

# Integration Report<sup>1</sup>



RECOMMENDATIONS BY THE  
EXPERT COUNCIL FOR INTEGRATION

1) For reasons of quotability please refer to the original text in German "Integrationsbericht – Vorschläge des Expertenrates für Integration" as inaccuracies may occur due to translations.

# Foreword

As State Secretary for Integration, it is a pleasure for me to be able to present the Integration Report. The creation of a separate State Secretariat demonstrates the importance, which this topic will be having in the future. There is a completely new approach towards Austrian integration politics in organization as well as in content – “Integration based on Merit”: The goal needs to be judging people not on grounds of their origin, but according to their effort and achievements. We would like to give all people, who want to accomplish something in Austria, the chance and the possibility to pursue their path with us.

We want to create motivation. Commitment in jobs, groups and associations, sport and culture creates integration. Migrants need to be in the middle of our society. This also means overcoming prejudices: Whoever is committed and actively participates in social life in Austria is integrated and accepted. Not origin, but effort is significant to be successful in Austria.

Furthermore, the State Secretariat provides the opportunity to interlink all participating partners within the integration field, thereby offering a contribution to a coordinated course of action in Austrian integration politics. Product and outcome of this successful cooperation is the first Integration Report, which is divided into three volumes.



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**Sebastian Kurz**  
**State Secretary for Integration**

At the heart of the Integration Report lies the first volume, which comprises the first proposal for measures by the “Expert Council for Integration”. Established to ensure the implementation of the National Action Plan for Integration of the Federal Government, the assembly of experts, under the team leadership of Univ.-Prof. Dr. Heinz Fassmann, has elaborated recommendations for all fields of action. Together, these proposals now have to be implemented.

The second part of the Integration Report presents the most recent statistical results in form of the Statistic Yearbook “migration & integration 2011”. This well established reference work of Austrian integration politics is already in its fourth print run. In its updated edition it shows once more the challenges and opportunities within the integration sector, and by listing its 25 indicators for integration, provides for a continual monitoring of the integration process.

The third part of the Integration Report comprises a legal analysis on the subject “Integration as an Interdisciplinary Topic” by Univ.-Prof. Dr. Andreas Janko that shows how manifold and various the competencies are in the fields relevant for integration. More than that, the third volume contains measures supporting integration devised by members of the Integration Advisory Committee. This overview of Austrian efforts and initiatives ensures coordinated and collective action by all participating actors and accommodates the interdisciplinary character of integration.

This comprehensive illustration of the integration landscape in Austria within the Integration Report is a further step towards securing social peace in Austria. This path has to be pursued together with all participants for the well-being of the entire Austrian population – for we can only achieve something together.

A handwritten signature in black ink, appearing to read 'Sebastian Kurz', is centered on the page. The signature is fluid and cursive, with a prominent initial 'S'.

Sebastian Kurz  
State Secretary for Integration

Vienna, July 2011

# **The 20-Points-Programme**

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**Recommendations for Primary Measures  
in the Field of Integration Politics**

**A Further Development of the  
National Action Plan for Integration**

**Expert Council for Integration**

**Vienna, July 2011**

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# 1. Foreword

In January 2011, the independent Expert Council's working programme was presented during a press conference, the originally 65 NAP-measures were consolidated and 32 of them were selected. It was announced that these 32 measures that had already been short-listed would be once more consolidated and chosen from. Now, at the end of this process, stands the 20-Points-Programme. Its implementation within the forthcoming years is recommended and seems achievable, even in view of limited resources. A good comparison is that of a funnel, the working appointment of a broad and abstract NAP to a 20-Points-Programme.



**Univ.-Prof. Dr. Heinz Fassmann**  
**Chairman of the Expert Council for**  
**Integration**

The measures which are presented here are single measures, together aiming at improving chances of participation within society for new immigrants as well as for immigrants already living in Austria for a longer period of time. Improving German language skills, recognition of qualifications, avoiding drop-outs within the youth, but also increasing female employment are some of these measures. Participation within the most relevant of society's institutions – the job market, housing situation, public life, sport and recreation, social services – must be provided for. This is also, what the Expert Council relates to, when speaking of integration.

The independent Expert Council also stresses that these single measures will not change the reality of integration, negatively portrayed by the media, overnight. There is no high road to the heart of the problem, only hard and constant work that does not only concern immigrants themselves, but all of us and especially the host society. And politics also need their time to catch up on what has been missed out so far. For a long time the misconception that immigration was time-migration prevailed. People came and went without touching society's structures or institutions. Only much later did politics grasp that those time-migrants have become immigrants that pursue a perspective of settling down. Catching up on what has been missed out must now be the mission.

The Expert Council wants to contribute thereto with its 20-Points-Programme and hopes that the institutional and political decision-makers will embrace these measures and work together across political party alignments. For without cooperation, nothing can be achieved in the cross-sectional matter which is integration.

For the Expert Council

A handwritten signature in blue ink, appearing to read 'H. Fassmann', with a horizontal line extending to the right.

Heinz Fassmann

Vienna, July 2011



## 2. Basics

The following is intended to clarify the content and methods of work by the Expert Council, to provide a basic understanding of the essential term “integration” as well as a correct interpretation of the measures proposed.

### 2.1. The Expert Council

The independent Expert Council was installed by the Ministry of the Interior in June 2010. The mandate was clear: screening of the measures contained within the National Action Plan for Integration, developing these further towards concrete implementation and prioritizing them in terms of effectivity and feasibility. Thereby, the Expert Council was supposed to make a strategic contribution towards implementation of the NAP by choosing and specifying from a great pool of measures those, which according to the Expert Council member’s expertise are particularly important and possible to implement. Through channelling and concentration towards the essential, the institutionally intricate integration politics in Austria shall be pushed forward.

As a first step after setting the topic, the independent Expert Council gave itself rules of procedure, organized work methods and gradually incorporated new members to ensure the required expertise. Two experts are responsible for each of the in total seven defined fields of action in the NAP. The choice of members of the Expert Council was made in accordance with the chairman of the Expert Council and the Ministry, the appointment itself by the Minister of the Interior. The selection relied very heavily on the criteria of scientific expertise as well as practical experience and an effort was made to assemble the “best minds” from the field of integration studies and from those in practice in the integration sector into the Expert Council.<sup>2)</sup>

Since its creation, the Expert Council has met once a month to discuss the different measures. In between, those responsible for the various fields of action have called in more specific expert groups to hear different opinions and to discuss the essential question, which steps are more and which are less important and which of them should be implemented first. Some of those responsible for different fields of action have also held dia-

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2) The following people are responsible for the separate fields of action: Language and Education: Prof. Dr. Ilan Knapp and o. Univ.-Prof. Dr. Ruth Wodak; Work and Employment: Univ.-Prof. Dr. Gudrun Biffl and Dr. Thomas Oliva; Rule of Law and Values: ao.Univ.-Prof. DDr. Christian Stadler and Univ.-Prof. Dr. Andreas Janko; Health and Social Issues: Prof. Dr. Rainer Münz and Dr. Arno Melitopoulos; Intercultural Dialogue: Dr. Hans Winkler and Prof. Dr. Günther Kienast; Sport and Recreation: Mag. Rainer Rößlhuber and Prof. Mag. Peter Zellmann; Living and the regional Dimension of Integration: Prof. Dr. Klaus Lugger and Dipl.-Soz. Wiss. Kenan Güngör.

logue with human resource executives, school principals, people responsible for continuing and further education, leading representatives of the Austrian health system, but also with journalists, social workers and representatives of NGOs to receive a real, rounded off and multi-perspective picture of integration successes and problems in Austria.

## 2.2 The Term “Integration”

The Expert Council specifies, channels and prioritizes measures included in the NAP for integration. The basic understanding of integration therefore follows the equivalent understanding of the NAP. It would be counterproductive for the Expert Council to establish its own separate conceptual framework.

The Expert Council stands for regulated immigration, which provides an economic and demographic benefit. It views immigration as a necessity within a demographically shrinking but economically expanding country. For this, the Expert Council supports the commitment towards encouraging the immigration of qualified and highly qualified individuals without putting in question the asylum system guaranteed under human rights regulations or the possibility of family reunification in connection with immigration.

The Expert Council views integration as the empirically measurable and intentionally supported, at best equitable participation at the centre of society that needs to be consciously encouraged. This centre of society consists of pre-school institutions, school education, work training, employment and living space, of participation in politics and the different protection and welfare systems of a welfare state bound by the rule of law. Following the concept of participation it is an easy step to build a bridge to the four “classic” dimensions of integration (cognitive, structural, social and identificatory), which are often measured through the 25 integration indicators.

For successful integration, the accommodating population is just as responsible as the immigrants themselves. Both sides of the immigration society act within an integration-political framework set out by politics, which can either encourage or obstruct processes. The required adjustment efforts are not divided equally and following the logic of the quantity they take a higher toll on the immigration population than the receiving society. Still, the latter also have to keep in mind that taking a seat requires being offered one in the first place. Successful integration eventually leads to economic independence of the immigrated population, trust in the host society and its institutions, in the respect and

compliance with the rule of law and the Austrian and European set of values, as well as a relative content with life in an immigration society.

