigrants can only claim rights and assume equal status in the host society, if they know about the core values of that culture and society. Integration thus accompanies an individual's cognitive, behavioural and attitudinal change. Yet cultural integration allows for biculturalism; immigrants do not necessarily have to give up distinct cultural habits, on the contrary cultural distinctiveness can be an asset both for the individual and for the host society (Bosswick and Heckmann, 2006, p.10).

Political integration refers to the political participation of immigrants and raises questions regarding rights of codetermination of the immigrant community, because the right to vote is ultimately attached to the citizenship (IOM et al. 2005, p.22). The political dimension of integration is often rejected as irrelevant by states disliking the idea of granting political rights to migrants with a foreign passport (Council of Europe,

1997, p.12). Bauböck (2003) states that the long-term exclusion of a particular part of the society, from the decision making process, violates the democratic principles and can have negative consequences for the society as a whole.

The above outlined demonstrates the importance of integration, within several dimensions of life, not only for the immigrant community but also for the resident population, thus for the society altogether. Effective integration measures become pivotal because equality of foreigners is promptly thrown over. According to Bauböck (2001, pp.14-15) social integration is undermined by unequal treatment and opportunities, cultural integration is harmed by the seclusion of minorities and legal as well as political integration is hampered by the consolidation of the alien status. The problem with the disintegration of foreigners is that the exclusion of a particular part of the society, similar to the aforementioned, endangers the social cohesion of the society as a whole, that is also why the Austrian society eventually has to learn to acknowledge itself as an immigration country.

2.3.Mentoring

According to the subject matter of the analysis it is important to define the notion of mentoring more closely. Mentoring is a reciprocal task-related relationship between two people; the so called *Mentor* and *Mentee*. It can be considered as training system under which a Mentor is assigned to act as a counselor to a Mentee. Mentors are for the most part experienced members of staff or command personnel, possessing the right knowledge and experience to assist the Mentee in dealing with specific tasks and continuously develop professionally (WKÖ et al., 2009, p.6).

At the heart of mentoring lies the development of interpersonal relationships which enable the people involved to grow personally as well as professionally, yet mentoring is not a soft method. It is ultimately a quality program which includes hard work and strong commitment from all parties involved. Mentoring pursues the objective of delivering real and qualitative outcomes, ranging from heightened self esteem to making the right career choices (Hartley, 2004, p.2).

The concept of mentoring is not new but has been acknowledged as an effective tool for various purposes and people. It has been proven to be beneficial for the integration process of immigrants and refugees. Mentoring relationships can vary extensively in

approaches and goals, they might range from *occupation-specific*, *self-directed* to *ethno-specific* mentoring methods (ALLIES, 2011a).

Within the context of this thesis it is focused on *occupation-specific moderated* mentoring of immigrants, with the long-term objective to find employment. Mentors are people that meet with especially selected migrants, on a regular basis, to share their experiences and their knowledge. This becomes particularly important for Mentees with an entirely different cultural background. Since culture is mired into all aspects of life, values and norms are found to be reflected in organisations. Organisational norms are influenced by the value of the national culture and influence in turn the organisation's structure and individuals attitudes and behaviours of local employers and employees (Daft, 2007, pp.137). Hence different national value systems and, as a consequence thereof, different working habits and procedures might pose considerable problems for migrants to gain access to the unfamiliar labour market. Mentors therefore become crucial when it comes to the most essential familiarisation with the cultural working environment. In this sense Mentors can give advise from the perspective of an *insider* concerning how to draft a résumé, conduct a job interview or contact potential employers , etc. Since it is talked about *occupation-specific* mentoring. Mentor and Mentee are matched based on a common professional background, Mentees get access to specific industry or business knowledge, which consequently even further leverages the customisation process. Besides Mentors usually dispose of a well-established professional network, and on that account provide Mentees with the first decisive contacts in order to build their own network in the future (OECD, 2007, p.104).

The mentoring process is additionally *moderated* which means that a third actor is involved to facilitate the matching and monitoring of the developments (ALLIES, 2011a).

Mentoring can be considered as relatively low-cost measure since Mentors are generally unpaid volunteers. However for mentoring to be effective it needs some training for both Mentor and Mentee before the assignment, which makes it relatively costly in terms of time. An important factor is the commitment of the people involved, since these programmes often do not encompass financial benefits, personal dedication can be considered as a moral certainty. Mentoring programmes help to overcome information asymmetries, which makes it an effective measure. However the personal element of

mentoring, which is a key element, is hard to evaluate and hampers the assessment of effectiveness (OECD, 2007, p.104).

3. GENERAL ASPECTS OF IMMIGRATION IN AUSTRIA

This section outlines the most important aspects of immigration in Austria. It is first focused on the legislative framework and how it developed over the course of time. Knowing about residence-settlement and employment law is important to classify Austrian practices according to European-wide enactments and recommendations. Next to that the interplay between demographic developments, the socioeconomic situation of immigrants and the sociopolitical circumstances in Austria are taken into consideration. The combination of all of these aspects helps to understand the current situation of immigrants in Austria today and provide insight into possible developments in the future. With the outlined information and subsequent conclusions, the situation-related discussion of *Mentoring for Migrants* is assumed to be facilitated.

3.1. Austria-Migration Related Developments

Austria has a long history of immigration, yet it has never officially declared itself as an immigration country. Fassmann (2010, p.2) speaks of Austria as a *de facto* immigration country that has until today not accepted its standing as such. This is for the most part due to the political discourse, which has in fact never been marketing the actuality of Austria being an immigration country. Therefore Austria is also referred to as the *reluctant immigration country* (ibid, p.1). Looking at the country's history however one can depict the beginning of immigration to Austria with the end of the Second World War, when Austria was on the verge of becoming an efficient and successful open national economy (Fassmann and Reeger, 2008, p.3).

With its capitalist economic system and a promising economic development, Austria attracted many immigrants from the neighbouring communist countries, especially from Hungary and the former Czechoslovakia. Its proximity to other communist countries made it hence the main destination for immigrants from Eastern and Central Europe. The first so called *immigration waves* to Austria were however largely due to social and political changes in the neighbouring countries. Between 1956 and 1957 significant migration flows to Austria comprised Hungarian refugees, when more than 180.000 immigrants were admitted following the country's anti-Communist riots. After the *Prague Spring* in 1968, some 156.000 Czechs and Slovaks refugees were received in

Austria. Likewise in 1981 Austria took in about 150.000 refugees coming from Poland (Krzyzanowski and Wodak, 2009, pp.55-56).

In the 1960s Austria's economy flourished yet suffered from a decline in the domestic labour force. Due to emigration of the Austrian workforce to mainly Germany and Swiss and the stagnation of women's employment, the demand for additional labour force increased considerably and led to the recruitment of foreign workers. Therefore the Austrian social partners agreed, in the so called *Raab-Olah-Agreement* to bring foreign workers to Austria in order to close the supply-side gap in the labour market (Blaschke and Vollmer, 2004, p.498).

The agreement formed the basis of the systematic recruitment of foreign labour, thereby laying the foundation of immigration to Austria. The first of these recruitment agreements was concluded in 1962 with Spain. After the *Association Agreement* between the European Economic Community (EEC) and Turkey, which has been concluded in 1963, the recruitment agreement with Turkey was agreed upon the following year. In 1966 this was followed by a recruitment agreement with the former Yugoslavia (Bauer, 2008, p.5).

In the light of the new arrangements, between the end of the 1960s and the beginning of the 1970s, the number of foreigners, working in Austria, increased each year by about 20.000 to 40.000. Among these were for the most part male migrants from the former Yugoslavia but also from Turkey. Workforce from Spain and Italy on the contrary came only rarely to Austria (Fassmann and Münz, 1995). Reasons for coming to Austria were often typical *push factors*³; economic downturn together with high unemployment and low wages in the country of origin. Numerous individuals were urged to leave their home country to seek financial prosperity abroad. In order to support their families back home the majority of these immigrants was trying to minimize the costs of the stay in Austria and maximise their earnings at the same time, that is why many were living in the outlying districts on construction sites and in barracks (Fassmann, 1992, p.22).

The constant inflow of immigrants was back then only perceived as an exceptional and short-term phenomenon, and so the term *guest worker* was coined, indicating the temporary limitation of the stay (Fassmann and Reeger, 2008, p.22). The term might

³ Push-Pull model proposed by Lee (1966), it explains immigration as a result of two sets of factors influencing the decision of the prospective immigrant. There are the unpleasant factors in the country of origin, urging to leave the country (push factors), and desirable factors in the place of destination (pull factors) (Jandl et al., 2009, p.19)

also be considered as the exemplification of the widespread social reluctance towards the admission of foreigners in Austria. Although the attitude towards immigrants was predominantly negative among the native population at that time, laws of labour migration were, until the 1970s, continuously liberalised. Rising admission quotas, together with a liberalised family reunion law and the increased demand for female labour in the textile and service industries, contributed largely to enormous inflows of immigrants into Austria (Parnreiter, 1994, p.56). However in 1973 the situation changed, when the *oil shock* with the rise of the world oil prices, resulted in an unexpected economic crisis. Economic stagnation and fears of recession marked the end of the temporary labour migration system. In 1975 a new labour law for foreigners was introduced, the *Alien Employment Act (Ausländerbeschäftigungsgesetz-AuslBG)* restricted the employment of foreign workers on the condition that labour market and macroeconomic trends approve additional foreign labour (Blaschke and Vollmer, 2004, p.498). As a consequence many foreign workers returned home yet others started to settle permanently in Austria. The recruitment stop, that is to say, had a completely unexpected side effect. Although the number of foreign workers in Austria decreased between 1974-1984 by about 40%, many foreigners decided to settle permanently in Austria due to the lack of return incentives. This unexpected prolongation of the stay led to increased family reunifications in Austria (Münz et al., 2003, pp.20-61).

The increased family reunification counterbalanced, up to the mid 1980s, the remigration trend and had thus a considerable influence on the sociodemographic structures of the foreign population in Austria. Whereas the first surge of labour migrants consisted predominately of male workers, in the second phase the proportion of women and children increased significantly. Even though the initial intention of the *guest worker model* was thus essentially abrogated, Austria retained the system of labour market policies for foreigners until the early 1990s. Only with the change of political conditions in Central and Eastern Europe, that is the breakdown of multinational state systems, Austria redefined its immigration and residence policies (Reinprecht, 2003, p.10). With the fall of the Berlin Wall in 1989, marking the end of the communist era, increased international mobility resulted in enormous westwards migration movements. Between 1989 and 1993 the number of foreigners living in Austria rose from 387.000 to 690.000 people. Thus the fear to be overrun by immigrants

and its possible negative economic consequences resulted in the intensification of laws in Austria and the movement towards a system of controlled migration.

3.2. Migration Related Legislation since 1990

Due to rising immigration to Austria the governing parties, the Social Democratic Party (SPÖ) and the conservative Austrian People's Party (ÖVP), as a first official response adopted a series of laws; next to the first *Foreigners and Asylum Act*, the *1992 Residence Act (Aufenthaltsgesetz-AufG)* (Bauer, 2008, p.7-8) was passed. With the *1992 Residence Act* entry requirements for migrants were tightened; annual quotas established admission restrictions for different categories of migrants. Migrants were basically divided along lines of origin, whether they were EU-or third country nationals. The quantitative limitations were additionally accompanied by qualitative prerequisites for entrants, like the disposal of a certain level of education, sufficient financial means as well as a place to stay. This means that prospective immigrants coming from outside of the EU had to have employment already before arriving in Austria (Fassmann and Reeger, 2008, p.26).

The *1992 Residence Act* prescribed that applications for residence could only be made from abroad and that the shift from tourist status to resident status is prohibited (Forschungs-und Beratungsstelle Arbeitswelt, 2007, p.6). Furthermore *temporary residence permits*, subject to the quota system, were introduced. First-time residence permits were issued for six months, yet could be prolonged for another six months and subsequently for another two years. Immigrants were granted a *permanent residence permit* only after five years of constant residence in Austria. The *Residence Act* made the situation for migrants more insecure; once third country immigrants lost their occupation or their accommodation and were unable to find something new in due course, the residence permit expired (Fassmann and Reeger, 2008, p.26). Since the *Residence Act* targeted new immigrants and already residing immigrants in the same manner, from the mid-1993 the number of new immigrants as well as family reunions significantly decreased (Bauböck, 2003, p.42).

In 1997, following Austria's accession to the EU in 1995, further key legislative measures regarding foreigners' entry into and residence in Austria became essential; the *1992 Aliens Act* and the *1992 Residence Act* were merged, forming the new *Foreigners*

Act or Aliens Act (Fremdengesetz-FrG 1997). The new law focused on integration rather than on new immigration. Additional immigration should be prevented and more focus should be assigned to immigrants already present in Austria. The FrG together with the *Settlement and Residence Act (Niederlassungs-und Aufenthaltsgesetz-NAG)*, introduced in 2005, still nowadays regulates most important matters regarding entrance into and residence in Austria (Fassmann and Reeger, 2008, p.26);

Next to *Entry permits* or *Visas*, which regulate entry periods from three to six months, there are three main types of *residence permits*. *Residence permits* apply to all those migrants who wish to stay in Austria for a period longer than six months. Application for a *Residence permit* has to be filed from abroad, only after the notification of the *Residence permit* one is allowed to enter into Austria (AK, 2011).

