

# 2015

## INTEGRATION REPORT

# INTE GRA TION

Achievements to date and guiding  
principles for the future

Expert Council for Integration





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# Foreword

by the Federal Minister  
for Europe, Integration  
and Foreign Affairs



Austrian integration policy is on the right track. Within a few years, we in Austria managed to achieve meaningful structural and content-related improvements in an area which had received very little attention in the past. This positive trend gives us courage to face the undoubtedly large challenges which are still ahead of us.

Five years ago, the National Action Plan for Integration (NAP.I) was adopted and the independent Expert Council for Integration is already publishing its fifth annual Integration Report based on that action plan. These anniversaries represent a good opportunity to draw initial conclusions about the efforts made by the entire society in Austria toward integration. What successes have we been able to achieve so far? What challenges will we be facing in the future?

When highlighting the positive changes achieved in all these areas, one must always keep the efforts of the Expert Council in mind. Establishing this body enabled Austria to take a leading role internationally and to give more weight to the topic based on relevant expertise. It is thanks to the innovative understanding of the Expert Council that it has been possible to chart new waters in the area of integration.

Through an increased focus on integration agendas within the Federal Ministry for Europe, Integration and Foreign Affairs it has been possible to use synergies between national integration work and foreign affairs successfully. Integration should start as early as possible – optimally already beginning in the country of origin before immigration. We have already placed two integration representatives active in this field of pre-integration at the Austrian embassies in Ankara and Belgrade.

Additional successes in the last few years include, among others, the amendment of the Islam Law, which received a lot of international attention in the media as well as the considerable enhancement of early language tuition, for which funding has now been tripled. The communication of joint values and the initiation of a debate on the meaning of the terms home and identity were also pursued successfully.

Finally, awareness of the chance to see diversity as an opportunity has increased over the last few years. These positive changes in our integration climate over the last five years clearly show that we are on the right track.

However, the challenges we will be facing in the next few years are not decreasing: Every fifth person now has a migrant background and Austria will continue to be very strongly influenced by immigration in the future. In order to be ready to face the related challenges, the Expert Council for Integration therefore focused not only on the last five years of integration in Austria but also formulated future guiding principles which should be taken to heart.

Integration is a dynamic, ever-changing process, which is why we shall continue to face numerous tasks in the future in spite of the positive changes we have thus far managed to achieve. We must not rest upon the successes attained to date. I would therefore encourage all partners in the area of integration to maintain their high level of dedication and their firm commitment to action.

Again this year, I would like to express my special gratitude for that dedication and commitment to all the members of the Expert Council for Integration, in particular to its chair, Univ.-Prof. Dr. Heinz Faßmann. I am pleased that you will continue to support Austrian integration policy development through your expertise in a new form in the future.

I would also like to thank all the members of the Advisory Committee on Integration who, through their constructive impetus, likewise contribute to a continuous improvement of integration in Austria.

I look forward to a continued successful cooperation.

A handwritten signature in blue ink, appearing to read 'Sebastian Kurz', with a stylized flourish at the end.

Sebastian Kurz  
Federal Minister for Europe, Integration and Foreign Affairs

Vienna, July 2015

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# Foreword

by the Chair  
of the Expert Council  
for Integration



The Integration Report 2014 was characterised by a fundamental optimism. This optimism was based on the survey of the subjective assessment of the Austrian integration climate which was carried out at regular intervals in the context of integration monitoring. In 2014, approximately half of the respondents from the receiving society stated that integration worked rather well or even very well. Compared to the results in previous years, this was an “all-time high”. Accordingly, the share of integration pessimists decreased continuously. In 2014, we were able to report that integration policy in Austria had found its feet, that a climate of trust started to emerge within the society impacted by migration and that the failed integration dictum was losing its power of persuasion.

In 2015, that optimism must again be slightly reduced. People who hear every day that socially marginalised and dissatisfied first or second generation immigrants participate in atrocities on behalf of the so-called “IS”, tend to generalise and jump to the conclusion that something has gone wrong with integration. They do not see the individual case but rather a general turning away of immigrants from the receiving society. On top of this come pictures of refugee boats filled to bursting with refugees seeking asylum in Europe, reports on overwhelmed asylum systems in the primary host countries and pictures of tent camps which continually convey the shape and appearance of a crisis. Thus it is by no means astonishing that there is increasing uncertainty and that the proportion of those who believe that integration is not working has again increased. However, this increase from 51% (2014) to 59% (2015) turned out to be less pronounced than had been feared. Regardless: In the superficial assessment of the integration climate, integration policy suffered a setback.