## 2.3 Understanding Measures

Measures are understood by the Expert Council as partial, content-specific and target-orientated changes in the integration-political framework. The definition of measures is based on a perceived and empirically secured problem definition against the background of the presented integration concept. It is important to stress this, as every problem definition is relative and what some may perceive as a challenge, may be a welcome normality for others. Taking into account the conceptual link with the NAP for Integration, one can assume that the presented measures do not concern illusory problems, but in fact important issues.

Although an effort has been made to specify the measures, they should not be understood as a blueprint or an instruction manual. They define challenges, activities and implementation partners – not more, not less. It lies in the responsibility of each and every actor, how to implement the suggested activities. A pragmatic approach has to be taken, for much of what is being proposed has to be implemented in a political and consensus orientated fashion. How this will finally be done is neither for the Expert Council to foretell nor to decide.

Moreover, the measures do not define a precise time schedule, at which stage measures or parts of them should be implemented. This is not for the Expert Council to dictate. The time frame for implementation is dependent not just upon the political will of the cooperation partners but also on the financial resources as well as priorities. For many of these measures a step by step implementation will prove sensible and can probably be expected.

The implementation of the measures can neither be achieved by the Expert Council nor by the State Secretariat alone. The State Secretariat can push forward the overall implementation process, but naturally it cannot promote all 20 measures equally. It lacks the necessary competences as well as resources. The 20-Points-Programme is therefore dependent on all stakeholders to enter implementation partnerships and realization of measures. The necessary cooperation is essential for the integration-political framework in Austria.

## 3. Primary Measures

### 3.1 NAP-Field of Action: Language and Education

#### 3.1.1 German Prior to Immigration

##### Tasks and Goals

The compulsory language level A1 prior to immigration for third state citizens (with exceptions) is hard law by now. *German prior to Immigration* ensures, as is anticipated, an easier integration for immigrants into daily life and into the job market. Following the early acquisition of functionally adequate communication skills, the entry into employment is facilitated and helps immigrants to find their way around Austrian society. Through this, the potential of immigrants can benefit the job market more easily and (language) problems for people changing vocation can be mitigated for the educational level in the future. *German prior to Immigration* especially guarantees women, who have come to Austria through family reunification measures, a broader field of activity and less direct dependence upon the family itself. *German prior to Immigration* is also a requirement for family reunification. Therefore a fair and target-orientated implementation needs to be held in mind.

The Expert Council identifies a row of “technical” challenges, which need to be overcome: As a necessary precondition for the implementation of the challenge *German prior to Immigration* the access to information on the possibility of language courses and language certificates needs to be offered. Easily acquirable learning materials and learning aids (print, electronic, ICT-based) will further secure the learnability of the German language, even in cases in which visiting courses is not possible for immigration willing third country citizens, either for reasons of accessibility or other. Multi-lingual information material on the range of courses in the country of origin and the requirements for immigration to Austria is to be provided and made accessible for those wanting to immigrate to Austria. Accordingly, an internet-based knowledge- and information-portal should be developed and used for this.

##### Concrete Activities

The already implemented measure *German prior to Immigration* needs to be complemented by a row of supplementary activities:

- The creation of a “map”, in which all places where it is possible to acquire the required language skills and provide evidence for these via examination are marked, is necessary. Thereby, an instrument will be created, through which the evaluation will be made

easier in terms of technical operability of the measure *German prior to Immigration* for quantitatively relevant countries of origin;

- Creation of learning materials and learning aids (print, electronic, ICT-based) to secure the learnability of the German language in those places, where personal course attendance will not be possible. The knowledge- and information-portal that still needs to be set up will be an important platform for this;
- Sufficient information on compulsory language levels and possible course offers such as e-learning prior to immigration (through embassies etc.) as well as easier and more un-bureaucratic nostrifications of existing transcripts of records and certificates;
- Elaboration of a practically orientated curriculum as well as the creation of a teaching and examination system which tries to take the situation of immigrants into account;
- Securing adequate quality standards within the framework of *German prior to Immigration*.

### **Cooperation Partners and Course of Action**

Cooperation partners in this field are the Austrian Integration Fund (ÖIF), the Goethe-Institute and the ÖSD. The expert group "Language and education" together with help from the State Secretariat will try to start a process leading to the elaboration of alternative learning possibilities (internet, other course materials) and practically orientated curricula. Financial means therefor need to be supplied within the upcoming years. The State Secretariat for Integration, involving the Expert Council, is responsible for the evaluation and adaptation towards possibly changing circumstances.

## **3.1.2 German for Long-Term Residents with a Migrant Background**

### **Tasks and Goals**

While people newly immigrating into Austria or persons, for whom evidence of German skills is a requirement for the granting of a residence title (integration agreement), receive support, long-term residents that have already spent many years or even decades in the country are mostly left to their own when it comes to language support. Their language qualification is put into their own hands and is greatly influenced by their surroundings and personal situation. It can happen therefore that long-term residents, whose date of

immigration lies far back, still only speak German insufficiently, which in consequence hinders employment as well as communication in daily life. This situation often sparks generalizations on behalf of the host society, whose members then assume that “they do not want to integrate themselves anyhow and only want to stay amongst themselves”. The structural causes that amplify this “voluntary” isolation – or sometimes cause it – are not acknowledged or are overlooked.

*German for long-term Residents with a Migrant Background* is supposed to raise spoken communication skills within the entire society and make integration for those immigrants already resident easier by letting them achieve language level A2. *German for long-term Residents with a Migrant Background* is an offer, which cannot be forced upon someone. This is the reason why adequate offers need to be practically relevant, attractive and affordable. In the end, they are supposed to promote the integration process, avoid poverty and exclusion and facilitate the path for long-term residents from the brink into the midst of society. Children play a special role as positive multipliers in this regard.

### Concrete Activities

The proposed measure *German for long-term Residents with a Migrant Background* may be characterized by its following features:

- Educational measures such as *German for long-term Residents with a Migrant Background* should primarily be offered near residential areas so as to facilitate participation for people remote to education. Children may play an important role in the conveying of language skills onto their parents. Therefore, the circumstance that the target group parents may be reached especially through their children should be taken into account. The principles of community-based learning are to be implemented, through which the cognitive learning content is intended to be combined with concrete social needs. “Mama lernt Deutsch”-courses as well as the “HIPPY” project may serve as best-practice-models.
- Educational measures such as *German for long-term Residents with a Migrant Background* should also be organized in cooperation with companies. In companies with a high proportion of employees with a migrant background and only little knowledge of German (for example cleaning companies) this may be an appropriate form of organization;

- A positive incentive system (for example an education pass including confirmation of positive effort) for successfully completed German courses as well as individually tailored, functionally specialized language skills have to be developed;
- Raising attractivity of course offers in adult education through implementation of modern concepts, especially with regard to participant and skill orientation, organization of a paradigm shift in the understanding of training (from teacher to shaper and companion in the learning processes) and through incorporation into the curricula of trainer education;
- Establishment of a uniform certification and certification centre (Austrian Integration Fund ÖIF) respectively including uniform standards for exams and language diplomas;

#### Cooperation Partners and Course of Action

The following steps are necessary for realization:

- The State Secretariat for Integration and the Expert Council are preparing an information campaign (including a positively connoted branding for integration and integration processes in Austria) in the field of *German for long-term Residents with a Migrant Background*;
- The Expert Council as well as other experts for German as a foreign language are working out modern curricula with a focus on the mother tongues of the most important countries of origin as well as taking into account the principles of community-based learning (also for teacher education and further education);
- The State Secretariat for Integration / Austrian Integration Fund (ÖIF) are working together with institutions concerned with further education and creating a concept for implementing *German for long-term Residents with a Migrant Background*.

Costs for this development and application of an incentive system, for nostrification and certification, for development of curricula, for development of appropriate teaching methods in the mother languages as well as conducting courses (in cooperation with existing in institutions) will arise without doubt. Yet, an exact estimate is not possible at this moment in time.

### 3.1.3 Strengthening Participation in the Education System

#### Tasks and Goals

The number of pupils, who end their education before reaching the 9th school level or before they end their mandatory school years, is shockingly high. Around 15% of youths with migrant background and 5% without migrant background leave the school system without any form of graduation. It happens in a small number of cases that graduation is made up for in the country of origin or later on in life. In sum, the number of youths leaving the school system without having graduated is definitely too high and the danger of unemployment, isolation and involuntary withdrawal into the private and family circle consequently follows.

Measures are to be made, which aim at reducing drop-out-rates in mandatory schools, in secondary and vocational schools through a professional support structure for educationally impaired pupils. This point is valid for people with as well as without a migrant background. With it come general improvements within the framework itself: more and better trained teachers (for example in intercultural und functional skills) as well as a more strongly individualized form of teaching. The relevant actors need to be consulted on the introduction of a 2-year kindergarten model so as to provide sufficient knowledge of the German language for all children. By raising the language level before entering school, chances in education can be increased for all children and at the same time bring relief for the teachers with their already demanding teaching activity.