This regulations apply only to third country nationals, EEA citizens and their family members have the right of free movement. This right is based on primary Community law (Articles 18, 39, 43, 49 EC Treaty) and the directive 2004/38/EC on the right to move and reside freely. Due to the freedom of movement agreement between the EU and Switzerland, this applies also to Swiss citizens. Although these citizens enjoy freedom of movement and hence the *right of domicile (Niederlassungsfreiheit)*, the NAG requires documentation in form of a *Certificate of Registration (Anmeldebescheinigung)* for EEA and Swiss nationals as well as a *Permanent Residence Card (Daueraufenthaltskarte)* for their relatives (Schumacher, 2008, p.3). However the *Foreigners Act* introduced the *right of domicile*, citizens from the EU-10 member states had to respect the restricted access to the Austrian labour market under the transitional arrangements until 1. May 2011 (AK, 2011).

Third country nationals are obliged to obtain different kinds of residence permits, depending on the length and purpose of their stay; this might be for gainful employment or education and training. Austrian legislation differentiates between the following residence permits (Forschungs-und Beratungsstelle Arbeitswelt, 2007, p.7):

1. The *temporary residence permit (Aufenthaltserlaubnis)* is issued to foreigners who intend to stay in Austria during a defined period of time without settling permanently. The prerequisite for obtaining a *temporary residence permit* is a

specific purpose for the stay in Austria, following purposes require such a permit (BM.I, 2011b, p.5):

- i. Rotational labour force (*Rotationsarbeitskräfte*)
 - ii. Persons dispatched by an enterprise
 - iii. Self-employed persons
 - iv. Artists
 - v. Special cases of employment activity
 - vi. Students
 - vii. Pupils
 - viii. Researchers
 - ix. Social Service Workers
2. The *settlement* permit or *permanent residence permit* (*Niederlassungsbewilligung*), as the name indicates, aims at persons who wish to settle in Austria on a long-term basis for a certain purpose. Austrian legislation stipulates the following *settlement permits* which are subject to an annual quota for certain groups (ibid):
- i. Settlement permit for key persons (*Schlüsselkräfte*); includes access to labour market as a key person
 - ii. Unlimited settlement permit; includes full access to labour market
 - iii. Limited settlement permit; e.g. in cases of family reunion
3. The *permanent residence – EEA* may be granted to those settled in Austria after five years of uninterrupted residence, if the Integration Agreement has been fulfilled (see below), allowing for unlimited right to residence and unrestricted access to the labour market (Forschungs-und Beratungsstelle Arbeitswelt, 2007, p.7).

3.3.Migration Related Employment Law since 2000

In Austria laws of residence and employment for foreigners are treated separately. The precondition for taking up legal employment in Austria is a valid residence or settlement permit, however this is not necessary for new EU citizens. Yet the residence or settlement permit do not automatically include a permission to work. This was especially true for the new EU citizens from Bulgaria, Estonia, Latvia, Lithuania, Poland, Rumania, Slovakia, Slovenia, the Czech Republic and Hungary. With the accession to the EU their freedom of movement is guaranteed as a fundamental right, however freedom of movement for the purpose of taking up a job in Austria was

restricted for additional seven years. Until 1. May 2011 employment of these EU-citizens was regulated under the *Foreign Labour Act (AuslBG)* which is executed by the AMS and regulates the employment of third country nationals. Citizens of Malta and the Republic of Cyprus are since 1. May 2004 no longer covered by the *Foreign Labour Act (AuslBG)*. Under the *Foreign Labour Act following* work permits, among others, may be granted (AMS, 2011):

1. The *employment permit (Beschäftigungsbewilligung)* allows foreigners to be legally employed for a specific job, for a maximum period of one year. The *employment permit* aims at foreigners who hold a residence permit or the freedom of establishment but no settlement permit or certificate of freedom of movement nor long-term or short-term. Due to the principle of the *precedence of Austrian nationals*, the AMS is legally bound to verify whether an Austrian or already resident foreign national could, considering their qualifications or previous work experience, be placed in the vacancy in question.
2. The *seasonal employment permit (Kontingentbewilligung)* entitles to take up employment for a maximum of six months which can be extended for additional six months. This permit aims at covering a temporary additional need for workers in a specific economic sector, profession or region. Before issuing a *seasonal employment permit* the AMS is obliged to attempt to fill the vacancy with a native or a foreign national who is already resident in Austria.
3. The *short-term work permit (Arbeitserlaubnis)* entitles a foreigners, after 52 weeks of legal employment with an *employment permit*, to take up employment for a maximum of two years in one of the nine Federal States (*Bundesländer*).
4. The *long-term work permit (Befreiungsschein)* is a personal authorization of a foreign worker to work in the whole of Austria throughout five years without the employer having to apply for an *employment permit*. The prerequisite is to be legally employed in Austria for at least five years over a period of eight years. Furthermore it entitles children and spouses of foreigners to take up work if certain preconditions are met.
5. The *EU placement permit (Betriebsentsendung nach Österreich)* entitles new EU citizens and third country nationals to work legally in Austria if they are send by a company with a seat in an EU member state to carry out a temporary assignment. The workers need to be employed in that company for at least one year or dispose of

an unlimited employment contract. In certain occupational areas *EU placement permit* are not issued, in this case foreigners need a *foreign placement permit* or a regular *employment permit*.

6. *The foreign placement permit is issued* if an employee of a foreign employer with no seat in Austria is sent to an Austrian contractor to fulfill a contractual obligation. The *foreign placement permit* can only be issued if the project does not last longer than six months. Following areas are subject to *foreign placement permits*; gardening services, production and construction industry and related economic areas, security services, cleaning of buildings, stock and means of transport, home nursing and social services.
7. The *key members of staff permit (Zulassung ausländischer Schlüsselkräfte)* is issued to foreigners with a specific vocational qualification or experience which is in demand on the national labour market. The permit is valid for one year.
8. The *employment permit for Turkish citizens (Befreiungsschein für türkische StaatsbürgerInnen)* is issued to Turkish citizens who fulfill the requirements under the association agreement between Turkey and the EEC. Amongst others following conditions approve a permit; three years legal residence in Austria as a family member in a shared household of a Turkish citizen who is working on the regular labour market; children with a Turkish parent who has been or is legally employed in Austria for at least three years, etc.

Reforms that followed at the beginning of the 21st century clearly followed the restrictive lines of earlier immigration laws. The *Integration Agreement (Integrationsvereinbarung-IV)* of 2002 was passed at the initiative of the ÖVP-FPÖ government, exhibiting a revision of the *Foreigners Act* the *Foreign Labour Act* and the *Asylum Act (Asylgesetz-AsylG)* (Krzyzanowski and Wodak, 2009, p.44). According to the *Integration Agreement*, third country nationals are obliged to fulfill the requirements under the IV to obtain or renew a residence permit respectively. The IV requires immigrants to acquire basic knowledge of German, that is being able to read and write, within 5 years after the first or extended residence permit entered into force. The IV is considered to be fulfilled when a German language integration class has been attended, and sufficient knowledge of German can be provided. Knowledge can be proved by means of test certificate or school certificates or by passing the final apprenticeship examination according to the law on vocational education (BM.I, 2011c, p.7).

According to the federal government the IV aims at guaranteeing a peaceful coexistence between Austrians and non-Austrian citizens. It sets out to facilitate the participation of immigrants in social, economic and cultural life in Austria and thereby reduces prejudices gradually. EEA citizens, infants and pupils are excluded from the IV. Furthermore foreigners in exceptional circumstances can plead to be released from the fulfillment of the IV.

The curriculum for the German language tuition as well as citizenship courses is provided by the Austrian Ministry of Education, Arts, and Culture. After successful completion of the required courses within two years time the federal authorities absorb fifty percent of the cost of tuition. The noncompliance with the IV within the first two years of residence, entails the risk to be fined. The failure of non completion of language courses after four years of residence can result in the refusal to issue a settlement permit or even in the expiry of the residence permit. The IV was subsequently, and until today, subject of intense criticism because the language courses were deemed to be insufficient regarding its duration and structure. Above all the compulsory dimension of the IV and the system of sanctions, which was unique within the EU, involved international disapproval (Krzyzanowski and Wodak, 2009, pp.44-46).

Following the EU 2004 enlargement and new EU directives, Austria faced the need for legal adjustments. As a consequence the *Foreign National Legislative Package (Fremdenrechtspaket 2005)* was introduced, containing key legislations such as the *NAG* and the revised *AuslBG*. It is remarkable that Austria tends to implement EU directives in the most limited way possible. What follows are ambivalent legislations, liberalising and restricting access and residence at the same time (ibid, pp.46- 47).

In essence the *Foreign National Legislative Package* is sticking to the principles of Austrian immigration policy, which is the permanent control of third country nationals movements, by means of tight quota systems. The so called *Niederlassungsverordnung (NLV)* is fixed each year by the federal government together with the relevant parliamentary committees and social partners. The *NLV* is divided into sub-quotas for the federal states and further branched according to the purpose of residence, this can be for family reunion, key personnel , etc. (Schumacher, 2008, pp.6-7). Other measures included requirements of documentation for EEA and Swiss nationals, intensification of family reunification of Austrian relatives, intensification of the IV , etc. In general one

can say that the *Foreign National Legislative Package* made migration to Austria for third country national even more difficult, which was also displayed in the declining immigration rate between 2006 and 2007 (ibid, p.17)

It has to be highlighted that since 1. January 2006, when the *Foreign National Legislative Package* came into force, the number of migrant workers was restricted to 7%⁴ of the overall workforce. As mentioned before quotas not only apply for migrants in the different federal states (*Länderhöchstzahlen*) but are furthermore applied to the different branches of permits. Hence the issuance of work permits for key workers, managers as well as that of seasonal workers is tightened once quotas are exceeded. In this sense it might happen that an Austrian employer applies for work permission of a particular foreigner, however if quotas are used to capacity, the employer might be forced to employ a person who has already access to the Austrian labour market. In any case, according to Austrian law, preference has to be given to native Austrians, holders of a work permit (short-term, long-term, EU placement , etc.) or Turkish nationals fulfilling the association agreement. Only if employees within all of these categories are unavailable the AMS is allowed to issue a new work permit (Krzyzanowski and Wodak, 2009, p.48).

On 25. March 2009, minister of Interior Maria Fekter, of the center right ÖVP, launched the National Action Plan (NAP) for Integration, on the 19. January 2010 it was adopted by Austrian government. It was the first strategy of managing integration activities of federal ministries, federal states, cities, municipalities and social partners. Thereby the action plan has the objective to secure the continuity of previous integration measures of all parties involved. The plan stipulates several goals and measures to be taken in the different areas of integration. In the action field of *employment and occupation* for example, the Austrian government recognises the need to promote the employment of people with migrant background (NAP, 2010, pp.22-23). Next to the NAP Fekter instigated an amendment of the *Foreign National Legislative Package 2005* on 10. June 2009. Fekter launched the reassessment based on her aim to make Austria “*the safest country in the world.*” She declared that a renewed alien law would help to decrease delinquencies and arrange for orderly integration (PK, 2009). After fierce negotiations and heavy criticism, regarding the harshness of the proposal, the Council of Ministers

⁴ Retrieved 18.May 2011

adopted the new *Foreign National Legislative Package 2011* on the 22. February 2011. Among other measures, the new legislative package will oversee immigration to Austria by virtue of the so called *Rot-Weiß-Rot-Card* (RWR-Card), which has been formulated by the social partners. The RWR-Card is a point-based immigration system for citizens from non-EU countries. The system aims at facilitating access to Austria for immigrants of high and medium qualification so as to serve labour market demands. Along with that it offers foreign university graduates to access the Austrian labour market (BMASK, 2010, pp.2-6).

The new system assigns points according to criteria such as work experience, language ability and age , etc. Particularly qualified persons receive a six month visa in order to find a job, if within this timeframe qualified employment can be found an RWR-Card will be issued. This gives them the right of establishment and employment with a particular employer. Key workers, foreign graduates and skilled workers in shortage occupations receive an RWR-Card once certain criteria are fulfilled. Holders of RWR-Card will be provided with the so called RWR-Card Plus, granting unrestricted labour market access, once they haven been employed at least ten months according to their qualification. Furthermore all family members of holders of the RWR-Card as well as relatives of already settled third country nationals, receive the RWR-Card Plus, if they can prove knowledge of German at A1 level (ibid).

The new *Foreign National Legislative Package* furthermore stipulates the adaption of the annual contingent for seasonal workers. More than 50% of the seasonal workers are citizens from the new EU member states. Since with the 1. May 2011 these citizens have free access to the Austrian labour market, annual quotas in the areas of tourism and agriculture are therefore reduced considerably. In addition to that the employment opportunities for pupils and students from third countries have been expanded. They have the opportunity to receive a work permit to the extent of ten working hours per week without passing a labour market test, so as to be able to cover parts of cost of their studies. Furthermore victims of human trafficking, cross-border prostitution as well as unaccompanied minors in the care of foster parents have the possibility to receive a work permit without a labour market test. Through legal employment the financial as well as social situation, of these people, shall be improved (ibid).