Objective findings and more detailed questions on the subjective perception of the integration climate paint however a different picture; perceived reality is not in fact always the same as reality itself. Between 2009 and 2012, the proportion of youths aged 15 to 19 who have a migrant background enrolled in education increased by two percentage points, while the proportion of those born in Austria enrolled in education remained unchanged. 11% of non-German-speaking lower secondary school pupils in the school year of 2012/2013 dropped out of school, compared with 15% three years previously. In 2012, 31% of foreign citizens were at risk of poverty; in 2013, this number dropped to 27%. The number of foreign persons living in absolute poverty also decreased from 16% to 11%. There were also some positive findings in the subjective perception of integration. Since 2010, there was a twelve percent increase in the number of immigrants feeling entirely at home in Austria, and the percentage of people not feeling at home in Austria at all decreased from 6% to below 3%. Austrians also felt more trust towards immigrants, in particular towards those from Western and Eastern Europe and Turkey.

In spite of or because of the alleged deterioration of the integration climate, we should continue on the chosen path of integration policy with consistency:

Improvement of German skills as early as possible, recognition of qualifications achieved outside of Austria and strengthening a common sense of solidarity are examples of measures which are part of a broad portfolio of measures elaborated based on the debate in the Expert Council. What does a society impacted by migration need in order to find its way and to avoid endangering itself through fragmentation was roughly the central question upon which the Integration Report 2015 is based.

To add a concluding remark on a personal note: After five years and 46 meetings, it was time to adapt the original mandate of the Expert Council and to create new forms of science-based political consultation. We are further developing the Expert Council carefully in order to be able to react more flexibly and possibly also more quickly to specific questions. As the chair, I look back on an extremely productive time, during which we managed to bring the debate on integration policy onto a more objective level and to implement the National Action Plan for Integration. It is gratifying to realise that the proposals made by the Expert Council have not been buried by bureaucratic red tape – as has been the fate of so many other working groups, committees and expert councils – but have found their way into politics. That fact fills us, the Expert Council, with satisfaction and thankfulness.

I would like at this point to thank my colleagues in the Expert Council<sup>1</sup> for our excellent co-operation, the employees of the VIII.2 department of the Federal Ministry for Europe, Integration and Foreign Affairs for their excellent support and, of course, the Minister, Sebastian Kurz himself for his interest in the work of the Expert Council and in the successful implementation of a national integration policy. Over the last few years, we have been able to provide political consultation based on a goal-oriented look at social challenges and not on the implementation of specific interests. For most members of the Expert Council, this was a novel and remarkable experience in their scientific and professional lives. We can now close one successful chapter and begin a new one. We look forward to new challenges in a new format of the Expert Council!

Univ.-Prof. Dr. Heinz Faßmann,  
Chair of the Expert Council for Integration

Vienna, July 2015

<sup>1</sup> All members of the Expert Council are listed in Chapter 7.

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# The Term "Integration" from the Perspective of the Expert Council



# 1. The Term "Integration"

## from the Perspective of the Expert Council

Integration as means for equal-opportunity participation

The Expert Council for Integration can look back on successful political consultation activities. Much has changed in the past five years; numerous measures have been implemented and integration policy moved from the political margins to the middle of society. Beside this rapid change, however, many things have also remained unchanged. Integration into a society characterized by migration continues to be understood as an empirically measurable, deliberately supported and to the maximum extent possible equal-opportunity participation in the central areas of social life. This therefore includes participation in pre-school institutions, academic education, vocational training, employment and housing, in volunteer work, in politics as well as all the various protection and welfare systems in the constitutional and social state, in addition to the recognition of and identification with Austrian values.

All efforts to make participation as equal-opportunity as possible and to work against existing fears and prejudices are considered to be measures promoting integration. Not only German skills and educational and vocational qualifications, but also educational and symbolic political measures are fundamental when it comes to increasing immigrants' opportunities for participation. At the same time, the Expert Council also regards the increasing competence in integration of the basic structures of the state – which also needs to be deliberately promoted – as an additional and important prerequisite for successful integration. Schools, the Arbeitsmarktservice (AMS - Public Employment Service), civil services, hospitals, civil society and other important institutions must increasingly be enabled to develop intercultural (and communications) competence.

All efforts to make participation as equal-opportunity as possible and to work against existing fears and prejudices are considered to be measures promoting integration.