#### Concrete Activities

The proposed measure *Strengthening Participation in the Education System* bears the following features and activities:

- Sufficient information on the importance of education and qualification for the social positioning in present society needs to be made accessible and distributed. Furthermore, information materials on the available offers for German courses need to be produced and distributed through an information pamphlet via schools and administrative offices, foreign and in Austria;
- The question needs to be dealt with, if further measures need to be made, which must be taken if compulsory school attendance is not upheld (sanctions);



- 2-years of kindergarten as a precondition for school, especially for those with insufficient knowledge of German, should be considered together with the relevant partners following a corresponding evaluation report so as to raise the level of language skills, to improve chances in education before entry into school and bring relief for the teachers with their already demanding teaching activity;
- Affordable offers at evening schools for adults for the completion of the 9<sup>th</sup> school level, utilization of the 2<sup>nd</sup> education path as an integration instrument.

### Cooperation Partners and Course of Action

The measure *Strengthening Participation in the Education System* is an exceptionally comprehensive measure that is based very much on a number of different activities. Therefore, for a start, it is necessary to assign responsibility for the process. It will have to be considered together with the Federal Ministry for Education, Arts and Culture as well as the Federal Ministry of Economy, Family and Youth if this should be put on the expert group “Language and Education” or if an inter-ministerial working group should be established. An information campaign on the importance of education, evaluation of a compulsory kindergarten year, utilization of the 2<sup>nd</sup> education path, but also strengthening of intercultural competences of the education system in general would definitely be content of future consultations on further steps towards realization.

## 3.2 NAP-Field of Action: Work and Employment

### 3.2.1 Recognizing/Validating Qualifications

#### Tasks and Goals

The demographically inherent ageing of the Austrian population and in other EU states is leading to a dramatic decline of population within working age. For this reason alone, there is a competition for talents and skills throughout all of Europe and even beyond. At the same time, in the wake of regional specialization of production processes, it is possible to observe an increased mobility of manpower inside the EU and between Austria and third countries. In this climate of increasing international division of labour in production and specialization on the one hand and a scarcity of manpower on the other, businesses are facing the difficult task of filling workplaces with persons equipped with the necessary technical and social skills.

The lack of transparency concerning skills acquired abroad increases search costs for businesses if they want to offer educationally adequate jobs to foreign manpower. But it is also difficult for mobile foreign workers to find out, which qualifications are necessary and need to be certified so as to find the proper line of work within a specialized and labour-divided job market such as that of Austria. This has been confirmed by interviews with human resources executives as well as with migrants.

According to these interviews, the first big challenge for migrants is getting a chance for a job interview. The second challenge lies within certification and making transparent one's own competences and skills. This proves especially difficult taking into account the insecurity concerning comparability of competences acquired abroad. The third challenge can be seen in the validation of competences that have been acquired abroad – often a precondition for further formal technical training but also for access to legally regulated jobs that require academic qualification (for example doctors, lawyers, architects, tax advisers).

### Concrete Activities

It is necessary to increase transparency of skills and competences that have been acquired in the various sectors of the Austrian education system as well as anywhere else. This is a precondition for Austria to be able to engage competitively in finding well qualified workers on the international plain to utilize the resources of migrants in an optimal way and thereby secure sustainable economic growth.

- Generally it is necessary to have information on the various competences that can be acquired in the different elements of foreign education systems to be then able to make it accessible from the different institutions standing between job seekers and employers, such as the AMS, but also professional interest representatives. Through this a connection to the Austrian education system is established and the objective validity of details concerning skills acquired abroad becomes verifiable.
- One concrete objective lies in creating a body in every federal state that holds specific information on education institutions and the methods on the acquisition of (formal) competences or access to expert know-how (for example a central agency for competency questions). An electronic interconnection between the separate bodies in each federal state should make it possible to access expertise from every location in Austria. This information could improve chances of migrants for job interviews, even if they have graduated from schools in less well known areas of the world. They are also a basis for

matching applications with the relevant skills and competences required for the job. This information is an important orientation aid for those employed but also for the self-employed. The primary goal is not a “nostrification” of competences and certifications thereof, but rather the presentation of validated information for potential employers.

- Accessibility to regulated jobs that require academic qualification should not be grounded on formal conformity of the studies undertaken in the country of origin with the equivalent Austrian study subject through nostrification by the universities but on the necessary competences regarding content. The question to be dealt with is the following: What do a doctor, a lawyer, an architect or a tax adviser require to practice in a specific country of origin and are these competences adequate for practice in Austria. Such a comparison on the level of job requirements shall replace a formalistic comparison of curricula. The universities will continue to recognize foreign degrees on a case by case basis, but the job offices will take over admittance to regulated jobs following a review of the relevant qualification as opposed to the studies themselves. The procedures will become easier and shorter and work for third country citizens in the same way as for EU, EEA and Swiss citizens up until now.
- A further objective lies in the recognition of competences that have been acquired abroad as well as in Austria via informal training, for example at the work place. This is a measure that promotes mobility and adequate occupation of manpower in Austria and the EU as well as third country citizens equally. The formal validation of skills of workers with or without a migrant background is modelled on the European and national qualification standard.

### **Cooperation Partners and Course of Action**

Cooperation partners in this field are the Vienna Employment Promotion Fund (“Wiener Arbeitnehmer/innen-Förderungsfonds”), the Advice Center for Migrants (“Beratungszentrum für Migranten und Migrantinnen”) in Vienna as well as Migrare, an interactive NGO that works together with other migration organizations and institutions. In the sector of reform of recognition of formal education graduations cooperation partners are the Federal Ministry of Science and Research as well as professional interest representatives. Last but not least, the Public Employment Service Austria (AMS) is an important partner, where one to two persons should be identified according to their special know-how on a certain region as well as language and education system in that region on a long-term basis. An on-the-spot training within the scope of one to two months should be sufficient for a cursory overview. This on-the-spot training would further have the aim of building

personal contacts so as to easily and directly acquire further information. Finally, it should be elaborated within the framework of a research project, which measures other immigration countries are taking and where expert reports on the education system and inherently the acquisition of competences in the different countries exist. The information gained through this could be directly supplied to the Public Employment Service Austria (AMS) to swiftly build a basis of information.

### **3.2.2 Ensuring a Formal School Graduation through Additional Education Measures**

#### **Tasks and Goals**

Juveniles that cannot make the leap from school into employment because of their bad grades or because of drop-out have very low chances of improving their employment or income situation. Furthermore, with increasing time spent out of work, social skills are gradually lost, which further lowers possibilities of employment and chances for further education. Escaping such a downward spiral is often hardly possible through self-initiative. Receiving social welfare over many years or even for life is not improbable and particularly cost intensive. Children, who grow up in such a surrounding, are especially impaired in their future perspectives. The human, social, societal and economic loss for society can hardly be overestimated.

It was already pointed out that a high number of youths with or without migrant background leave the school system without any formal graduation. Adding to this is the still to be quantified number of youths that do not enter work following the completion of compulsory school attendance with or without graduation. The task at hand is to increase their chances for employment by offering post-qualification that aims at a second chance for graduation as well as apprenticeship. In this connection, the importance of dual education and training has to be stressed.

The aim is to gain valid information on the scope of affected target groups by assessing the group of persons and its compositions against the socio-demographic background. Following this, measures must be developed to grant people (youths) entry into employment. For this to happen, it will be necessary to promote upgrading institutions which bring drop-outs back into learning and working environments. Production schools as well as clearing for education distanced migrants such as STEP by STEP in Vorarlberg (TEP Project) or Clearing Vienna ([www.clearing.or.at](http://www.clearing.or.at)) are to be mentioned in this context. Fur-

thermore, the step by step implementation of demand-orientated schools together with accompanying summer school camps could improve the education and employment perspectives of young persons.

### Concrete Activities

The implementation of the measure “*Ensuring a Formal School Graduation through Additional Education Measures*” comprises a bundle of complex separate activities that need to be taken on, step by step. Considering the complexity, the question of who leads the process needs to be decided on beforehand. The main responsibility should be carried by a mixed working group, in which the Social Partners as well as the Ministry for Education, Arts and Culture should be the driving forces.

- The instruments and measures for improving education and job perspectives have generally been developed already. Still, raising the number of schools, which offer a target-orientated blend of vocational qualification with work-orientated production (for example production schools); in relation to pressure through regional problems – measured via the youth unemployment rate.
- Furthermore, the incorporation of this education and further education instrument into the standard education framework must be promoted. This is already the case in countries that have developed this form of education, e.g. Denmark and the Netherlands.
- As people of middle and higher age should also be able to compete with the education requirements of a dynamic economy, the “Länder-Bund AG” has worked out the *Initiative Adult Education* in the Ministry for Education, Arts and Culture, that aims at co-financing education and further education following a federally uniform scheme. The start for this new measure will be autumn 2011. This education measure is to be understood as an addition to the organisation and financing of education and further education of unemployed persons by the AMS.

### Cooperation Partners and Course of Action

The Ministry for Education, Arts and Culture, the Public Employment Service Austria (AMS), schools and school administrations, adult education institutions, NGOs, the Federal Social Welfare Office (Bundessozialamt), out-of-school youth care as well as the TEPs are responsible for raising the number of such schools that get across relevant competences for the job market, for the incorporation into the standard education framework as well as the further education of people of middle and higher age groups. The

WAFF, the Viennese Youth Department, the “Dachverband berufliche Integration”, domino/wuk (Intercultural Mainstreaming in Clearing) as well as the Social Partners (WKÖ, AK) could offer support in implementation.