The new legislation package, encompassing the RWR-Card, embodies Austrian's reorientation of its immigration policy towards highly skilled third country nationals.

The realignment aims at reducing the pressure on the public budget, which is burdened by an aging population, and cover the lack of particular qualification requirements. In this sense it is suggested that regulations based on the RWR-Card bring significant advantages for the Austrian labour market, ensuring economic growth in the future (Biffl, 2011, p.2).

Considering the above outlined developments and following the conclusion of the updated MIPEX, Austria's national legal framework exhibits considerable obstacles to integration. Among 31 countries of assessment Austria ranks only 24th. The low ranking is partly due to the 2005 *Foreign National Legislative Package* and partly to the transitional arrangements keeping citizens from new EU Member States from equally accessing the labour market. Since the instigation of the NAP for Integration and the following process of policy change, Austria gained three points on MIPEX, especially because targeting labour market policies in the NAP for integration. Yet most initiatives to promote integration are still local and regional projects, which lack time and reach as to result in considerable improvements⁵. According to the MIPEX (2010) "...other established immigration countries tend to provide better opportunities for immigrants to participate politically, become citizens, and fight discrimination."

3.4.Austria-Situation of Migrants today

3.4.1.Demographic Dimension

As has been outlined, since the 1960s migration related policies changed constantly. Due to public opinion and EU directives migration pattern shifted; the sex ratio shifted from first immigration waves of predominately men to a higher share of migrant women and resulted in what is sometimes referred to as the *feminization of the labour market*. Policies attracting unqualified migrant workers in the past, set now out to only approach highly qualified migrants, undocumented labour migration was replaced by increased family reunification, larger numbers of refugee and asylum seekers and the tightened residence and settlement laws resulted in a shift from legal to illegal migration. These changing migration pattern ultimately changed the demographics of foreigners living in Austria (Avramov, 2008, p.42).

⁵ The ranking does not yet consider changes that will take place with the *Foreign National Legislative Package 2011*

3.4.1.1. Demographics of Foreign Residents

Recent trends include a general decline in immigration to Austria, especially in 2009 due to the financial and economic crisis. In 2009 about 107.000 people immigrated to Austria of which 16.000 were returning Austrians and 54.000 EU citizens. The largest group of about 18.000 people came from Germany followed by Rumanians, Hungarians and Slovaks. About 35% of immigrants in 2009 came from third countries, especially from former Yugoslavia and the rest of Europe, but also from Asia and Africa. These trends made up a new structural composition of foreigners living in Austria; whereas in 2009 people with migrant background made up 17.8% of the total population, at the beginning of 2010 the same number decreased to 10.7% of the total population. When looking at the largest group of immigrants residing 2009 in Austria one will find, according to place of birth or citizenship, 213.000 Germans, followed by 207.000 people from Serbia, Montenegro and Kosovo, 183.000 Turks and about 130.000 people from Bosnia and Herzegovina. The next largest group consists of 70.000 foreigners from Croatia, closely followed by 63.000 Rumanians, 59.000 Polish inhabitants, 46.000 from Czech Republic, 39.000 from Hungary and 29.000 coming originally from Italy (Baldaszi et al., 2010a, p.3).

Besides a general lower rate of immigration to Austria in 2009, also the number of naturalisations decreased considerably; whereas in 2003 there were 45.000 people naturalised, in 2009 only 8.000 naturalisations took place. This is for the most part due to changes in the legal framework, with the citizenship test and the IV hampering the proceedings. Foreign born people are on average slightly younger than native Austrians, immigrants from third countries are even significantly younger. Differences are also found regarding fertility levels; in 2009 Austrian women gave on average birth to 1.27 children, while foreign born women with foreign background gave birth to 1.84 children. The fertility level is especially high for women from Turkey, having 2.41 children on average. Besides foreign born women are approximately two years younger, compared to Austrian women, when giving birth to the first child. This holds especially true for Turkish women who's age difference is even 4.5 years. In general after the naturalisation process the fertility level of foreign born women adapts to the average birth rate of natives (ibid, pp.2-3).

3.4.1.2. Impact of the Demographic Composition

According to demographic projections, the European populations will experience considerably population decline and ageing throughout the next decades. Statistics of the birth balance in Austria confirm these projections (ibid, p.3); in 2009 the birth balance, which indicates the difference between live births and deaths was with -1.037 people slightly negative. Foreigner having a higher fertility rate recorded a birth surplus of +8.161 people, whereas Austrian nationals evidenced 9.198 more deaths than births. The negative birth balance implies negative consequences for the society in the future. The most prominent of these consequences is the decline in the labour force and the following imbalance between labour supply and demand. Other issues include the maintenance of the health care and pension system, with increased spending on health issues and the care of elderly. Policy makers acknowledged the importance of social policies long ago and introduced several measures throughout Europe to facilitate the work-life balance and give incentives for lifelong learning. However it was also recognised that such policies cannot offset population decline entirely and particular focus was since then given to the positive influence of immigration. A paper called "*Replacement migration: is it a solution to declining and ageing populations?*" published by the UN Population Division (2001) suggested that migration could help to maintain the population size and balance out the burden placed on the working population (Avramov, 2008, p.95).

Looking at labour force forecasts from *Statistics Austria* (2010) these suggestions make sense; although Austria has a negative birth balance the number of economically active persons will increase considerably due to net immigration. It is assumed that about +100.000 people will immigrate to Austria every year until 2015 resulting in a net balance of + 20.000 per annum. Numbers suggest that the net immigration has a positive effect on the number of the active labour force. Whereas in the projection base year of 2001 there were 3.81 million people economically active, in the year 2010 this number grows to 4.10 (+7.7%) and to 4.19 million in 2018 (+ 9.9%). The number of economically active persons will only decline from 2020 onwards with estimated 3.96 million active people by the year 2050 (+4%). Even if the number is higher than in the base year there is a general decline in the active labour force. This is for the most part due to labour force ageing, meaning that by 2050 the number of young people entering the labour market will be considerably lower than the number of people retiring. Other

forecasts include an increased share of women and elder people being economically active. One has to acknowledge that forecasts vary according to regions and the degree of urbanisation, with big cities having substantial long-term increases of economically active people compared to more rural areas.

This leads to the conclusion that immigration is unlikely to fully balance out the decrease in the number of births, particularly because in the process of naturalisation foreigners adapt to the host environment⁶. However immigration can contribute to mitigate and delay negative consequences associated with shrinking and ageing populations (Avramov, 2008, p.96).

3.4.2.Economic Dimension

Economic participation is traditionally assumed to be the driving factor for successful integration into the host society, it is therefore essential to examine the situation of migrants on the domestic labour market. Participation and unemployment rates as well as occupational statuses of immigrants help to depict shortcomings of legal and administrative frameworks and can identify national groups who are mostly effected by such shortcomings. The evaluation of statistics can thus be helpful to introduce appropriate integration measures and better support marginalised groups.

Austria's economic position is traditionally strong, between 2000 and 2007 real GDP grew steadily, with a 2% growth in 2008 Austria even experienced one of the highest economic growth rates in Europe. The labour supply rate consequently increased annually, reaching an activity rate of the working population of 75% (as compared to 71% in 2000). However following the economic crisis Austria experienced an -3.7 % decline of GDP, consequently the unemployment rates in 2009 increased. Research suggests that native and foreign workers were equally hit by rising unemployment rates after the crisis. Depending on the sector in question employment rates of foreigners even experienced steady employment growth. Unemployment rates were lower than those of the native population⁷. The findings indicate that contrary to the common thought, foreigners are not on the margin of the work force. It furthermore signifies that

⁶ Lower level of fertility, longer live expectancy, etc

⁷ Sectors where unemployment rates of Austrians surpassed the unemployment rates of foreigners in 2008 were; administrative and support service activities, accommodation and food service activities, mining and quarrying, arts and entertainment, human health and social work, activities of extraterritorial organizations, agriculture, forestry and fishing, activities of households

the supply and demand relationships for certain occupations prevails over citizenship and influences employment securities (IOM, 2009, pp.23-25).

However findings affirm that on average the employment rates of people from a migrant background are lower than those of the majority population. Whereas in 2009 the employment rate of migrants was 64%, it stood at 74% for people without migrant background. Lower employment rates are for the most part due to the considerably lower participation rates of migrant women on the labour market compared to native women (57% compared to 69%). Yet women's employment rate vary substantially according to the country of origin, divergences between native and immigrant women decline with cultural and language proximity; the labour force participation rate of women from other EU-/EEA countries and from former Yugoslavia are only slightly lower than those of women without migration background. Lowest rates are found among Turkish women, who exhibit a participation rate of only 39% as compared to 69% of the female native population.

Although the participation rate is in general lower for the migrant population below 55 years of age, immigrants work in general longer than people without migrant background and have thus between the age of 55-64 a higher labour force participation rate (44% compared as to 41%). The lowest participation rate is found among people of Turkish origin (17%), yet again it is Turkish women who participate the least (11%). Statistics suggest that the second generation already exhibits similar participation rates on the labour market as natives do. Native born men with foreign background are even more economically active⁸ than men without migration background, especially with advancing age. Native born women with foreign background are in general more present on the labour market than the first generation but still have slightly lower participation rates than women without migrant background. Even if the unemployment rate of foreigners is slightly higher 10.2% as compared to 7.2%, they exhibit shorter periods of unemployment (Baldaszi et al., 2010b, pp.51-58).

Empirical research suggests that direct labour market competition between migrants and native residents is relatively small in Austria. This is especially due to a strong segmentation of work and visible social as well as economic differentiation that emerged with heightened immigration. Immigrants were traditionally channeled into

⁸ Except between the age of 15-24

low-paid industries and occupations (IOM, 2009, pp.23-25). The segmentation is to some extent still present today and is exemplified in differences of the occupational status between the majority and the minority population. In 2009 the majority of the population without migrant background, about 61%, worked as civil servants. This can be compared to 46% of people of migration background who work predominately as blue collar workers. With regard to self-employment in 2009 people coming from EU-/EEA and Swiss were with 15% to a slightly higher degree self-employed than native Austrians with 14.1%. The lowest rates of self-employment are found among Turkish and Ex-Yugoslav immigrants with 6.1% and 3.5% respectively. Differences regarding the occupational levels can also be explained by the phenomenon of *de-qualification*⁹. In 2008 about 25% of immigrants born abroad undertook jobs for which they were overqualified compared to 10% of native Austrians working below their educational level. De-qualification poses especially a problem for women from the 2004 enlargement EU member states (Baldaszi et al., 2010b, pp.51-58).

The above outlined suggests that present economic and social segmentation, attributes to the historical context of labour migration objectives, the restrictive legal framework for foreigners regarding labour market access and the administrative failure to recognize foreign diplomas; factors all of which stimulate irregular migrant work (IMW)¹⁰.

IMW became an issue in Austria especially after the EU enlargement. Labour migrants from Central and Eastern Europe wanting to exercise the right of free movement, faced ultimately labour market restrictions and were often forced into illegality (IOM, 2009, p.28). The question whether the end of the transitional arrangements will actually reduce IMW remains open. Experts predict diverging scenarios; whereas some say that the increase of foreign labour will lead to wage pressures and a higher probability of workers accepting irregular employment opportunities, others affirm that demographic changes will lead to labour scarcities and increase the demand for foreign labour hence regular employment will increase. Yet several experts point out a shift in the country of origin of irregular workers as well as an increased competition between migrant groups

⁹ The recognition of foreign education diplomas poses an obstacle for many migrants, next to high costs it is especially the formal comparability with Austrian education which involves protracted administrative processes. Therefore many immigrants in Austria are employed below their actual educational level, which is referred to as de-qualification (Baldaszi et al., 2010b, p.55).

¹⁰ "IMW is defined as paid employment of foreigners (non-nationals) in Austria that is in contravention to one or more of the following laws and regulations: foreign employment law (including laws on residence), social security law, tax law, labour legislation and trade regulations." (Jandl et al., 2007, p.6)

at the lower ends of the labour market. The following quote indicates probable trends that were overall agreed upon; *“With the end of the transition periods migrant workers from the EU-8 will shift from the irregular to the regular labour market and workers from the new EU accession countries will take their places as irregulars. [...] citizens of the EU-8 will bring a supply shock on the labour market that will stimulate growth but at the same time increase unemployment of both native and foreign workers [...]. The labour market will become even more segmented according to qualifications and ethnic/religious background.”* (Jandl et al., 2007, pp.49-50).

Following the mentioned increase in stratification of employment statuses, it is for the most part unskilled and semi-skilled workers who face competition from migrants and will do so in the future¹¹. Adsera and Chiswick (2004) found that immigrants earn less than natives upon arrival, this is in particular true for foreign born people with foreign background outside of the EU. They furthermore ascertain that it takes about 18 years for them to converge to wage levels similar to those of the majority population. Wage differences might point to different occupational statuses between the foreign and native population but could also indicate discrimination in employment. Considering the above outlined one can conclude that with the elasticity of substituting resident labour with foreign labour, the pressure on wages and employment opportunities increases especially at the lower ends of the labour market. Findings affirm that an above-average inflow of immigrants into certain industries has a somewhat discouraging impact on wages of native workers who remain in the same occupation (IOM, 2009, pp.12;26-27).

3.4.2.1.Socioeconomic Situation and Consequences

Active economic participation supports daily contact with the native population and thus considerably improves command of language and cultural awareness. Economic integration has a positive effect since it goes hand in hand with social integration, this is also suggested by the fact that in literature one talks predominately about the socioeconomic integration more than about a mere economic integration. This connotation becomes obvious considering that the participation in employment- and economic life, like labour market access and promotion opportunities, directly correlate

¹¹ Unskilled and semi-skilled natives and already established migrants in equal measure

with the participation in the social life and the possibility to access institutions of the host society (IOM et al., 2005, p.21).

Hence logical reasoning would suggest that economic integration has an automatic spillover effect on other core areas of integration. When looking at the socioeconomic situation of migrants in Austria following conclusions can be drawn (Baldaszi et al., 2010a, pp. 4-7);

Lower occupational and higher unemployment rates can be assumed to negatively influence household incomes. In 2009 people of migrant background who were economically active throughout the year earned the median of 17.494 Euro net as compared to 21.156 net Austrians earned. Wage differences are more prominent for citizens from countries which joined the EU after 2004, former-Yugoslavia and Turkey. All other third country nationals come in last, earning with 15.720 Euro net only 74% of the average Austrian income. The differences in wage levels substantially influence differences in living standards. Generally foreigners live more often in rented apartments and possess less home ownership. In 2009 the average living space of people with foreign background was 31m² per head, which is 33.3% less than the average living space in Austria. EU citizens dispose of living space above the average with 48 m² per capita, whereas people from Ex-Yugoslavia and Turkey live in apartments which are essentially smaller, 25m² and 20m² respectively. The increased labour participation rate of native born people with foreign background, positively influences their living standards which is comparable to the average living standards of natives. Differences are less pronounced between the first and second generation coming from Turkey, with 20m² and 23m² respectively. Furthermore the second generation possesses in general more ownership property than the first generation, however the inverse is true for people from Turkey where the second generation even owns less property than the first.

The situation described can have several negative implications which can additionally hamper the integration process. There is on the one side the risk of poverty and on the other side the risk to be physically and, as a consequence of that, socially segregated. In 2008, 12% of the population in Austria suffered the risk of poverty, foreigners were affected to a greater extent than people without migrant background, 26% compared to 11%. Especially people from Ex-Yugoslavia and from Turkey receive social welfare benefits to mitigate their risk of poverty. A second consequence of lower income and

occupational levels is the physical segregation from the host society, which means that foreigners are not spread evenly across the various districts, municipalities or Austria as a whole. In general more immigrants are found in big cities, regions and villages where there is already a high level of immigrants. Next to Vienna (33%), Vorarlberg (20%) and Salzburg (18%) have the highest share of migrants. Especially third country nationals as compared to EU-/EEA and Swiss nationals tend to migrate to communities with an immigration rate above 25%. Segregation is the highest among people from Africa (48%), Asia (46%) and from Turkey (45%), native Germans are the most evenly spread and thus have a low level of segregation.

From the statistics discussed one can reason that problems of integration¹² are more prevalent among foreign born people with foreign background, already the second generation of immigrants adapts to levels of the native population. Immigrants from the EU-/EEA countries and Swiss, do best and often even exhibit economic performances superior to the native Austrian population. The contrary is true for immigrants especially from Turkey as well as for other third country nationals from Africa and Asia. Seeing that one could conclude that, immigrants who are the least economically active are at the same time the most likely to suffer from poverty, be physically as well as socially excluded and thus not integrated into the Austrian society. It follows that the minority groups concerned should be the primary target group of effective economic integration measures.

3.4.3. Sociopolitical Dimension

It has been outlined that from the demographic as well as economic point of view immigration is an important means to sustain population growth, economic prosperity and the functioning of the social welfare system. These arguments together with the aim to make Austria an important international business location renders negative attitudes towards immigrant practically unjustified. In this sense political parties and social partners openly express the need for migrants to maintain high economic output levels to secure the social security system. Yet opposition supports the fact that there is no additional labour demand and one should reinforce hiring and training of natives according to labour market needs. In this sense Hetfleisch (2010, p. 20), citing the

¹² Based on labour participation level, household income, living space etc

example of north Tyrol, remarks that contrary to what is propagated of some political figures, jobs in the low-pay sector grow since 2004 steadily by about 1500 posts per years. The actual problem is that Austria is a country of two minds; economically speaking there is demand for foreign labour yet politically speaking other sentiments prevail. In line with what was exhibit in the developments of migration related legislation, he reaffirms that in recent years politics is trying to tighten legislative measures to influence migration to Austria.

Krzyzanowski and Wodak (2009, pp.179-183) suggest that the *politicisation* of immigration as a problem rather than as an opportunity, holds as the general scapegoat for problems within the society in order to maintain electoral support. They furthermore arrive at the conclusion that the dominant negative public discourse of certain political parties is prevalent enough as to influence the structural dimension by means of discriminatory policies and legislation. Biffl (2011, p.15) supports this conclusion by saying that even though in recent years politics in general expressed goodwill regarding facilitating the labour market access for third country nationals to close the labour demand gap, the reality of policy implementations demonstrate otherwise. According to him it is the mismatch between what is vocalized, which is the need to attract highly qualified third country nationals to Austria, and the actual legal and social situation which limits foreigner's career prospects and renders the political goodwill redundant.

The public discourse gives the impression that immigration is at the core of all social and economic problems like increased criminality, housing shortages, rising unemployment , etc. The media coverage and the discourse of prominent politicians adulterate the image of migrants as well as of the Austrian society as a whole, who consequently perceive the situation of migrants in a distorted fashion. Considering findings from studies like *Integration in Österreich* (Ulram, 2009), one has to remark that there is a discrepancy between the *outside perspective* of the native population and the *inside perspective* of immigrants living in Austria. Comparing opinion polls of the native and foreign inhabitants, one can observe that natives perceive and exhibit the situation of immigrants in Austria more unfavorable than the actual migrants concerned. The study highlights the fact that natives predominately think that integration is not working properly and that there is a high amount of immigrants who do not want to integrate into the Austrian society; an opinion which is found predominately among

people of a lower educational level as well as among retirees, who vocalize problems especially focusing on Muslim immigrants.

This stands in contrast with the majority of migrant respondents of which 83% feel to be *rather integrated* or even *completely integrated* (47% and 36%) and about 16% who do not feel integrated. Perception of integration goes hand in hand with the level of German, the duration of the stay, the occupational status as well as contact with the majority population. The same study exhibits that nine out of ten immigrants think that Austria is a well working democracy where peace and freedom is secured, with good formation and promotion prospects, a sound social security system with good working possibilities. Even though the majority of immigrants feels *rather integrated* and perceives the situation in Austria in a positive light, half of the respondents deplore problems with racism and the lack of equal opportunities¹³. Complaints correlate positively with the non acceptance of Austrian values, Muslim as well as Christian religious orientation, the feeling of non integration and the level of German skills (ibid).

One could consequently say that on the one hand there are immigrants who cannot relate to Austrian values and who want to inevitably preserve their own ethnic, cultural or religious identity. Consequently they are more likely to perceive the host society as xenophobic and unjust. One can assume that the existence of these groups of people does not necessarily confirm general attitudes of racism and xenophobia of the host society. However the perception of being the target of hostilities could be a mere projection of a subjective feeling which serves as a justification for the continuing persistence on one's own value system. On the other hand the perception of the host society as being xenophobic and racist increases equally among immigrants who speak German fluently. Immigrants possessing a high level of German skills are in general among the *well-integrated*. Since the impression of the host society as being hostile remains, such allegations make sense, since the respondents, mostly native born with foreign background, can more objectively evaluate the *inside* as well as the *outside* perspective. Language might equally explain why natives perceive discrimination as more rife than the actual migrants concerned. This is not surprising considering that discriminatory

¹³ Opinions are spread almost evenly without distinction in age, education, sex or ethnicity

promotion campaigns make often use of informal and regional languages which are often only to a certain extent comprehensible for foreigners¹⁴.

A survey (EU-MIDIS, 2009) comparing levels of discrimination of the majority population and the minority population based on several grounds (age, sex, ethnicity), within different EU member states; in general the majority population perceives discrimination, based on the single ground of immigration origin, to be more widespread than the actual minority population does. As previous findings suggest, this holds also true for Austria; 60% of the respondents of the native population think that discrimination based on ethnicity is *fairly* to *very* widespread, compared to 32% people of Turkish origin and 17% people from Ex-Yugoslav countries. Regarding the level of discrimination experienced based on several grounds, respondents of the majority population as well as respondents of the minority population, Turkish and Ex-Yugoslav origin, experienced very low levels of discrimination compared to the EU-average. Furthermore it has to be highlighted that among the minority groups, according to their own statements, experiences with discrimination based on several grounds is even less widespread than among the native population. To sum this up one can say that based on comparison with other EU countries, Austria exhibits a rather nondiscriminatory environment. Another study (Avramov, 2008) comparing opinion polls regarding the acceptance of immigrants, expresses similar findings; the Austrian society has a predominately positive attitude towards immigrants as compared to other European countries. Seeing that, one could suggest that the recognition of the host society of being an inhospitable place for immigrants is not necessarily a reflection of a personal attitude but the acknowledgment that the media and the populist public discourse renders living conditions for foreigners unfavourable.

It is hence reasonable to assume that this exemplified misperception within the native population is in direct relation with the dominance of the Austrian public discourse. The media dominance of rightist politicians, who in essence present Austria as an ethnocentric country with a discriminatory environment for immigrants, very likely overshadows the actual situation and forges the popular opinion. Statistical data and everyday life demonstrate that integration problems of a marginalised minority group serve as proof of non-integration of immigrants as a whole and justify daily and

¹⁴ FPÖ slogans 2006: "Daham statt Islam", "Deutsch statt nix versteh`n" etc.

structural discriminatory behaviour of politicians and government officials. It is remarkable that, according to the studies in question (EU-MIDIS, 2009; Ulram, 2009), foreigners surveyed do not perceive their living circumstances as adverse yet considering the hostility of the public dialogue. A possible explanation could be that immigrants, especially those living in Austria for a significantly amount of time, do not recognise Austria's right wing parties as migrant hostile but as defendant of the general interests of the people of Austria (Krzyzanowski and Wodak, 2009, p.174).

They take the dialogue not necessarily as referring to themselves but rather as applying to newly arriving or prospective immigrants. Considering the competition and wage pressure arising from the possibility of substituting resident labour with foreign labour, especially at the lower ends of the labour market, it is hardly surprising that among constituents of the FPÖ increasingly people with migrant background themselves are to be found. On the one hand this can be interpreted as a positive sign in so far as immigrants identify themselves with the native population and hence as fully integrated members of the society. On the other hand, one can take it as the attempt to dissociate oneself from the *defendant* and become the *complainant* instead, without an actual feeling of affiliation.

According to Krzyzanowski and Wodak (2009, p.184) blaming the media and rightist populists is however inadequate, the *immigration problem* is a well-established element within public discourse, subsequent restrictive legislations can barely be considered as the outcome of single-party and media propaganda. Besides, they highlight the fact that discriminatory behaviour and decisions made by government officials and politicians are fundamentally linked to the social level since they are elected by popular vote. They therefore conclude that the society is the driving force behind negative attitudes towards migrants within Austria. Bukasa (2009) author of the ENAR (European Network Against Racism) *Shadow Report*¹⁵ agrees with this argument, citing several examples, he argues that racism is all to present within the Austrian society. He goes even further by saying that it is actually already the structural and institutionalised discrimination which allows for, or worse tries to hide, the existence of everyday racism and violence against minority groups and foreigners. In this sense Heitmeyer (2002, pp.2-3) found

¹⁵ ENAR Shadow Reports cover a period of 12 months. They are not a scientific study of the state of racism or discriminatory practices in EU Member States, but a compilation of information and data collected. They are produced to fill the gaps in the official and academic data, to offer an alternative to that data and to offer an NGO perspective on the realities of racism with the EU and its Member States.

that indeed it is not sufficient to only investigate racism and xenophobia to detect the degree of resentment of a society. This is because it is only the brutal aggravation of particular sufferings which actually conceals the real extent of exclusion and discrimination. He mentions *Concealment* as an important indicator for the hostility of a society. A form in which exclusion and discrimination is gently masked and politically correct proclaimed as only *Etabliertenvorrechte*¹⁶, but which actually violate fundamental legal principles of equality. One could consequently suggest that the principle of the *precedence of Austrian nationals* and the quota system fall into this category, by restricting equal labour market access for non-EU nationals.