At this time, costs cannot be estimated. In a step by step implementation process cost control is possible however. Mostly, it will be personnel costs. The structural resources are provided with the exception of the introduction of demand-orientated school forms. The measures are developed, but their implementation is not spatially inclusive and comprehensive yet.

### 3.2.3 Promoting Employment for Women Migrants

#### Tasks and Goals

Young women with migrant background end their school careers earlier than those without migrant background and on average they show lesser participation in the job market. On the one hand, it is a consequence of early marriage and child births, on the other hand, a consequence of immigration following starting a family or family reunification and the difficulties of combining job and family

The aim is to raise integration of women migrants into the job market. This is sensible from an economic perspective as well as from an individual and societal perspective. By increasing the education period as well as integration into the job market, the potential of young women can be brought to fruition and developed. Furthermore, the economy will have more and better qualified workers, which is beneficial for the development process. Also from an integration-political perspective, securing economic independence and societal participation of women migrants is of adamant importance. Employment facilitates education and further education, which are crucial for participating in a more and more knowledge-based society.

For this reason it is necessary to facilitate the combination of employment respective education and further education and family through specially adjusted support opportunities, for example home visits for newly immigrated women with children in pre-school age in combination with special mentoring and language assistance programmes.

Furthermore, an emphasis on employment of women migrants in civil and public service, especially in occupations with personnel shortages such as the health and nursing sector

on the one hand and kindergarten teachers and teachers on the other hand. There is a comparatively small proportion of women with migrant background in these jobs. At the same time, the need for migration sensitive child care and education is becoming more and more important considering the rising proportion of children with migrant background. The same can be said for migrant nursing personnel with regard to an ageing society.

### Concrete Activities

There are already a number of measures which aim at creating a stronger orientation towards employment in women migrants. What is lacking is an inter-linkage of institutions and/or measures or of combinations of different promotion and support programmes. The development of such networks requires a step by step implementation.

- In general, the instruments and measures for the promotion of employment integration in combination with educational measures are developed. For well qualified women migrants, the programme *Mentoring for Migrants* that is being conducted by the WKO together with the Austrian Integration Fund (ÖIF) and the Public Employment Service Austria (AMS) is a good practical example. It may serve as a model to be applied outside Vienna in the federal states.
- For young women with low education, a combination of education and further education with integration motivation along the lines of Come Back would be imaginable. It is necessary that potential employers as well as unemployed women and/or those in danger of long-term unemployment are brought together. For this to work, an information campaign involving the Public Employment Service Austria (AMS), the municipalities with their points of first reception, social administration areas and/or regional management is necessary. Furthermore, it will require an expansion of offers in regions with a high concentration of immigrants. Sometimes it will be necessary to win trust and raise the willingness to begin work through home visit programmes. Additionally, suitable and sufficient child care programmes will have to be offered.
- The public sector offers women migrants the possibility to start work in combination with targeted education measures; amongst these possibilities are not only training to be and work as a police officer, but also and especially work in public hospitals, nursing homes and kindergartens. As women with a migrant background are sometimes not in the position to master the obstacle of entry exams, special schooling measures and remedial lessons will be needed beforehand.

### Cooperation Partners and Course of Action

For the expansion of mentoring programmes into the federal states, the willingness to cooperate will be needed from the Social Partner Institutions as well as from the provincial offices of the Public Employment Service Austria (AMS) and the Austrian Integration Fund (ÖIF).

To open up different fields of the public sector for women migrants, cooperation between the relevant ministries, especially the Ministry for Education, Arts and Culture, the Federal Ministry of Labour, Social Affairs and Consumer Protection, the Federal Ministry for Women and the Civil Service as well as the offices responsible in the federal states, the social administrative areas as well as regional management, the Public Employment Service Austria (AMS) and adult education programmes such as *peregrina* (Education, Advice and Therapy Centre for Women Immigrants) need to be provided.

The costs are calculable during a gradual implementation, especially owing to the fact that it is possible to draw upon experience within each separate programme.

## 3.3 NAP-Field of Action: Rule of Law and Values

### 3.3.1 Creation of Red-White-Red Reader

#### Tasks and Goals

The National Action Plan for Integration clearly shows the central challenges in the action field Rule of Law and Values. They also consist in the understanding of the basic principles of the Austrian state's legal order as a central momentum for successful integration. The one aspect is that these principles formally need to be followed as basic public rules of play to allow social life to work free from friction as far as possible. After all, from a substantial point of view, it is these principles which allow our society to provide for integration in the first place. This means that one is not dealing with "any" legal provision (that are interchangeable in either direction), but with the substantial groundwork for successful integration.

The first concretely considered measure, the creation of a *Red-White-Red Reader*, is a priority for various reasons: On the one hand, it has been pointed out time and time again that integration into a legal culture is not possible without knowing it correctly. On the other hand, false information on what the Austrian legal culture actually consists of is common



among migrants, in part as they presume the legal situation is the same as in their country of origin. Finally, it is also necessary for the “majority population” – especially adolescents – to actively get involved in the basics of legal culture in the framework of “political education”.

A further essential aspect is legal predictability and trust in the legal system respectively: Both, migrants and the majority population, have to be able to rely on a common “un-negotiable” legal basis of principles and rules, without which the – Austrian – legal system cannot function on a satisfactory level. After all, one can only ask for something that is reasonable to fulfil. On the other hand, this is also a first step in the direction of “public and political independence respectively” of migrants that know the rights and duties they have to the same extent as the majority population.

### Concrete Activities

The Red-White-Red Reader is supposed to transport the mentioned principles of Austrian legal culture in a way that is gripping from a methodological point of view and adequate for the subject at the same time, and also in such a didactical way that it can be transported in the most optimal way.

- In a first step, the content of such a Red-White-Red Reader needs to be elaborated. Aside from legally dogmatic content, ethical, historical, sociological, socio-economic and socio-cultural aspects of law need to be considered on an interdisciplinary level. The aim is to author an academically sound manual on leading principles. This should be the basis for and a – more or less concise – reconsideration of legal culture by the majority population as well as a – more or less introductory – step into the civil legal framework within the state of Austria for migrants. Content should definitely be basic rights and human rights, the constitutional order, the socio-political system but also target-group orientated subjects such as law on aliens.
- A second step will be to present this content in a sensible way didactically and target-group-orientated especially for migrants but also for adolescents of the majority population. To achieve this, all available means of modern teaching and learning didactics need to be used (standard pamphlets, group teaching, but also CD-ROM, e-Learning). It furthermore needs to be elaborated, in which languages the learning materials need to be published.

If this concept is realized, one may assume that all (!) future migrants, but also Austrian adolescents without migrant background, will actively acknowledge the basics of Austrian legal culture (especially in the field of human and personal rights). Ideally, they will also internalize these and make them the basis of their social behaviour. Thereby, a contribution towards the reciprocal understanding is made, as it clarifies that it is intended to integrate people within a value-based state following the rule of law, not to exclude them. This acknowledgement would have to happen within the framework of a further developed integration agreement. In addition, awareness of these principles, on which our order based on the rule of law stands, must be raised amongst youths. It would therefore be desirable to anchor this content as an integral teaching content in the syllabus of subjects such as history and social studies and/or history and political education.

#### **Cooperation Partners and Course of Action**

In principle – following the structure of the measure – a two-step procedure would need to be considered: At first, such an academically sound R-W-R Reader should be outlined within a year and within the framework of the field of action “Rule of Law and Values” – if required through the installation of an expert group. Constant feedback between the political and/or social-partner cooperation partners should accompany this concept.

In a second step, the State Secretariat would have to take care of the translation and design of the multimedia teaching and learning materials (1 year), so as to ensure various possibilities of providing access to the relevant core information – from classic pamphlets to comics, CD-ROM, e-Learning etc. The VHS would then need to be asked to give courses on legal culture that use these materials, explain and discuss them. For the youths of the majority population schools would be the communicators. Finally, a uniform examination management (possibly on e-Learning basis) needs to be established to ensure a comparable and uniform knowledge-standard for all migrants. It cannot be a knock-out-examination-system however, but rather a learning examination concept (header: 100 situations relevant for basic values are discussed in classes and from these, for example, 10 are randomly made subject of the exam; this unconventional method of transporting basic legal cultural knowledge has already been peer-reviewed in the framework of a large e-Learning project, proven itself for years and is highly efficient from a learning psychological perspective, as it is motivating and does not cause stress).

Generally, there should not be any higher costs for the concept of basic values and guiding principles. The didactic material should then, depending on the practical requirements,

be produced through classic printing procedures or electronically – possibly with cost participation through migrants or sponsoring.

Cooperation partners are the State Secretariat for Integration and the Austrian Integration Fund, the Ministry of Justice, the Federal Ministry of Science and Research, the Federal Ministry for Education, Arts and Culture, the Notarial Chambers, the Austrian Federal Economic Chamber, the Austrian Federal Chamber of Labour and the Austrian Trade Union Federation as well as youth groups and youth organizations of the political parties.