The above outlined demonstrates that institutionalised as well as everyday discrimination exists. Opinions regarding the receptiveness and acceptance of immigrants remains ambivalent and diverges according to the source in question. Equally the question whether xenophobic attitudes of politicians and government officials derive from the popular thought of the society or vice versa, remains open. The debate would miss the mark anyhow since immigration to Austria is an inescapable feature of modern life, and will presumably increase in the future. It follows that examining the problems is fruitless as long as constructive solutions are not evoked. Seeing that, it becomes essential to develop effective integration measures today to avoid stress and improve social cohesion in the future.

¹⁶ It is the declaration of ranking rights which ultimately harms the equivalence of all people within the society. A survey in Germany found that 40% of the respondents of the native population accorded themselves automatically more rights than to later migrated people; 58% said that newcomers have to content themselves with less (Heitmeyer et al., 2002, p.2).

4.ANALYSIS OF THE MENTORING PROGRAM

The analysis of *Mentoring for Migrants* rests upon preliminary findings and the discussion of the pioneering model *The Mentoring Partnership*. The idea originates in Canada, which encounters similar challenges when it comes to demographic developments and economic growth, yet Canada is far more advanced in terms of dealing with it. Private foundations seized the esprit of innovation and started to collaborate with governments, civil society organisations, employers and institutions. The consequence was the establishment of a range of original initiatives addressing the need for effective and appropriate inclusion of immigrants into the labour market, among those initiatives was *The Mentoring Partnership* (Maytree, 2009).

One has to consider that *The Mentoring Partnership* and *Mentoring for Migrants* are two distinct projects which work independently of each other. *Mentoring for Migrants* was not envisioned to be a one-to-one conversion of the Canadian initiative, but an individual project adapted to the Austrian context of immigration. The only common determinant of the two projects is the use of mentoring as an integration tool. It was most notably this idea, which was recognised to be worth implementing in Austria. But besides that, *Mentoring for Migrants* evolved out of the specific needs of the home economy and the goal to build upon unexploited human capital (Kreuzhuber, 2011). Notwithstanding the above, it is interesting to shortly discuss *The Mentoring Partnership* in order to compare the different initial situations and the ensuing implementation processes. Furthermore, in terms of future perspectives, *Mentoring for Migrants* could profit from gained knowledge and seize additional suggestions from *The Mentoring Partnership*.

4.1.The Mentoring Partnership-The Canadian Role Model

Canada exhibits, like most highly developed countries, ever shrinking fertility rates and population ageing. Studies suggest that the growth rate in the population will consequently decrease, even with relative high levels of immigration. Immigration is considered to be a key factor to support economic growth and maintain social services (Corrigan, 2006). Immigrants are expected to account for all net labour force growth by 2011 and for all net population growth by 2031 (The Mentoring Partnership, 2011).

The labour market in Canada especially requires highly qualified immigrants. However,

highly skilled newcomers often come across barriers to get access to the labour market (Corrigan, 2006). It was found that four out of ten immigrants make a downward shift in their career once they arrive in Canada. Various social actors have recognized this problem and taken initiative. In this respect the Toronto Region Immigrant Employment Council (TRIEC) acquired a leading role by launching *The Mentoring Partnership*, a program which spurred several similar initiatives.

TRIEC is an organisation established in 2003, that works to find solutions to better integrate skilled immigrants in the Greater Toronto Region labour market. The organisation comprises various social actors; employers, regulatory bodies, assessment service providers and community organisations. TRIEC is represented in all three levels of government, the federal, the provincial and the municipal level. The initiative for establishing TRIEC derived out of the acknowledgment that the inclusion of immigrants into the labour market will be the key challenge in the years to come. Since immigrants face many barriers to employment TRIEC tries to promote the recognition of skilled immigrants' education, talent and experiences as an important contribution to economic growth and social cohesion. TRIEC traditionally tackles the issue of immigration by developing policies and programmes using a stakeholder approach, that is bringing together all actors concerned. Consequently solutions involve not only immigrants but also regulatory bodies, community groups or government partners. Through collaboration of the various social actors, better coordination and situation-dependent policies are assumed to be guaranteed.

Out of the need to challenge a shared future *The Mentoring Partnership* was launched in 2004 (TRIEC, 2011). The program makes use of *occupation-specific* and *moderated* mentoring as an employment strategy, whereby employers as well as employees can benefit. The mentoring process connects established Canadian professionals with immigrants possessing the same or related occupational background. The partnership aims at opening networks, building relationships and increasing the social capital which ultimately leads to employment (ALLIES, 2011b).

Immigrants entering the mentoring partnership, also called Mentees possess the specific requirements as predefined by the programme (The Mentoring Partnership, 2011);

- i. have lived in Canada for less than three years
- ii. be entitled to work in Canada

- iii. have at least a bachelor's degree (or similar post-secondary education) from abroad
- iv. have no prior Canadian work experience in their field but at least three years of work experience in their area of expertise
- v. possess a sufficient level of English as to perform effectively in the workplace
- vi. be un- or underemployed (working less than 20 hours a week)

Mentors are volunteering professionals from a wide range of industries and occupations. They must have worked in their field of expertise at least three years and dispose of industry knowledge as well as of practical business experiences. Besides they should be actively involved in professional associations and networks. *The Mentoring Partnership* helps to overcome the biggest barriers skilled immigrants encounter when trying to find a job. These barriers include the lack of an effective professional network which have often access to hidden job markets as well as the lack of understanding employer's expectations. Another major problem is the lack of recognition of international qualifications and experiences, this makes it difficult for skilled immigrants to present their career profile adequate to their educational level (ALLIES, 2011c). *The Mentoring Partnership* intends to overcome exactly these barriers. The Mentor supports the Mentee to understand the Canadian workplace culture and shares his knowledge of the industry and network links. The partnership consists of developing jointly job search strategies which eventually lead to the employment of the Mentee. Consequently the matching process of Mentor and Mentee are crucial for a successful realisation of the partnership. To guarantee a perfect match the program outreaches to expedient partners within the society. It eventually manages, monitors and assesses the combined efforts of the so called *Corporate Partners* and *Community Partners*. Corporate Partners promote *The Mentoring Partnership* internally among employees in order to identify suitable Mentors. This is done by on-site training or recruiting sessions, where information is provided promoting the programme. Corporate partners provide incentives to prospective participants. Incentives include the opportunity to enhance communication, leadership as well as intercultural skills. Besides, the benefits for Mentors, the organisation gains the added value of leveraging the diversity-effect and lives up to its' corporate social responsibility (The Mentoring Partnership, 2011).

The senior manager of one Corporate Partner, Marta Rzeszowska-Chavent, explains how the program de facto works; “*I hold information sessions, two or three times a year so people can learn what is it about, how much time it takes, what they get out of it. [...] A lot of our mentors are immigrants themselves, they were new immigrants at one time; the program fits nicely because they feel they can help someone else.*” (Munoz, 2011)

Since the launch of *The Mentoring Partnership* about 59 organisations collaborated to promote mentoring among their staff. The involvement of Corporate Partners is considered to add value to *The Mentoring Partnership* compared to other projects, since it focuses on employer engagement as key element of the match. Whereas the Corporate Partners outreach for mentors, Community Partners reach for Mentees in their respective areas or communities. Community Partners are organisations that provide employment services to skilled immigrants. Based on structural standards they screen and recruit Mentees and are also responsible for the matching process, using the help of a special mentoring coach. Besides Community Partners supervise and monitor the mentoring relationship and engage in follow up actions like program evaluation , etc. *The Mentoring Partnership* eventually brings together the two crucial labour market actors (The Mentoring Partnership, 2011).

Within five years of existence the project has matched over 5.000 couples, a success which did not remain unnoticed. Building on the experience and success of *The Mentoring Partnership*, the *ALLIES National Mentoring Initiatives* was developed to bring mentoring programs, as a means of labour market integration tool, to other cities in Canada. Since the establishment, the project constantly reinvents itself and adds new complementing initiatives. A revamped IT structure facilitates the appreciation of interested parties, with online toolkits an interactive roadmaps, business actors learn why and how to hire immigrants¹⁷ (ALLIES, 2011b).

4.2.Mentoring for Migrants-From Conveyance to Conversion

As herein before mentioned the original idea for the mentoring programme emerged as a part of a training expedition, of representatives of the social and health policy department of the Austrian Federal Economic Chamber, to Canada. The head of department Dr. Gleitsmann and the spokeswoman for migration and integration Mag.

¹⁷ Hireimmigrants.ca is a step-by-step interactive guide for businesses to better connect with the talent pool of immigrants

Kreuzhuber, seized the initiative and started to gather and convey ideas adapted to the Austrian context. Mag. Kreuzhuber, having personally experienced the advantages of mentoring, took upon the responsibility to conceptualise a project using mentoring as a means of labour market integration. Thereby the questions of whom to get on board, in order to successfully effectuate the concept, was of crucial importance. Having the proper expertise, the Austrian Integration fund as well as the Austrian Public Employment Service, turned out to be the most suitable project partners.

The founding of *Mentoring for Migrants* is based on the same compelling evidence which has been used within the course of this thesis to highlight the need for integration of immigrants into the domestic labour market. It is the outlook of a shrinking and ageing population on the one side and increased labour migration to Austria, which calls for effective integration measures, on the other side. *Mentoring for Migrants* takes consequently advantage of the fact that the demographic and socioeconomic developments have the potential to complement each other and can thus be utilised in a way to create a *win-win* situation. *Mentoring for Migrants* recognises people with migrant background as an unexploited potential, having at command a variety of important skills. Immigrants often possess diversified language skills and intercultural awareness, they usually dispose of an international network and signal the willingness for mobility. It is especially Austrian business organisations acting internationally that can benefit from the untapped human capital. People with migrant background can in particular contribute country- and market-specific knowledge as well as distinct business culture understanding. The organisations thereby reinforce economic and social participation of immigrants who in return contribute with their skills to business development. Employing migrants can also increase the acceptance of the Austrian company in the target countries. The companies can henceforth use cultural diversity as a competitive advantage (WKÖ et al., 2009, pp.5-7).

The potential human capital is however frequently overlook because immigrants often lack the knowledge of employment possibilities in Austria and do generally not have the necessary professional network. In this sense it is mentioned that about 78% of all jobseekers in Austria rely on personal networks for employment (ibid).

The rationale behind the use of mentoring is consequently to render this existing labour potential visible and usable. It follows that the project thereby does not only support the employment of skilled immigrants, providing an economic integration tool, but also the well-being and the internationalisation of the national economy.

4.3. Mentoring for Migrants-Application, Process and Results

The WKÖ makes use of its positions as the representative of the Austrian business community, to directly link up with potential Mentors. Companies become acquainted with the project over the internet, by means of mailings or word-of-mouth advertising.

The immigrant community is explicitly targeted by the AMS and the ÖIF, in addition to that potential Mentees are encouraged to participate by target-group-specific associations and NGOs (WKÖ et al., 2009, p.10). According to Kreuzhuber (2011) current knowledge indicates that it is in particular former participants who work as important multipliers. Especially among the community of immigrants, word-of-mouth is an important tool to raise awareness and promote the existence of the mentoring programme. Interested parties must subsequently go through a multistage application procedure; after the transmission of a cover letter and the current résumé, Mentees have to pass an application procedure both orally and in writing. The ÖIF takes upon the responsibility of administering the application process and screening the potential Mentees. Interested Mentors apply to the WKÖ. After an initial telephone briefing they submit an application form, which is used as a basis for the matching process (WKÖ et al., 2009, p.10).

What follows is the centerpiece of the programme which ultimately determines the quality of the outcome, the matching process. It is essential because part of the programme's success resides in the efficiency of the matching system. As we talk about occupation-specific mentoring, similar educational or occupational background of Mentor and Mentee is considered in the first instance. However also the regional specification, like country of origin, as well as language skills are adequately taken into account. Mentors come from a variety of industries, among them many management consultants are represented (ibid, p.11).

Mentees come from all over the globe, yet many come from Europe especially from the Balkans. According to data and surveys discussed one might assume that immigrants of Turkish origin are only remotely represented, however Kreuzhuber (2011) could not verify this assumption. In terms of gender, no tendencies are noticeable, the participation of women and men is overall balanced. However when it comes to age the programme trends towards attracting people between the age of 25-35, three-quarters of the participants possess a university degree, people below that age are barely represented. According to Kreuzhuber (ibid) a possible explanation could be the degree of familiarity with the concept of mentoring of people having completed third level education. Yet it would be desirable to diversify the pool of participants and attract students who solely went through secondary education or apprenticeship trainings. Related to the age structure of the participants, migrants of the first generation are overrepresented as compared to second generation immigrants. Based on what has been outlined, logical reasoning would suggest that the overall equalisation with the native population in terms of demographic and socioeconomic dimensions serves as an explanation. The conformation to the host society thus renders the need for integration assistance for second generation immigrants for the most part unnecessary.

Once the matching is completed, Mentor and Mentee become acquainted with the mentoring partnership. Questions about the process of mentoring, respective roles and duties as well as expectations are addressed. Mentor and Mentee make themselves known to each other for the first time during the introductory event (ibid, p.12).

The first meeting is another essential part to the match as it sets the tone for the relationship. The success of the mentoring process ultimately depends on the quality of the relationship between the individuals and has to be based on trust (ICI, 2009, p.16). After the initial meeting the organisational framework of the partnership is clarified; aligning time schedules, regularity of meetings, etc. Participants are besides advised to clearly determine respective goals and expectations to better monitor the actual progress. It has to be kept in mind that the Mentor is participating on a voluntary basis. The timeframe of the meetings thus amounts to about five hours per month, over a period of six months. During the partnership, Mentor and Mentee have the possibility to consult with constant companions provided by the programme to give concrete support. Also training and other events are on a regular basis organised in order to reinforce

networking among participants. The mentoring partnership ends with a closing meeting during which Mentor and Mentee draw a balance of the process and give each other feedback.

Mentoring for Migrants is regularly assessed through inquiries of Mentors and Mentees. The outcomes are used as a means of indicators of achievement or recommendations for further development. Based on preliminary investigations Mentors as well as Mentees consider mentoring as a useful tool to support the integration of immigrants into the labour market. About three-quarters of the Mentors maintained that they could personally benefit from the partnership. Depending on the initial situation and the determined goals of the partnership, outcomes vary. However results often involve the development of career plans, identification and management of further trainings, establishment of business contacts, optimisation of the application process, building up of self-confidence or the development of business plans. After the completion of the partnership numerous Mentees could successfully integrate into the employment market. However it is a positive side effect, the immediate job creation is not the priority objectives, but it is more the concept of *helping others to help themselves* which prevails. Mentees should acquire essential knowledge to prove themselves successful on the labour market in the long run (WKÖ et al., 2009, pp.14-15).

Since the inauguration of *Mentoring for Migrants*, the project proved popularity in the receiving society. Already the pilot project exceeded all expectations with a match of 60 couples, since that the demand is continuously increasing. Inquiries conducted after the first project round illustrated that 75% of participants would enter again into a mentoring partnership. According to Kreuzhuber (2011) the most recent round stretched the programme to its fullest extent, 120 couples were issued alone in Vienna. Despite the heightened popularity *Mentoring for Migrants* however does not pursue the objectives of becoming a mass event. As mentoring exhibits relationships on a personal level, it is more about the quality of the matches than about the quantity of couples matched. In this sense the project has indeed aspirations to expand, yet the amount of matches must never undermine the perfect fit of Mentor and Mentee.

5.DISCUSSION

This part exemplifies the significance and effectiveness of *Mentoring for Migrants*. The significance is underlined by discussing the general importance of integration of immigrants and along with it the special weight of economic integration. Subsequently the topic is narrowed down to outline the relevance of economic integration in Austria to ultimately discuss the importance of mentoring as an economic integration measure in Austria. CBPs for immigrant integration, policy recommendations of the Commission as well as ESF (European Social Fund) priority settings are used to measure the effectiveness of the project according to European standards. Furthermore, effectiveness of using mentoring as an economic integration strategy is investigated. Previous findings are consulted as to evaluate the situation-specific efficiency of mentoring. Besides that experience of similar programs and recommendations of other national mentoring strategies serve as a means of benchmarking; determining possible shortcomings and subsequent improvement methods. The approach of progressively narrowing down the topic and complement findings with further information eventually aims at answering the significance of economic integration measures in Austria and the effectiveness of using mentoring as respective strategy.

5.1.Mentoring for Migrants-Suitability Assessment

It has been illustrated that in order to maintain economic growth and prosperity, within the EU in general, and in Austria in particular, additional workforce from outside is imperative. The ageing of the population and the shrinking of the workforce is a long-term trend and has hence to be addressed more effectively even in times of economic crisis and higher rates of unemployment. It has to be recognised that measures focusing on facilitating work-life balance of women or raising the retirement age will not be sufficient but have to be complemented with the fact that the countries within the EU are attracting increasingly immigrants. The EU has acknowledge immigration not only to be a challenge but above all an opportunity. Immigrants will become ever more essential to fill gaps in certain fields of occupation, maintain employment levels and hence support the funding of pensions for the rising numbers of senior citizens. In 2004 the Council agreed on the CBPs for immigrant integration policy in the EU. However

common standards are set, it is up to each member state to recognize the value of immigration and hence engage in effective integration strategies (EC, 2009b, pp.3-6).

Examining *Mentoring for Migrants* in more detail, one will observe that it fulfills numerous European integration standards. The first basic principle, as determined by the Council, stipulates that “*Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.*” (Council of the EU, 2004, p.19). The principle is based on previous findings regarding concepts of integration. The Council of Europe (1997, p.40) states similarly that integration is “*...a process of mutual accommodation between immigrants and the majority population. The concept implies that immigrants groups will cease to be distinct in culture and behavior over time, but sees the adaption as a two-way process in which minority and majority groups learn from each other and borrow aspects of each others’ culture.*” In accordance with the previous definition, integration can be understood as a process, not only involving migrants as such but above all the native population. A crucial element consist of the possibility for nationals to engage actively in that process (IOM et al. 2005, p.7).

In that sense *Mentoring for Migrants* addresses exactly one of the core elements of integration. By creating reciprocal relationships between natives and migrants, the programme considers both; on the one hand the ability of the host society to participate actively in the economic, social and cultural realms of the integration process and on the other hand assures the individual effort of migrants. Mentors having participated in the programme underline especially the positive effect of the intercultural experience, doing away with prejudice and increasing the sensitivity towards different cultures. Natives actively participating in the mentoring process can add value to their personal as well as professional experiences and in the same token being social responsible by helping foreigners to become an inhabitant of equal value. In the course of the mentoring partnership Mentors can help Mentees to understand, respect and benefit from domestic values, rights and responsibilities. The partnership thereby support the participation of immigrants in the host society on an equal basis and according to EU and Member State laws. The interpersonal relationship of Mentor and Mentee can furthermore contribute to linguistic, civic and cultural awareness of the host society. In line with the fourth CBP *Mentoring for Migrants* shows “*...full respect for the immigrants’ and their*

descendants' own language and culture...”, by acknowledging their distinctiveness as a competitive advantage for Austrian business organisations.

At this point the instructive character of the mentoring partnership cannot be denied, it thus answers the expectation of another basic principle of integration; “...*transferring knowledge about the role and working of societal institutions and regulations and transmitting the norms and values that form the binding element in the functioning of society are also crucial...*” (Council of the EU, 2004, pp.19-21). One can thus reason that the project is successful in complying with basic elements of integration.

It has been outlined that there are different areas of integration. One core assumption of *Mentoring for Migrants* is that gainful employment, equivalent to economic integration, is the precondition for a fully-fledged integration into the receiving society. EU Council recommendation draws similar conclusions (Council of the EU, 2004, p.20): “*Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.*” Having in mind previous findings regarding the socioeconomic situation of immigrants, economic participation ultimately influences the social standing within the society. The interpretation of data collection concluded that the lower the economic activity the higher the probability to suffer from poverty, and physical as well as social exclusion. Based on the fact that the labour participation rate of immigrants is in general lower than the one of the majority population, one can reason that fostering economic participation is important for people with migrant background, especially for first generation immigrants and newcomers. The EU-MIDIS survey results showed that 57% of the minority population, who were victims of discrimination in five or more areas of everyday life, come from lower income households. One can thus reason that economic vulnerability accompanies experience of discrimination based on immigrant background (EU-MIDIS, 2009, p.16).

This findings serve as a proof that gainful employment and thus economic participation have a direct effect on the social integration of immigrants. Also the targeting of measures to support immigrants in the European Employment Strategy¹⁸ is an indication of the important influence of employment on the integration process.

¹⁸ In line with the Europe 2020 strategy, the European Employment Strategy sets out common priorities and targets to create more and better jobs throughout the EU

It follows that measures addressing labour market participation can be overall considered as an effective integration tool. In line with the recommendations of the “First annual report on Migration and Integration”, published by the EC (COM, 2004, p. 7), Mentoring for Migrants responds to the need to “...*better integrate immigrants in the labour market and include a target on reducing the unemployment gap between nationals and non-EU nationals.*” Even if the prior aim of the program is not to result in immediate employment, and has no explicit target of reducing the employment gap, outcomes have demonstrated otherwise. According to Kreuzhuber (2011) most of the participating Mentees come from within Europe and only occasionally from other continents, following the above mentioned recommendations it would be advisable to target increasingly non-EU nationals (see paragraph 5.3).

Involving the host society ultimately means raising awareness and understanding, regular contact limits the fear of the *unknown* and can reinforce the transition from a resenting to an accepting and even towards a promoting attitude. The GMF¹⁹ survey (Heitmeyer et al., 2002) affirms that there is a negative correlation between contact to foreigners and xenophobia or racism. The more contact with foreigners, in the neighborhood or on the job, the less the respondents express themselves hostile towards foreigners and are less racist. Furthermore personal contact does not only influence positively the relationship between the persons concerned but above that influences positively the image of the minority group as a whole. *Mentoring for Migrants* fosters the participation of business actors and potential employers and therefore promotes the acceptance of foreigners as valuable asset and limits the possibility of engaging in discriminatory behavior. Seeing that, the project reinforces an anti-discriminatory stance and acts in accordance with the EU Council findings that “*It is important that Member States, in cooperation with the social partners, pay particular attention to and undertake effective action against discrimination in the recruitment policies of employers on the grounds of ethnic origin of the candidates.*” (Council of the EU, 2004, p.20)

¹⁹ GMF=Gruppenbezogene Menschenfeindlichkeit

Previous findings outlined that future developments call for integration measures in Austria. Integration measures could on the one hand reinforce a positive image of immigrants and thus foster social cohesion, and on the other hand establish the necessary basic conditions to attract more qualified workers in order to sustain economic growth and living standards. According to Biffel (2011, p. 2) Austria has the right tools to determine worker shortages, which is an important precondition to develop a migration model which attracts highly qualified workers. Yet these capabilities are not turned to account. One can consequently question what are the reasons that render Austria an unattractive destination country. It has been demonstrated that immigration is not unanimously supported in Austria, right-wing political parties, the media as well as until recently trade unions tend to reinforce negative arguments focusing on the fear of worsening work conditions and shrinking wages. Information available to the common people is emphasising negative arguments and stirs up fear. The studies discussed demonstrated how the public discourse and the dominance of negative rhetoric can influence the common and contemporary thought. The dominant public discourse allows for a xenophobic climate and urges discrimination to be socially acceptable. Public discrimination can serve as a justification for daily discrimination and lower the threshold to hostilities towards foreigners (Heitmeyer et al., 2002, p.6).

Cited authors have suggested that the vocalised discrimination goes so far that it is even translated into legal practice. One can might suggest that the maximum prolongation of the transition arrangements exemplifies the extent to which the abstract debate of *the immigration problem* is eventually translated into real-life practice. The MIPEX (2010) ranking of Austria might serve as a proof that discrimination is not only vocalised but also implemented into practice. Contrary to findings of the EU-MIDIS (2009) survey and in line with argumentation of Bukasa (2009) and Heitmeyer (2002) one could consequently suggest that Austria exhibits a discriminatory environment but markets racism under the name of national interests and *Etabliertenvorrechte*. When looking at the demographic developments, the socioeconomic situation of already residing immigrants, the politicisation of the topic and migration related legislation in Austria, the evidence that Austria is in need of effective economic integration measures becomes compelling.

Integration measures issue a particular challenge to Austria since it is a federal state. Legislative competence for immigration is only found at the federal state level (*Bund*), the *NAG* regulates the issue of entry, residence and permanent settlement of foreigners. At the level of the federal states (*Länder*) however there is no competence for passing laws, it follows that here integration is dealt with on a sociopolitical level (Gstir, 2010, p.19). Contrary to the centralised competence of regulating immigration to Austria there is no central policy competence for the issue of integration of these migrants. The state, the federal states as well as the social partners (*Sozialpartner*) can each undertake individual integration measures. As mentioned before since 2009 the Federal Ministry of Interior proposed and NAP on integration, providing a general framework for integration measure, yet federal states can implement measures suitable for their situation. It follows that the topic is dealt with in a variety of ways; some federal states assign the subject more importance than others, some focus on establishing theoretical integration concepts whereas others take active measures regarding a specific group of immigrants, often marginalized groups²⁰. The horizontal character of integration has the advantage that regions can employ integration measures adapted to particular needs of ethnic groups and changing circumstances. However MIPEX (2010) underlines the lack of region-wide measures, remarking that most initiatives are still local and regional projects, which are limited in time and scope. Following the aspirations of expanding the project gradually (Kreuzhuber, 2011), *Mentoring for Migrants* could be the first step towards a harmonised integration initiative throughout Austria. Although the project illustrates and implements a common region-wide mentoring strategy and has thus a vertical determinant, the benefits of the horizontal approach are not undermined. *Mentoring for Migrants* solely determines the structural framework like eligibility requirements or the sequence of actions, yet it is the mentoring as such which upholds the horizontal character of the project. The proper matching process guarantees solutions not only adapted to particular needs of regions or ethnic groups but in addition to that considers the circumstances of an individual. It thereby builds upon the benefits of its vertical character without weakening the advantages of a horizontal integration approach.

²⁰ Women, children, refugees , etc.