### 3.3.2 Raising Interest for Acquiring Citizenship

#### Tasks and Goals

There are a growing number of persons living Austria that do not have Austrian citizenship although they fulfil all necessary requirements. Among these are more and more children born in Austria as well as persons that fulfil all requirements. This rising divergence between the resident and/or tax paying population on the one side and the state population with political rights on the other is neither promotional for integration nor does it lie in the interest of Austria.

With help of an image campaign that needs to be drawn up, the Austria-awareness should be raised (“Austria is worth something” or “Homeland Austria”), the discrepancy between resident population and state population should be diminished and the risk of the permanent formation of a diaspora without Austrian citizenship and with a low loyalty towards Austria should be reduced.

#### Concrete Activities

The intent of this measure is to raise the interest for acquiring Austrian citizenship in all those that already fulfil all basic requirements and to make this step “more attractive” from a subjective point of view.

- It is necessary to define scale and structure the target-group to create a decision basis for this measure. Therefore, a first step would be an exact determination of the potential target-group under the guidance of the State Secretariat for Integration together with Statistics Austria.

- After the results are available, new target-orientated steps can be made that will add to the implementation of this measure. Especially content and form of an information campaign may be discussed following the availability of a statistical evaluation.
- Moreover, the Expert Council proposes to discuss the further development of citizenship. This does not mean to change the principle *Citizenship following successful Integration* but that possibilities to also structurally and systematically consider special integration successes with regard to acquirement of citizenship should be looked into.

#### **Cooperation Partners and Course of Action**

Cooperation partners in this sector are the State Secretariat for Integration and the federal states. The Expert Council may assist with the critical reflection of the information measure. The costs will remain within limits during the first phase.

### **3.4 NAP-Field of Action: Health and Social Issues**

#### **3.4.1 Promoting of Health Awareness for Health-Impaired Persons**

##### **Tasks and Goals**

Following its character as a cross-section matter, the field of health has an important standing in all thematic fields. No matter if education, work or recreation – without a proper health status the factual incorporation into society can be made difficult. It follows that health affects the various areas of life, amongst others vitality and achievement potential in people. Health further influences (social) interaction with others, from family to employer.

It also has to be taken into account that a “lived” health awareness requires comparatively low financial means. After all, symptomatic therapy and stationary hospitalization are more expensive than preventive measures and early diagnostics. It is most important in the sense of a health system that strives to be as efficient as possible and wants to incorporate all population groups to grant availability, understanding and awareness for health past cultural and language barriers. Discussing and reducing higher health risks is not only important for those population groups with a migrant background directly affected, it also lies in the general interest of Austria, as it reduces risks for the overall health in total.

### The Concrete Goals are the Following:

- Raising of health awareness of impaired groups of persons with a migrant background (body awareness, nutrition, sports, precaution);
- Increased utilization of preventative measures (health examination, vaccination, etc.);
- Promotion of children's health;
- Promotion of women's health.

### Concrete Activities

Raising of health consciousness cannot be achieved through one measure alone. Instead, a bundle of measures needs to be listed, especially:

- Targeted information on preventive check-ups disseminated amongst people with a migrant background (i.a. during the German courses for migrants). In this context it would also be favourable to directly aim at socially impaired migrants. The Viennese pilot project financed by the Federal Health Agency would be a concrete example for this measure. *Mammogram-screenings* that were part of the project were promoted specifically in the 15<sup>th</sup>, 16<sup>th</sup> and 17<sup>th</sup> districts of Vienna. The Federal Health Agency is planning a countrywide programme for early stage identification of breast cancer, which should strive at orientating towards female migrants and impaired population groups.
- State measures for the examination of the health situation have a wide-spread effect in society, especially with regards to an increased creation of awareness in the field of health. Adding to this, a periodical and countrywide "preventive medical examination for children" should be considered in connection with the Mother-Child-Pass, the compulsory kindergarten-year and in the sector of mandatory schools. These measures secure early consultation, clarification as well as treatment especially for socially impaired population groups and make prevention and/or reduction of late effects possible.
- Language barriers can have far-reaching consequences especially in the health sector. That is why precise dissemination of information is essential in this field. In this connection the great importance of language skills of doctors and other profession groups in the health sector needs to be mentioned.

### Cooperation Partners and Course of Action

The federal government, the federal states, the hospitals, the social insurance institutions, the Medical Chamber as well as work medical services are responsible. For each step in the implementation procedure the following need to be attracted to the cause: health

managers of the federal states, the Federal Ministry of Health, the Federal Ministry for Education, Arts and Culture, the “Fonds Gesundes Österreich” and the “Gesundheit Österreich GmbH”. The responsibility for realization of each separate measure needs to be clarified as well as the accompanied costs.

### **3.4.2 Raising Awareness of Diversity of the Health System and Nursing Care**

#### **Tasks and Goals**

Taking into account an ever varying society, the health system as well as the nursing sector stands before new challenges and need to orientate themselves according to the newly resulting necessities. The increase in diversity awareness within the health system and the nursing sector through discussion and conceptualizing of measures to improve health support of persons with a migrant background is therefore advisable especially for management and/or employees within the health system, established physicians and in nursing facilities.

The concrete goals are the following:

- Emphasis on sensitizing the health and nursing sector (hospitals, established physicians, insurance carriers, nursing facilities) to specific risks and problem situations of persons with a migrant background;
- Doctors and other health jobs with a migrant background:
  - Significant increase of number;
  - Securing a target-orientated training;

#### **Concrete Activities**

Raising diversity awareness cannot be achieved through one measure alone. A bundle of measures needs to be named, especially:

- Intercultural competence is a key asset for a diversity sensitive health system. In this connection, a special communication seminar financed by the Federal Health Agency is worth mentioning. It concerns itself with intercultural competence in the intensive care unit, concretely with transplantation patients. It would be favourable to introduce this measure in other complex treatment situations.

- Recognizing qualifications received abroad is also an important aspect in the health system. For example, in 2010, the Ministry for Health accepted 713 migrants into the higher health and sick care and 144 migrants into extended care from both the EEA and from Switzerland. This reciprocal recognition should be expanded to third countries (see Chapter 3.2.1).
- Another relevant aspect concerns training in general health and sick care. This can inter alia be achieved within the framework of a Bachelor studies programme at a college of higher education (FH), whereas the FH-GuK-education act requires graduates to have intercultural competence in the handling of people from different cultures. In this context a higher number of graduates with a migration background also needs to be a goal.

#### **Cooperation Partners and Course of Action**

The federal government, the federal states, the hospitals, the social insurance institutions, the Medical Chamber, the social insurance carriers as well as work medical services are responsible. For each step in the implementation procedure the following need to be attracted to the cause: health managers of the federal states, the Ministry of Health, the Federal Ministry for Education, Arts and Culture, the “Fonds Gesundes Österreich” and the “Gesundheit Österreich GmbH”. In the field of training and education, the Federal Ministry of Science and Research is also an important cooperation partner. The responsibility for realization of each separate measure needs to be clarified as well as the accompanying costs.

### **3.5 NAP-Field of Action: Intercultural Dialogue**

#### **3.5.1 Forum.Islam**

##### **Tasks and Goals**

Religions play a surprisingly important role for integration politics within a modern and secularised society. After all, they more or less influence and form the actions of each person and societal group, aside from socio-economic factors and education. It shows that migrants from a country with Islamic traditions are more distanced towards the way of living in Austria and feel more rooted in their original regions as opposed to other groups of migrants (see survey by GfK 2010 and 2011). But mostly, it is only at first sight that this seems to be a religious conflict. Mostly, the conflict is between an individualized and in-

dependent life style as opposed to a way of life based far more strongly on family and collective traditions.

In this situation it is important to offer support for traditional-Muslim parts of the population so as to familiarize them with habits of people in Austria as fast as possible. At the same time it is necessary to say openly that a certain framework requirements in Austria are set in stone. This especially includes basic values within the legal order that is democratic and based on the rule of law and concern in particular basic and human rights, the role of man and women, education and freedom of speech. These considerations also need to take into account the reciprocity of integration processes. If politics want to be citizen-friendly and credible they have to confront people's fears, prejudices and worries.

*Forum.Islam* therefore aims at creating a platform for an institutionalized exchange of thoughts with the Muslim population and initiating an enduring dialogue process. *Forum.Islam* follows the example of the Germany Islamic Conference in a sense that it has not only come to results regarding content but has also contributed in terms of symbolic politics. By bringing together state institutions, representatives of Muslim organizations, national and international experts as well as concerned citizens, all relevant challenges of living together were discussed. This has also led to the promotion of reciprocal understanding and respect but also to solving many open legal questions. Likewise, *Forum.Islam* shall contribute towards successfully living side by side in Austria.