Mentoring for Migrants thereby not only complies with MIPEX recommendations but furthermore with the tenth CBP of integration: “*Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public-policy formation and implementation. [...] steps are needed to ensure that the focus on integration is a mainstream consideration...while at the same time specifically targeted policies for integrating migrants are being developed.*” (Council of the EU, 2004, p.24)

Regarding the organisational structure and in line with Council recommendations the involvement of different actors adds value and constitutes a major strength of the project. With the WKÖ on the one side and the AMS and ÖIF on the other side, the project aims at covering all prospective social actors (Kreuzhuber, 2011). As it is the case with *The Mentoring Partnership*, government and business as well as social actors of the labour market, collaborate on the question of integration of immigrants. This is important because “*integration occurs in all spheres of public and private life. Numerous non-governmental actors influence the integration process of immigrants and can have an additional value.*” (Council of the EU, 2004, p.24). The issue is thus confronted in a collaborative way to guarantee solutions that are in everybody’s best interest. Whereas the AMS and the ÖIF establish access to the immigrant community, the WKÖ acts on behalf of employer and corporate communities. The involvement of the WKÖ, as the umbrella organisation for the nine regional Chambers, furthermore guarantees the representation of interest on all levels of government, facilitating a region-wide expansion of mutual integration initiative. By combining the efforts of all actors involved the WKÖ eventually works for the community’s economic well-being and thus for the benefit of the Austrian society as a whole. In this regard Kreuzhuber (2011) clearly emphasises the creation of a *win-win* situation for all participants involved.

The creation of a *win-win* situation is also demonstrated when looking at the priorities of training and employment measures, as determined by the ESF²¹. As one of the EU's Structural Funds, the ESF aims at helping Member States, their companies and workforce, to face new global challenges and thereby promote economic and social cohesion (EC, 2011a). The AMS is responsible for the promotion of measures regarding

²¹ EFS priorities in Austria include: Priority 1-Adaptability of workers and enterprises;Priority 2-Fighting unemployment;Priority 3- Social inclusion;Priority 4- Lifelong learning;Priority 5-Territorial employment pacts

Priority 1-Adaptability of workers and enterprises as well as *Priority 2-Fighting unemployment* as determined by the ESF. *Priority 1* seeks to keep Austria productive, and aims at better anticipating economic change by effective personnel planning and the development of enterprises. The priority to stabilise the professional situation of the elderly, the poorly qualified and women. *Priority 2* aims at creating longterm employment for specific target groups among the unemployed. In particular, older and poorly qualified people, migrants and women returning to work shall be supported to integrate into the labour market (EC, 2011b). It follows that the AMS also benefits from collaborating, since *Mentoring for Migrants* promotes priorities as set by the ESF and thereby supports the AMS to carry out its duties. The ESF priorities eventually bring down the common denominator, which makes the project partners work for a concerted goal and thereby increase effectiveness.

The above outlined demonstrated the importance of economic integration in Austria, and the effectiveness of *Mentoring for Migrants* regarding generally acknowledged integration standards. The subsequent section discusses the use of mentoring as an integration strategy.

The effectiveness of using mentoring as an integration tool can be seen as being reflected in several citations hereto. The Austrian NAP for Integration even explicitly cites mentoring as an example to facilitate labour market access for migrants (NAP, 2010, p.22). The aspirations, according to the NAP, brought Austria additional points on the MIPEX (2010) already without even being implemented. The MIPEX makes a reference to mentoring when talking about prospective policy improvement in Austria. One can consequently assume that mentoring, once implemented, is generally acknowledged as effective when it comes to labour market mobility and integration of foreigners. The WKÖ underlines the importance of mentoring because, according to studies, about 78% of all jobseekers in Austria rely on personal networks for employment (WKÖ et al., 2009, pp.5-7).

Several other authors affirm the importance of network hiring based on similar findings. The Harvard university professor and sociologist Mark Granovetter (1995) discussed the link between job contacts and social structures, he recognised networking as a crucial link for getting a job, in particular contacts established outside of the immediate circle of influence. To quantify these statements, research on the topic indicates that the

majority of jobs, about 70%, are filled through networking, 20-25% of positions filled are due to recruiters and only 5-10% are filled through ads and online postings (NYS Department of Labor, 2008, p. 2). Similar outcomes have been found in Austria; a study conducted affirms that social networking is the most important bridge to the labour market (Statistics Austria, 2010). The study focuses on especially young people of the age between 15-34. Almost a third (30%) of young adults found a job with the help of the immediate circle of contact²², 23% of the respondents used contacts made earlier in the same company²³, 18% by using newspaper and internet ads, and 17% by means of direct-or blind applications. Remarkably is that with a lower educational level the importance of using the immediate network of friends, family or former employer becomes more important. Looking at the outcome of the study one can suggest that networking is essential for migrants, especially young adults, living in Austria; the average age of foreigners is significantly lower than the average age of Austrian-born nationals, besides that pupils with foreign citizenship rarely attend schools where they can earn a high school diploma, thus possess in general a lower educational level. Also the amount of foreign students possessing a diploma is considerably lower. The below average rating when it comes to educational level is however only true for students with Turkish or Ex-Yugoslavian citizenship; foreign students from other EU and EEA states study faster and have high academic credentials (Baldaszi et al., 2010a, p. 4).

The study has similar outcomes when differentiating between sociodemographic characteristics; 42,3% of the respondents, with migration background, got a job through immediate contacts compared to only 27,2% of the respondents without migration background by the same means. In both cases the first source of finding a job is by means of networking, yet it becomes obvious that for people of migration background it is even more important (Statistics Austria, 2010). Combining the study with statistical data, based on average age and educational level, one can draw the conclusion that networking is of particular importance for people of the age between 15-34 with a Turkish, Ex-Yugoslavian or non-EU origin. *Mentoring for Migrants* provides the appropriate means to support especially this group of people since requirements for participation are considerably milder compared to accession conditions for immigrants

²² Family, friends, acquaintances

²³ Apprenticeship, internship etc

in the Canadian model²⁴. Yet previous rounds indicate that *Mentoring for Migrants* does for the most part attract migrants with completed tertiary education, and less so migrants with a lower education level. This can however not be regarded as a shortcoming, quite to the contrary it indicates the future potential of the initiative (see paragraph 5.3).

Laroche and Rutherford (2007, pp. 268;270) affirm the importance of networking for people of different origin. They state that people with different cultural background often underestimate the importance of networking. However networking can be of imperative importance at one point or another; talking to the right person at the right time; working with someone who is capable of judging the quality of one's work and putting one's name forward. Since the dynamics of networking are different from country to country getting in touch with professionals having experience in the local network procedures is of profound advantage. In this sense, it is exactly the knowledge of the cultural matrix of the Mentors on which the mentoring program builds upon. Besides, it matches the line of argumentation which affirms that especially networking within one's profession and during the application process is helpful. Because professionals know exactly how to brush up a résumé and boost one's career profile regarding the particular field of occupation (ibid pp. 71-72). Furthermore Mentors can provide crucial assistance to become acquainted with the legal framework of Austria. This is important because, according to interviews conducted with migrants, Austria's job opportunity system is administered in an ambiguous manner. As a consequence many immigrants miss out opportunities due to lack of knowledge of their own labour market rights (Krzyzanowski and Wodak, 2009, p.172).

Up to this point it became obvious that employment is an important part of the integration process, however to build upon the advantages of immigration it is necessary that migrants are able to engage in employment in line with their educational achievements on equal terms with native workers (IOM, 2009, p.17). Preliminary findings suggest the administrative apparatus hampers the recognition of foreign qualifications and contributes to economic as well as social segmentation, because migrants are compelled to accept jobs below their actual qualification. The limited number of jobs for highly qualified third country nationals, renders irregular work for

²⁴ In The Mentoring Partnership Mentees need to possess at least a Bachelor's degree and several years of work experiences, whereas Mentoring for Migrants admits also migrants with "only" a completed apprenticeship

many immigrants a necessary entry-level strategy (Jandl et al., 2009, pp. 84-85). The shortcomings of the legal and administrative framework, aiding ultimately irregular work, could be antagonised by social networks. Mentors can provide useful advice to support the nostrification process and foster the Mentees self-confidence to seek employment in line with the qualification level. Mentoring thus might be helpful to counteract the de-qualification effect and limit irregular work.

5.2.Challenges

Considering the sociopolitical environment in Austria, everyday as well as institutionalised discrimination of foreigners, one might consider the receptiveness of the receiving society regarding the programme as the biggest challenge. Surveys have demonstrated that networking and mentoring is beneficial to find a job independent of nationality. *Mentoring for Migrants* could consequently be perceived as discriminating against native Austrians. Kreuzhuber (2011) states that up to now, she has not been addresses with reproaches concerning the exclusion of Austrian nationals. However with the gradually expansion and medial presence of the project such allegations might emerge. The *National Mentoring Partnership* has been confronted with the question of giving preferential treatment to immigrants. Such accusations are argued against with the fact that immigrants face barriers that native-trained persons do not face when searching employment. Because employers might not want to hire a person with an unfamiliar diploma or who lacks knowledge about the national work-culture. Mentoring removes this obstacles and secures a level playing field for all skilled workers, after all for the benefit of the national economy (ALLIES, 2011d).

One can assume that with the end of the transitional arrangements on 1. May 2011, which marked a break by offering the new EU citizens equal opportunity to engage in work, allegations of preferential treatment become more frequent.

Heitmeyer (2002, p.6) found that hostilities towards minority groups depend on how far the host society sees itself exposed to insecure living and working conditions. Such sentiments become especially critical when they are politically focused and echoed to reinforce negative attitudes towards the minority group. This was clearly the case in Austria, when media coverage and the political discourse almost exclusively dealt with the opening of the labour market and possible consequences for domestic workers. The

politicisation of the topic has the potential to restrict equal access to the labour market; even if the legal prerequisites for employment are fulfilled, an agnostic host society can pose additional barriers to gainful employment of immigrants. According to a study of the International Labour Organization (ILO) already a foreign sounding name can present a problem. In a tandem application process, locals and citizens with exotic names have applied with the same documents for exactly the same job. The result was that people with alleged immigrant background had to apply in general three to four times more to get a job (Hetzfleisch, 2010, p.21). The study demonstrates that fulfilling legal requirements does not necessarily comprise the host societies disposition to satisfy these laws and regulations. The possibility to integrate is in large depending on the host societies' receptiveness. This is why integration is ultimately a “...*dynamic, two-way process of mutual accommodation by all immigrants and residents....*”. In this sense *Mentoring for Migrants* faces the challenge of raising continuously awareness within the host society to reinforce social conditions as the fundamental requirement for the effectiveness of legal conditions.

As an effective economic integration model it would be important to focus on the most marginalised groups of immigrants. Having in mind economic participation of immigrants in Austria this would be women of Turkish origin. Along with this consideration Kreuzhuber (2011) had been several times confronted with questions regarding the usefulness of providing support to enter the labour market, when there are migrants that do not even possess sufficient education and German skills as to consider economic participation. Involving especially Turkish women would be indeed desirable to support their social integration, yet they fall outside the area of operation of *Mentoring for Migrants*. Because the programme focuses on workers potential which is already available but not yet utilised to its full potential, it is therefore clearly to be distinguished from programmes which focus on the formation of immigrants as such.

Other mentoring projects mentioned as a challenging factor the clear determination of goals. It is important not to promote career advancement to be a foregone conclusion, but market the mentoring relationship more as a learning and growth process (Witt-Löw and Huber, 2006, pp.29-30).

In accordance with this recommendation *Mentoring for Migrants* clearly declares that the immediate job creation is not the main objective, but it is more the concept of *helping others to help themselves* which prevails. However the ICI (2009, p.10) gives additional advice how to master the challenge of goal setting and process reviewing. Concrete action planning should be improved, to ensure that the targets are specific, achievable, measurable and timed. Long-term and short-term goals should be set, improvements or changes should be mutually agreed upon and then implemented. A system of recording for the meetings is a useful tool to measure the progress and remember the level of achievement. Recording templates could be made available to document and evaluate the process independently (ICI, 2009, p.10).

The project *Mentoring for Migrants* can be associated with high financial as well as time investment, yet this investment does not yield any direct revenue. Currently the project is funded by the WKO and the internationalisation initiative "go international"²⁵. The project partners ÖIF and AMS make contributions in the form of personnel and operating expenses. With the expansion of the project, funding will have to increase, corporate and other project partners could be a potential means of expansion financing.

5.3.Future Perspectives

It has been demonstrated that especially young adults with Turkish or Ex-Yugoslav origin are in need of mentoring in order to build a network and gain a foothold in the labour market. Even though Kreuzhuber (2011) could not confirm the underrepresentation of Mentees from Turkey or former Yugoslavia, she mentioned indeed the need of young participants in general. Hartley (2004, p.4) acknowledges the importance of mentoring especially for young people to find a path to employment and economic as well as social participation. In this sense the underrepresentation of young foreigners of lower educational level leaves scope for improvement. It would be advisable to the project partners to promote the program using communication channels that get a hold on this particular target group. Similar programmes underline the importance of using appropriate means of communication. The ICI (2009, p.31) found that an associated communication strategy helps to maximise the success of a mentoring programme. It can help to foster the recruitment process, emphasise the positive

²⁵ Is an internationalisation campaign, initiated by the federal ministry of economy, family and youth and the Austrian federal economic chamber to promote Austrian Trade, for further information see <http://www.go-international.at/go-international/index.php>

contributions of migrants within the society and consequently promote effective integration.