### Concrete Activities

- A plenum will be installed as guiding panel and central actor for *Forum.Islam* that is representative of a broad spectrum of institutions and persons concerned. On the side of the state, representatives of national ministries, the federal states as well as regional body interest groups shall participate. On the side of the Muslim population, representatives of Islamic organizations shall be part of the plenum, for which diversity and groups of different Islamic imprint shall be a factor of consideration. Apart from this, selected persons and experts will be part of the plenum and offer their experience and expertise.
- As all aspects of living together cannot be treated simultaneously, the work of *Forum.Islam* focuses on a few but central topics during its opening phase. The concrete focus is based on preparations in the context of the event series of the Ministry of the Interior Islam.People.Dialogue ("Islam.Menschen.Dialog"), as well as on various meetings with Muslim groups together with national and international experts. Central themes may be:



Imams and their training, the education and function of Islamic religious education teachers, religious buildings (mosques), interreligious dialogue and other.

### **Cooperation Partners and Course of Action**

To work out concrete ideas for solutions and propositions for measures, working groups will be installed by the plenum with a concrete focus outlined beforehand. Other institutions, organizations and persons may also be involved so as to bring in their expertise. Cooperation partners are certain ministries, Muslim organizations, experts and individual persons. The responsibility for the process lies within the State Secretariat for Integration. There will be no further costs worth mentioning arising from this measure.

## **3.5.2 Successful Stories of Migrants in Austria (*Role-Models*)**

### **Tasks and Goals**

Youths with a migrant background often find it more difficult to pursue a path of their own. The reason is that they find fewer examples for a successful career or an individual life style among their families – the parents have not been in Austria for many years themselves in many cases – and their immediate surroundings. Often they do not give themselves a chance to have success and pursue their path. Some also think that there is no such path open anyhow and that they are pushed towards the brink of society following their low qualification or unfinished training or their origins. If role-models are named and their path to success is presented, they often seem unreachable or are just dismissed as exceptions.

But it is also a fact that many people with a migrant background from all levels of education have managed to find their place within the Austrian society. More than a few have pursued exceptional careers in the economy, sport or show-business. They can serve as role-models and positive examples for integration in Austria. To bring together such people with adolescents and thereby encouraging them to also trust themselves to pursue such a path is the main goal. These *Role-Models* should come from different education levels and work fields. Most important, they should not just be celebrities, whose careers may easily be viewed as exceptions and rather seem discouraging.

Examples in the sense of a “narrative life-story” have the advantage of seeming more immediate and efficient than theoretic-academic argumentation (this has been shown through the invitation and incorporation of holocaust survivors into contemporary history

lessons). Prejudices are more easily abolished through the immediate contact of direct conversation.

### Concrete Activities

- The creation of a constant pool of *Role-Models* (and/or extension of existing projects), so as to offer role-models for youths with a migrant background as well as conversation partners for youths without a migrant background. Amongst others, the following criteria should be considered when building or expanding this pool: man/woman-ratio, diversity of jobs from all fields at best (from vocational training to university degree), current job function as well as different geographic origin.
- The personalities included in this pool shall be available for education institutions, youth events, events and the media as consultation partners. For education institutions, a pedagogical-methodological guideline should be elaborated how the personalities in the pool can be sensibly included in a concrete teaching process.

### Cooperation Partners and Course of Action

As similar projects already exist, these projects would have to be supported through a kind of “service-conducting-contract” that aims at developing these in the sense of the measure. This enables building a pool in shorter time. The pedagogical-methodological guideline can also be drawn up in short-term on the basis of existing practical examples. The State Secretariat for Integration could be in the position to provide guidance. Further institutions that may be of help are: the Austrian Federal Economic Chamber, the Federation of Austrian Industries, the Austrian Federal Chamber of Labour, the Austrian Trade Union Federation, federal state educational authorities, media representatives, migrant-organizations, the universities of education, universities (‘intercultural pedagogics’), adult education institutions.

The costs for such a measure are within limits, but could only be concretely estimated following consultations with those responsible for the different projects.

## 3.5.3 Glossary and Self-commitment for the Media

### Tasks and Goals

The media carry a special responsibility for societal communication, the interaction between different population groups and thus for the success of integration. Reports and

commentaries on integration may either promote or hinder a positive attitude. This is especially true for media, which is mainly consumed by members of the majority population, but also for media that is aimed at members of different communities of migrants, often in their mother tongue.

The last years have seen a great many of exemplary initiatives for a better understanding of the phenomena of a society of immigration, a promotion of integration and better understanding between the majority population and migrants in important media (see furthermore the section *Media Award*).

Still, there is a lot to do. There are insecurities in the understanding and usage of complex terms in the field of migration and integration as well as the alien and asylum sector. This should be confronted with a handbook for media people on terms in the field of alien law, asylum, migration and integration.

This linguistic “tool” should help using technical terms in the right context (migrants are not asylum seekers for example) and promote sensitivity towards the connotation of certain terms. Not only experts from each relevant field, but also linguists and media people should be consulted, when designing such a hand-out. This tool is intended to offer practical support for media people and facilitate and promote an adequate form of reporting. Of course, critical journalism should not be hindered through this, in the opposite: The subsequent higher professionalism gives critical reports a higher standing.

Objectivity and professional quality of reporting and commentating on immigration and integration have to be seen in the higher framework of ethical standards, which are especially needed in such a sensitive field with regards to humanity and society. We are therefore encouraging organs of journalist representations and initiatives to provide and bind themselves by such a catalogue on ethical behaviour (*code of conduct*) in dealing with integration.

### Concrete Activities

- Those members of the Expert Council responsible for this field of action will put together a catalogue with terms and definitions together with experts from the field of migration, integration, asylum and alien law. This catalogue will be discussed with language experts (teachers in intercultural courses for example) and experienced media people from the field. They should especially think about the meaning that professional definitions of terms may have within a media context.

- Organs of journalist representations, other concerned organisations, the Initiative of Quality Journalism (“Initiative Qualität im Journalismus”) and experienced media people should be won for drawing up a self-commitment in dealing with aliens and the phenomena immigration and integration (*code of conduct*).
- The handbook and self-commitment should be presented to the public within the context of the first bestowal of the media award (see the following measure).
- As a further step, the handbook and code of conduct could be adapted and expanded for the use by other profession groups – for example in politics and within the administration.

#### **Cooperation Partners and Course of Action**

Experts from the media, language teaching and integration work as well as from the subject matter (migration, integration).

### **3.5.4 Media Award**

#### **Tasks and Goals**

Although the last years have seen a significantly higher creation of awareness for the problems of migration and integration among those responsible in the media and some media have taken remarkable initiatives (regular pages, engagement of employees with a migrant background, features on migration/integration), there is still a lot to do. In many editorial offices, well-grounded knowledge on migration/integration is limited to a few specialists.

Important media awards (as the Vorhofer- or the Hochner-prize) have a high standing within the profession. The award itself is often a political event, in which great interest is taken and which is followed vigilantly. Such an award strongly contributes to the professional prestige of those it is awarded to. If the award ceremony for the media award for integration would be prominently put into scene, it could trigger a high public interest in the subject.

#### **Concrete Activities**

- During the preparation of the first announcement of the award a group of journalists that have experience and know-how on questions of migration/integration should work out

a punctuation for journalists on how to deal with the subject (*code of conduct*), which will be presented as part of the request for applications. The colleagues that offer themselves for this work make a valuable contribution and may serve as *Role-Models* for journalists.

- The State Secretariat for Integration creates a concept, following talks with journalist representatives and through consultation with the relevant members of the Expert Council for Integration. As a further step the criteria for applications and a proposal for the selection jury are about to be made. The State Secretariat for Integration is making an effort to win external partners for financing the prize money and assigning the selection jury. The presence of “celebrities” needs to be confirmed in due course.
- Both (request for applications, composition of the jury) need to be considered with great care and diligence.

### Cooperation Partners and Course of Action

The creation of a special media prize for integration may promote interest of media people for engaging in questions of migration/integration in the first place or to pursue and expand existing projects, so that they may match the quality required for award application. It seems essential that the prize is designed attractively (attractive financial award, respected partners from the media branch, high criteria for the quality of submitted work) so that it can compete with the leading Austrian media prizes.

It is relatively simple to implement the measure, even if it brings some tricky decisions with it. The costs for such a measure remain within limits even taking into account the prize money.

## 3.5.5 Promotion of Young Journalists

### Tasks and Goals

People with a migrant background are currently underrepresented in media jobs, especially as journalists. To acquaint with and train them for such jobs is elementary for various reasons. With their specific experience, their own life histories and connections to their respective communities they would be able to offer the media consumer a better understanding of the manifold character of societal reality. Furthermore, they may have a dif-

ferent view on Austria than the members of the majority population. The presence of their names in the media by itself would be of an importance that should not be underestimated.

For immigrants themselves and their community such people would be a visible sign that they have “arrived” in Austria. It would furthermore be evidence that people with a migrant background can pursue a career in assumedly or actually prestigious jobs.

### **Concrete Activities**

- Getting young people with a migrant background and relevant education interested in journalist work and offering them employment in the media on a trial basis should be facilitated through the help of a scholarship programme and adequate grants for the accommodating media. Already the initiative confronts publishing houses with the deficits they have in this regard.

### **Cooperation Partners and Course of Action**

The State Secretariat can only give the impetus and is responsible for the process. It is essential for this programme that intensive talks and contacts with publishing houses, the ORF and relevant institutions are held, for nothing can be achieved without their good will and their approval. The magazine DasBiber already has a programme that is backed by the Ministry of the Interior. Experiences from this programme should serve as a basis for further initiatives.

The costs will remain within limits. One can hope that this measure develops its own dynamic and young people with a migrant background will appear in the various programmes for journalist training and their successfully passing them will be a normality; furthermore, that publishing houses start to look for, find and support such employees by themselves following positive experience.

## **3.6 NAP-Field of Action: Sport and Recreation**

Apart from the outlined language requirements, integration can be achieved especially through active politics towards recreation amongst all population groups. Sports are therefore an important factor within the creation of an overall offer. They stand as a showcase example for how certain measures based on the needs of all people can bring the native and migrant population together. Guiding principle is a matter of course view on the process in factual, emotional everyday life.

### 3.6.1 Recreation at School

#### Tasks and Goals

The use of public spaces, especially schools, for recreational activities often underlies legal and factual obstacles and restraints. Organized sport may be the most common partner of schools with more than 2/3 of school reporting an already existing cooperation with sport associations, yet, in the majority of cases, this cooperation is limited to making sport infrastructure accessible to the sport associations.

The goal in this field needs to be to open infrastructure in schools to a wider group of persons. Organized sport may take a leading and coordinating role as a traditional partner of schools in this respect. For this, sport associations should expand their existing offers through further opportunities for direct cooperation with actors from subject fields such as culture, education, language acquisition etc.

Such innovative forms of task allocation are especially required in the current changes in the school organisation system in the direction of day-schools. The chances of sports playing a significant role can be reckoned high following the low cost in the organisation of associative sport.

#### Concrete Activities

The living environment school should be extended into recreational time. Offers in the sense of a near-residential recreational location can be worked out and implemented by these means. The aim is towards a pilot project in the sense of a good-practice-model, in which the focus lies on the municipalities (cities), where exemplary institutions already exist.

#### The concrete activities are the following:

- Special focus on interconnecting young people from the accommodating society with those of a migrant background.
- Expansion of the programmes offered by associations through more forms of recreational activities (education, culture, languages) in the communities with good-practice-models.

### Cooperation Partners and Course of Action

Installation of two to three model projects in larger cities and in locations with a large migrant composition seems important. Following these model projects, role-model ideas can be developed further and spread into other communities.

## 3.6.2 Integration Perspective for Federal Sport Funding

### Tasks and Goals

The creation of a financial motivation system is a measure suitable to best and most directly address actors in the institutional field of sports. Federal Sport Funding is an important pillar in financing organised sport from the basis up to the top of the associations. High attention towards change and new paths in the funding system are secured.

The reform of the Federal Sports Funding, which is included in the work programme of the federal government and is in discussion, bears a chance for consideration of the topic “integration/migration”.

In the preparation towards the legal implementation of the reform, an annual sum for integration promoting projects with a connection to exercise and sport is intended, in spite of the limited or even – in trend – decreasing budget sector of the Federal Ministry of Defence and Sports.

The creation of a financial motivation system for integration measures creates awareness for the topic integration amongst actors in sports. Additionally, the building of networks between sports actors and institutions from the fields of migration support and social institutions has been supported. A certain publicity effect should be achieved through media reports on projects to be funded in the future. Even more, the emphasis on training of communicators (a criteria for evaluating the projects) makes this measure sustainable.

### Concrete Activities

- The creation of a separate annual funding sector within the framework of Federal Sport Funding for integration promoting projects in connection with sports and exercise of at least 200,000 Euro is proposed.
- Project guidelines, forms for application and an instruction on the funding procedure have already been worked out by the expert group “*Plattform Integration*” of the Sports Ministry. The publication of calls for application is planned for autumn 2011. Until then,



the form in which receivers of funding are announced and public support of funded projects should be worked out.

- In any case, the goal is to evaluate and grant around 10 projects per annum.

### **Cooperation Partners and Course of Action**

The essential cooperation partners are the Federal Ministry of Defence and Sports as well as the “*Plattform Integration*” of the Sports Ministry (a broad number of actors within the working group of the field of action “Sport and recreation” was consulted).

Costs for this measure will amount to around 200,000 Euro, which themselves activate further means through co-financing. There will be no organizational process costs as these are covered by the Federal Ministry of Defence and Sports and sport organizations.

## **3.7 NAP-Field of Action: Living and the Regional Dimension of Integration**

### **3.7.1 Improvement of Settling-Management in the Living Area**

#### **Tasks and Goals**

The place of residence is an important area for community building and therefore for integration in a local surrounding. It is the place for development of an individual life concept and incorporation into the local community. The creative scope of possibilities arising from living in this area needs to be utilized. Therefore, one-sided settlement of house objects and/or living quarters for new and existing tenants needs to be avoided. A mixed composition (old/young, small/middle salary receivers, migrants/natives) is more important than ever. After all, availability of affordable and spatially divided living space prevents social and ethnic segregation. The “intelligent” settlement in old and new buildings can optimize diversity of population groups.

Following refurbishment of many flats (raising of categories), the number of cheap private sub-standard apartments is strongly decreasing. The private apartment market is no longer provider of affordable flats and plays an ever decreasing role in supporting citizens with low salaries. The consequence of this is municipalities and limited-profit housing develop-

ers being almost the only ones offering affordable flats in high density areas. Pressure on these segments is rising because of this. A large part of flats are owned by the municipalities or limited-profit housing developers. In 2001, of the 1.9 million multi-storey flats in Austria around 500.000 were limited-profit apartments and 350.000 were council flats. Through these, Austria possesses a useful instrument for an integration promoting settlement policy.

### Concrete Activities

- Bodies responsible for appointing flats (municipalities, developers, house administrators etc.) need to give higher attention towards an intelligent, integration promoting and conflict minimizing settlement management. Due to their fields of activity, municipalities and house administrations already have regional knowledge on intercultural and other conflicts in certain objects and quarters. With a more specific knowledge of integration obstructing situations, concrete fields of action in socially impaired city areas and objects can be identified on the spot if they are not known already.
- Communication between the municipality units responsible for appointing flats and house administration needs to be optimized to acquire relevant information and secure a mixed composition. This already works well in most cases but it needs to be made sure that this function is optimized.
- A conference on “intelligent, integration promoting and conflict minimizing settlement management (apartment-access-management) in Austria” is suggested to exchange experiences and present good examples. The apartment offices of the municipalities, limited-profit housing developers, commercial house administrations and developers as well as the relevant, politic-advising sciences. In the framework of this conference it should be elaborated how a sustainable and cooperative process can be achieved while working out relevant proposals and measures.

### Cooperation Partners and Course of Action

The most important cooperation partners are the apartment offices of the municipalities, the limited-profit housing developers, the commercial house administrations and developers, the Austrian Association of Cities and Towns and the Austrian Association of Municipalities. In its 2011 space development concept, the Austrian Conference on Spatial Planning has asked for an active quarter and settlement management to avoid processes of ethnic concentration. The Austrian Association of Cities and Towns will commit itself to this question together with the Federal Chancellery and the Austrian Association of Cities

and Towns. Therefore, these institutions need to be considered as cooperation partners and take responsibility for implementation.

### 3.7.2 Integration Promoting Housing Administration

#### Tasks and Goals

Changing resident structure in housing facilities require a new and higher know-how by the house administrations. It would be advisable to keep a lookout for good-practice in the segment of integration promoting house administrations in Austria. Competences of municipalities in living quarters and/or house administrations in house objects should be increased so as to defuse problems on spot through professional house administrations, through conciliation and mediation in difficult cases. Contact persons on location should be able to resolve low-threshold conflicts in time and on the spot. The strong focus of house administrations on economic questions noticeable so far should be supplemented by social management.

The aim is to minimize existing problems, welcome new residents with adequate respect and communicate to them that the rules of living together need to be followed in the objects/quarters.

#### Concrete Activities

- A broader training offer for house administrations and their employees, their janitors and/or employees of janitor-service-companies are concrete activities. Content of these trainings includes communication, low-threshold mediation, coping with large and small scale problems. Those interested and providers of training measures in question should be brought together in a good-practice event.
- The existing quality certifications for house administrations need to be developed so as to provide them with a guideline for optimal “integration management” (new developments-old buildings).

#### Cooperation Partners and Course of Action

Each house administration, the owners of apartment facilities, the developers, the house administrators and janitors of multi-storey apartment facilities, owned and let. Co-operation partners are the Austrian Federation of Limited-Profit Housing Association as well as the “Fachverband der Immobilien- und Vermögenstreuhänder”. In connection with the

implementation of this measure it would be welcomed to focus on initiatives for promoting good-practices and communal neighbour projects as well as an increased education offer for janitors. The higher administration costs need to be kept in mind.

### 3.7.3 Promoting Integration Skills on a Municipal Level

#### Tasks and Goals

Federal administration, federal states and local authorities have increasingly recognized the importance of municipalities for the integration process during the last years. Municipalities carry the main responsibility on location for integration of an increasingly diverse population and find themselves in the centre of different socio-political tension areas.