As mentioned before, Kreuzhuber (2011) assumes that the restraint of young foreigners is attributed to the unfamiliarity with mentoring. In the age of the Internet and digital accessibility of knowledge, advertising knows no limits and can reach everyone, even more so the younger generations. In this sense and according to ICI findings, *Mentoring for Migrants* could take *The Mentoring Partnership* as an example. The Canadian project disposes of its own neatly arranged homepage, with a revamped IT structure which facilitates the understanding of the programme's functioning and processes. The familiarisation process is facilitated by the easy comprehensible project description including origin, vision, functioning, eligibility requirements, benefits and responsibilities. Interested parties get immediate overview of all necessary information without having to download or call personally to acquire additional information. Improved online support services cannot only be used to provide information for prospective Mentees, seeking information, but moreover to create online platform as a social networking service²⁶ to share experiences, establish contacts and thus leverage the multiplier effect. This would be especially effective considering that word-of-mouth recommendations attract Mentees in the majority of cases (Kreuzhuber, 2011). Online social network services could additionally support the effect of word-of-mouth advertising, in particular among young adults. A well-structured and easy-comprehensible homepage with support services could not only help to attract more Mentees but also further Mentors. *The National Mentoring Partnership* pays special attention to attracting mentors by providing online learning possibilities, news of local and state workshops and conferences, and tips and activity suggestions for mentors. It even provides a downloadable *Learn to Mentor* toolkit²⁷ (Hartley, 2004, p.30).

The National Mentoring Partnership furthermore focuses on mentoring of young people, and suggest in this sense to build up innovative mentoring methods. The programme explores the potential of online mentoring, taking into consideration the age of technology. As a consequence *Mentors Online*²⁸ has been developed to support and

²⁶ Blogs, Facebook, Twitter , etc.

²⁷ To download go to http://apps.mentoring.org/training/TMT/Mentor_training_toolkit.pdf

²⁸ www.mentoring.org/mentorsonline

facilitate online mentoring. Online mentoring either stands by itself or is used to complement face-to-face mentoring relations. It is suggested that online mentoring supports the development of a quality relationships between mentors and young people and furthermore enhances young Mentees' technical literacy and communication skills. Yet evaluations are necessary to prove the long-term effectiveness of online mentoring (ibid, p.17).

The above outlined measures would furthermore be in accordance with the seventh CBP of integration, stating that "*frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue [...] enhance the interactions between immigrants and Member State citizens.*" The EU Council further determines that "*the frequency and quality of private interactions and exchanges between immigrants and other residents are key elements of greater integration.*" (Council of the EU, 2004, pp.22-24).

Consequently one can assume that merely online mentoring is insufficient since it is the personal contact between Mentor and Mentee which determines the quality of the mentoring relationship. However the combination of face-to-face and online mentoring could even increase the frequency of the contact.

Mentoring for Migrants has little effect on the frequency of interactions between Mentor and Mentee. Certainly the duration of the partnership and the time invested could be prolonged, yet it is the Mentor who is voluntarily investing a great deal of time and the one who has ultimately to agree to it. The combination of online and real-life mentoring could have the advantage that Mentees and Mentors develop an interpersonal partnership on the one side and increase the frequency of meetings on the other side. The possibility of meeting online, facilitates time scheduling and gives even the means of meeting on an ad hoc basis. Of course one has to consider that along with this measure problems with technical equipment might arise. Even in the age of information technology one cannot assume every participant to be sufficiently equipped.

The federal ministry of labour, social affairs and consumer protection (BMSK) in Austria initiated in 1999, as a part of the federal *Sex Discrimination Act*, the project *Mentoring for women*. Based on experiences of previous rounds, a guideline for mentoring programmes was published. The guideline gives the impetus that it is important for all participants to perceive their involvement in the mentoring partnership

not as additional workload, but as an enrichment. Therefore the mentoring relation should comprise positive and refreshing elements to clearly differ from other working relations. Accordingly both the kickoff seminar as well as the final review session were held in hotels and thus outside the workplace context, leaving room for creativity and pleasure. It furthermore, and similar to suggestions of other projects, cites training for mentors as beneficial. Bringing together Mentors during a multi-day training course, allows for stimulations regarding the role as a Mentor and gives the opportunity to reflect upon one's own leadership style. Like this the BMSK could create a pool of experienced and trained Mentors who can contribute their knowledge and skills to other mentoring projects (Witt-Löw and Huber, 2006, pp.27;35).

All cited projects underline the importance of bringing together current and previous Mentors and Mentees. *Mentoring for Migrants* does indeed organise such events, to intensify contacts and add a refreshing element. Yet the training for Mentors could be leveraged with measures as aforementioned. Making use of online learning activities and social networks, as in the case of the Canadian model, would be a relative low-cost measure as compared to multi-day trainings and events outside the workplace context.

Keeping in mind the increasing popularity of the project and aspirations regarding region-wide expansion, questions might arise regarding the accessibility of sufficient Mentors from the host society. Next to improving the communication strategy, *Mentoring for Migrants* could, like in *The Mentoring Partnership*, involve increasingly Corporate Partners. Their involvement could not only increase the amount of Mentors available but also guarantee their eligibility due to preselective processes. Furthermore Corporate Partners involvement fosters the creation of a *win-win* situation. Enterprises can use *Mentoring for Migrants* as a means of intercultural communication and leadership training for their staff. Mentors could consequently not only be provided with the incentive of personal growth but also with the chance of company bonuses and professional advancement. The esprit of voluntarism remains yet the incentive of advanced vocational training would also allow for the prolongation and intensification of the mentoring relationship, as addressed previously. Participating Corporate Partners ultimately engage in the integration process of immigrants and live up to their corporate social responsibility. The EU Commission explicitly mentions the desirability of corporate involvement: "*Engaging companies in debates on integration and linking*

governmental programmes with companies' corporate social responsibility programmes." (COM, 2005, p.8).

Additional inspiration could be drawn from mentoring schemes in the United Kingdom²⁹, which focuses on collaboration not only with Corporate Partners but also with universities. The idea is to give ethnic minority graduates students access to someone at managerial level who can be a role model, because they may not have had the contact with people in senior positions in companies like some nationals do. Also the participating corporations can benefit because employers often lack ethnic minorities in senior positions. The mentoring scheme is a way to improve representation hereto (Rubenstein, 1995). Collaborating with universities could also be an option for *Mentoring for Migrants*. As a means of attracting students and young graduates it would diversify the pool of Mentees as desired according to Kreuzhuber (2011). Since the enactment of the *Foreign National Legislative Package 2011*, this would be especially helpful apropos of graduates from third countries. As previously mentioned the new legislation allows international graduates to work in Austria, under the precondition that they have a job offer in accordance with their educational level. Without mentoring they would expectedly come across the same problems, as aforementioned, of finding a job appropriate to their qualification level. The same programme also puts forward the idea of *incremental mentoring*, whereby former Mentees are trained to act as Mentors for ethnic minorities (Rubenstein, 1995).

The advantage would be the acquaintance with the project regarding the functioning and the process of the mentoring partnership. Besides the Mentees re-involvement as Mentor indicates faith in the project and fosters personal dedication, which in turn can positively influence the quality of the mentoring relationship. The Mentor can better see things from the Mentee's perspective and act accordingly, this likewise improves the partnership.

²⁹ The National Mentoring Consortium is an organisation to promote equality and diversity in graduate recruitment and to enhance the employability of Black, Asian and Minority Ethnic students with mentoring and careers programmes. For further information see <http://www.uel.ac.uk/nmc/schemes/ethnic.htm>

5.4. Concluding Remarks

According to what has been lengthily reviewed, and to finally answer the research question, one can say that *Mentoring for Migrants* exemplifies a significant and effective economic integration model corresponding to the Austrian context.

Citations of different authors, policy makers and guiding frameworks have highlighted the significance and effectiveness of the programme according to generally accepted integration principles. Besides, the situation of immigrants in Austria today gave some indication of the necessity of effective and innovative integration initiatives to avoid social stress and reinforce the cohesion of the society. One would might suggest that with the opening of the labour market and prospective improvements regarding the admission of third country nationals, economic integration tools become nonessential. Also because the majority of immigrants in Austria are EU member state citizens, disposing legally of equal rights as native Austrians, one might question the necessity of future integration initiatives. As mentioned before, legal compliance does not automatically activate social compliance. Top-down decisions cannot influence the social receptiveness of immigrants unless awareness-raising measures support legal enactments from bottom-up. The persistence of the hostile public dialogue and the social reluctance to comply with European fundamental rights of freedom and equality as well as the non-acceptance of Austria being an immigration country, clearly demonstrate the need for future policy developments. Even if integration problems are most prevalent among a marginalised minority group integration measures are important because, as pointed out by Bauböck (2001, pp.14-15), the problem is that already the exclusion of a particular part of the society endangers the social cohesion of the society as a whole.

Mentoring as an appropriate integration initiative has proven to be successful already in numerous other countries. Australia and Canada have since long a variety of mentoring programmes focusing on different target groups. Ireland, United Kingdom or Denmark make use of mentoring for a variety of reasons and for all kind of people, yet it has been acknowledged that it is particularly effective to support groups of disadvantaged people. Among them especially young people, women, foreigners or the elderly. Several specified surveys pointed to the importance of networking for finding a job. In this sense mentoring goes perfectly along with the aspiration to assist immigrants in Austria

with the integration into the domestic labour market. *Mentoring for Migrants* is a workable and promising integration initiative. Although there is room for future developments, the positive aspects of the project clearly outweigh its shortcomings. Shortcomings can for that matter not be regarded as disadvantages but more as an indication of the variety of development potentialities.

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APPENDIX A: Interview Guide

Ursprungsidee und Umsetzung

1. Nach meinem bisherigen Wissensstand kommt die Ursprungsidee aus Kanada, inwiefern waren Sie bei der Entwicklung bzw. Implementierung des “Mentoring für MigrantInnen” Programm involviert?
2. Bei Betrachtung beider Projekte fällt auf, dass während bei dem kanadischen Modell überwiegend die Vorteile für die “Corporate Partner” und die kanadische Aufnahmegesellschaft in den Vordergrund gerückt werden, liegt der Fokus bei “Mentoring für MigrantInnen” auf Seiten der Mentees, sprich auf Seiten der ImmigrantInnen - ist dieser Fokus beabsichtigt, wenn ja, warum?
3. Vergleicht man die beiden Modelle fällt auf, dass die Voraussetzungen um bei “Mentoring für MigrantInnen” als Mentee mitzuwirken viel milder ausfallen (vgl., Bachelor Abschluss versus Matura/Lehre) - Ist dieser Unterschied speziell der Situation von ImmigrantInnen in Österreich angepasst? (z.B. Arbeitslosigkeit von MigrantInnen geringeren Bildungsniveaus)

Erfolge und zukünftige Perspektiven

1. Seit dem Start von “Mentoring für MigrantInnen” und basierend auf Anzahl der Bewerbungen findet das Projekt Anklang in der Aufnahmegesellschaft? Kommt diese Nachfrage eher von Seiten der Mentoren oder von Seiten der Mentees?
2. Basierend auf bisherigen Bewerbungen von Seiten der Mentees, nehmen MigrantInnen einer bestimmten Staatsangehörigkeit diese Möglichkeit mehr in Anspruch als andere? Wenn ja, welche? - selbe Frage bezüglich Geschlecht und Alter, lässt sich eine Tendenz erkennen?
3. Gibt es Pläne “Mentoring für MigrantInnen” umfassender zu vermarkten? z.B. in Schulen, türkischsprachigen oder anderssprachigen Medien, bzw. bei jenen MigrantInnen(-gruppen) die bisher wenig involviert waren?
4. Soll das Projekt zukünftig auf weitere Bundesländern ausgedehnt werden?
5. Sehen Sie in der Öffnung des Arbeitsmarktes für die “neuen” EU Staaten, eine Chance für das Projekt an Wichtigkeit zu gewinnen, um die legalen Voraussetzungen mit entsprechenden sozialen Rahmenbedingungen zu unterstützen?

Hindernisse und Gegenstimmen

1. "Networking" ist für beruflichen Aufstieg von Vorteil, wurden Sie diesbezüglich schon mit der Frage konfrontiert, warum Hilfestellung für den Aufbau eines solchen Netzwerk nur für Personen mit Migrationshintergrund zur Verfügung gestellt werden sollte. Sind bisher schon Stimmen laut geworden die das als Diskriminierung der einheimischen Bevölkerung sehen?
2. "Mentoring für MigrantInnen" ist vermutlich mit einer hohen finanziellen sowie zeitlichen Investition verbunden, eine Investition die direkt keine Erträge abwirft - worin sehen Sie persönlich in "Mentoring für MigrantInnen" die langfristigen Gewinne des investierten Kapital/ investierter Zeit? (Vorbild für andere EU Mitglieder, Österreich als Wirtschaftsstandort, persönliche Weiterentwicklung etc.)