Smaller cities and municipalities need to be institutionally prepared for this challenging cross-section matter. Especially small and medium size communities stand before new integration political challenges. On the other hand they have the potential to make involvement following accomplished integration more binding due to their high personal knowledge, encounters with neighbours and a common shared regional and rural identity. The success of integration work depends on the engagement of local actors (especially associations), the attitude of political decision makers and opinion makers as well as the quantity, quality and regularity of encounters in daily life. The mayors play a special role in this. Promotion of local and communal integration competences is of significant importance for successful integration processes.

#### Concrete Activities

- Development of concepts, guidelines and checklists for communal integration politics: As an instrument for societal development, integration policy guidelines spark off different processes at the same time: Apart from interconnecting and sensitizing, it is reassuring in the sense of where cities, municipalities or the federal states stand and where they intend to go with which goals and means. More than that, guiding processes provide the framework for understanding integration as a cross-section matter and offer a picture of practical implementation. It is important to build on past experiences and support the development of concepts, policy guidelines, handbooks and checklists for the future. The central actors are the respective municipalities or regions, the federal state in question, the Austrian Association of Cities and Towns and the Austrian Association of Municipalities as well as the federal administration as it is involved through respective funding programmes. Wherever it may seem sensible, cooperation should be sought

with neighbouring communities and cooperation between municipalities be established. Space- and area politics play an important role as they have the necessary competences for development within the municipalities, regions and federal states.

- Building and developing responsibility structures on a local scale:

In most federal states, competence and responsibility structures for integration relevant questions already exist (high official of the provincial government; integration department of the provincial administration, etc.). Various cities and municipalities have furthermore created respective responsibility structures relying on differing models depending on the local situation. A clear political attribution, a clear competence on the administrative level and supply with the necessary resources are essential. Through this, the topic is assigned to a contact person to whom one can refer.

- Promotion of initiatives and projects on a local scale:

While the above aspects are relevant for institutions and the administration, direct points of contact to the life of people themselves need to be created. Initiatives and projects on a local level, which involve local associations, religious communities and dedicated individuals, are central for this purpose. These projects especially serve the promotion of participation, social integration, engagement in local groups and support during language acquisition. Furthermore, it is necessary to create supervised communication- and encountering space that allows the population of an area to talk about the topics of living together and accomplishing integration as well as the relating questions, including associated questions and the feelings of being uncomfortable of discuss and work on these.

### **Cooperation Partners and Course of Action**

Everyday integration initiatives often need little resources for implementation. Still, it is necessary to accompany such projects content wise and help them by means of start-up funding. The involvement of local authorities and federal states in integration initiatives is intensified, once acquisition of financial means is possible from different grants at the same time and the execution is accompanied by as little a bureaucratic obstacle as possible, especially in the low-threshold sector.

Experience shows that every single, well implemented project has a sensitizing effect and can spark up further projects and measures.

Cooperation partners are definitely the Austrian Conference on Spatial Planning, the Austrian Association of Cities and Towns and the Austrian Association of Municipalities as well as the Austrian Integration Fund (ÖIF), the State Secretariat for Integration and those responsible for integration on communal and provincial level. All bodies granting funding should be encouraged to set out special focus points especially for the communal level.

## 4. Outlook

The formulation of the 20-Points-Programme, which describes the primary measures, finalizes the first working phase of the Expert Council for Integration. From there on it will focus on two issues. The first aspect concerns monitoring and implementing the proposed measures, while the other comprises the further development of setting out the integration-political framework in Austria.

### 4.1 Monitoring and Admonishing

The first focal point of the Expert Council for Integration is monitoring the implementation of the proposed measures. To achieve this, the experts will gather the various stakeholders within the expert groups and discuss the possibility of realizing these measures. At the end of the year, the Expert Council will critically reflect, in which areas there are efforts to realize measures and in which areas implementation has stalled. A short annual report shall document the outcome of this reflection process.

The Expert Council will publish the annual report and inform the public of its most important content. In the meanwhile, the media provide an essential institution for keeping up the emerging dynamics in politics.

### 4.2 Further Development of Measures

The second point of focus concerns itself with the further development of the integration-political framework. The 20-Points-Programme is a start with regard to content but not the end. Consultations will be held and proposals made especially in the following areas:

#### 4.2.1 Further Development of Integration-Political Governance Structure

The Expert Council acknowledges the institutional progress made in the integration-political sector that has been achieved in the past years. Major aspects of this progress are the National Action Plan for Integration, the establishing of a permanent and conceptually grounded integration monitoring, the constitution of a Integration Advisory Committee and the Expert Council as well as the creation of a State Secretariat for Integration.

The Expert Council will monitor, inspect, compare with international examples and, if necessary, suggest optimization of institutional developments. The Expert Council will especially concern itself with the possibility of installing a permanent conference of regional integration actors that may be designed similarly to the Austrian spatial planning conference. Such a permanent conference allows a coordinated regulation on different levels, local, regional and national. It furthermore provides an adequate institutional framework for assessing different local and regional requirements and interests that make possible the development and matching of adequate and concerted strategies.

Promoting exchange of experience regarding successful efforts, strengthening awareness for the spatial effects of immigration and integration processes as well as allowing for new cooperation between integration and local political actors in the interest of spatial development politics stand at the forefront of this.

#### **4.2.2 Positive Branding of Integration in Austria**

Integration politics are often symbolic politics. Apart from structural measures it is now more important than ever, to make gestures, provide information and invest in promoting awareness. The field of action “Intercultural dialogue” aims in this direction, as well as the creation of a Red-White-Red-Reader, but also the intention to increase the potential of persons willing to acquire citizenship. The Expert Council recommends to consequently develop this part of integration politics further with the following goal: At first, the media needs to focus on and transport a positive picture of past and future integration successes. There are numerous examples of successful integration that need to be brought forth from “behind the curtain”. Objective data from the integration monitoring process by Statistics Austria in cooperation with the media should help to make Austria an attractive country, which has offered migrants work, security and social peace in large numbers, and thereby give integration a positive branding.

Secondly, awareness for the importance of language and education needs to be created in the minds of all immigrants. Activities need to be pursued that are helpful not only for potential immigrants but for those living in Austria for a long period of time already. To achieve this, it is necessary to create a positive awareness of the importance of language and education with regards to competences and chances to participate and take part in society as a whole. These chances rise significantly through promotion and development of language and education competences.



### 4.2.3 Further Development of Communication and Information Strategy

A further development should also be the external presentation of migration and integration politics, but also the passing on of information on the inside. Austrian migration and integration politics need a comprehensive communication and information strategy. A series of separate initiatives that spread information on the “immigration country Austria” and inform the population on administrative structure, forms and legal measures or point out the bureaucratic processes for employing foreign workers to companies (key word: Red-White-Red Card) may be observed. The Expert Council regards it as necessary to look at these initiatives and pass functional judgment as well as recommendations for a comprehensive communication and information strategy.

A central aspect of such communication and information strategies could be the creation of an online-information-portal as a hub and virtual competence platform (IntegrationInformationPortal), in which all data, topics, projects, carriers and actors relevant for integration are bundled. Such an online-information-portal could cover society’s need for increased information and communication work in integration agendas and strengthen the just mentioned future work, which is the positive branding of integration in Austria.

### 4.2.4 Inversion of Basic Rights

Within the field of action “Rule of Law and Values” a focus – apart from the already elaborated basic values and guiding principles of legal culture, on which the Austrian state rests upon – shall be set on further action on the topics “integration and inversion of basic rights” as well as “integration and freedom of religion” (already described by the Expert Council in its initial work programme as a major concern). Through a first dogmatic legal process it will have to be established, which forms of behaviour are actually protected by the basic rights in question in national constitutional law, in the European Human Rights Charter as well as in the Charter of Fundamental Rights of the European Union. A further question of similar interest is how much room of manoeuvre the simple legislator and/or – in questions of public international and European legal basic rights assurances – the entire national legislation have when invading the so-called special scope of protection. This also includes the difficulties related to drawing a line between the – particularly intensely protected – internal affairs of churches and religious communities and other forms of enacting basic rights. The abstract outcome of this analysis needs to be applied to

concrete case constellations. For this purpose, proposals for promoting integration within other fields of action also need to be evaluated as to their compatibility with the requirements concerning basic rights.

## 5. Postscript

The 20-Points-Programme of the Expert Council for Integration is a further essential step towards the continuing and sustainable implementation of the National Action Plan for Integration (NAP). It is now for the decision makers and actors in politics, the politically affiliated fields and the civil society to implement these measures into practice. Especially politics are challenged to make their contribution to facilitate a framework for the integration of people with a so-called “migrant background”, gradually remove obstacles and enable new chances. But it is also for those responsible for projects and those in practice in this field to incorporate new findings into their work.

“Integration cannot afford to stand still”: With the presentation of this first bundle of measures, the work of the Expert Council – as mentioned in the “Outlook” – is not yet finished. On the contrary: The NAP was and is a long-term future project, the success of which depends in large parts on a constant academic and practice-orientated accompaniment. On the one hand, it will be necessary to critically analyse implemented measures and evaluate their effects. Integration monitoring through the integration indicators provides an excellent instrument for this. On the other hand, the Expert Council will point out new possibilities for action, further analyse existing problem fields and – building on this – work out new recommendations. The fields pointed out in the “Outlook” offer good points for continuing with this work.