With this definition, the Expert Council does not place itself somewhere on a scale defining integration on one end as assimilation and on the other end as a patchwork of different population groups each keeping their own respective culture and value systems. Rather, with this understanding, the Expert Council pushes aside a cultural term which can be only vaguely defined and which carries a lot of ideological baggage. A static and essentialist cultural term would not do justice to the reality of a pluralist and changing society impacted by migration. For "at the end of the road" waits neither a perfectly assimilated society nor a patchwork of different groups of society which have become foreign to each other, but a pluralist co-existence which

requires constant redevelopment. Both sides of the society impacted by migration must therefore, in addition to competence in acceptance and integration, develop something like a competence of plurality, since society over time becomes both more similar and more diverse. Accordingly, integration will continue to be seen as a two-sided process which requires honest effort if it is to succeed.

Developing competence in plurality

Without a willingness on both sides to open up and without a complementary acceptance of the "other" the integration process cannot function.

Immigrants share an equal responsibility for successful integration with the already-present population. Both sides of the society impacted by migration act within an integration policy framework defined by politics which can support or prevent processes. The adjustment efforts needed are not distributed symmetrically, since – due to sheer weight of numbers alone – more is demanded of the immigrating population than of the receiving society. This fact must be made clear in order to avoid illusory misunderstandings. Regardless, the following also applies for the receiving society: "Making room" is a prerequisite to "making your place". Without a willingness on both sides to open up and without a complementary acceptance of the "other" the integration process cannot function. Constructive integration policy must always take this into account.



# Looking Back at Integration Policy



## 2. Looking Back at Integration Policy

### 2.1 Institutionalising Integration Policy

From project structure to standard structure

In recent years, the numerous activities in integration policy were anchored in the standard structures of administration and politics. They were moved out of neglect: transferred from a project structure to a standard structure and provided with public funding. To be fair, it must be admitted that this institutionalisation process in Austria started very late and even then only once integration policy problems – particularly at a local level – could no longer be ignored. To put it in positive terms, the local level had a finer sense of the difficulties in the integration process, or perhaps was also more easily reachable with respect to the interests and demands of NGOs.

It was the **states and municipalities** who were the first to **actively pursue** integration policies.

It was the states and municipalities who were the first to actively pursue integration policies. In 2002, for example, Dornbirn became the first city in Austria to publish an integration policy statement, influenced by Switzerland and in particular by the city of Basel (cf. Bundesamt für Migration – Federal Office for Migration 2006). Following suit were Vienna with a diversity policy programme and Krems with an integration statement in 2003, then Bregenz with a development concept on integration politics, Salzburg with an integration concept and St. Pölten with another integration statement in 2006 (cf. Antalovsky, Herzog, Wolffhardt 2009).

Policy statements as drivers of integration

It is a remarkable fact: The policy statements not only acted as central drivers of the local integration policy debate, but also provided impetus for further policy development processes at the municipality and State levels. Many local policy leaders were themselves surprised by immigration and the resulting changes to neighbourhoods. The need for clarity regarding the meaning of immigration, the consequences of increased social and cultural heterogeneity and the way in which cities and municipalities should tackle these issues conceptually and politically was the starting point for a largely participatory policy development process. Policy statements thus became a tool in the public debate on immigration and integration (agenda-setting) while at the same time functioning as a guide in integration policy-making. Policy statement processes also led to a comprehensive networking and exchange process which was institutionalised in the respective integration bodies in the municipalities.

Many medium-sized and larger cities and municipalities have now institutionalised advisory committees on integration known as MigrantInnenbeirat (Advisory Committee on Migrants) in Graz, as AusländerInnen-Integrationsbeirat (Advisory Committee on the Integration of Foreigners) in Linz or as Integrationsplattform (Integration Platform) in Bregenz. Their function is essentially the same everywhere: to form a link between the immigrating population, the local population, the city (administration and politics) and the responsible institutions (cf. Antalovsky, Herzog, Wolffhardt 2009).

With extensive levels of participation, comprehensive integration policy statements were also drawn up in the states: In 2006, Tyrol adopted its integration policy statement, Upper Austria followed suit in 2007, Lower Austria and Salzburg in 2008 and Vorarlberg in 2010. In 2008, Salzburg laid the foundations for the activities in the state with its integration concept. Since 2011, Styria has been using the “Charta des Zusammenlebens in Vielfalt” (Charter of Living Together in Diversity) drafted by government and administration and subsequently signed by further partners as a conceptual basis for its integration policy.

The creation of structures of responsibility in the state administrations, which is important not least because of the bundling and provision of resources for this area, can be seen as further proof of the early structural anchoring of integration politics at a state and municipal level. In Vienna, for example, the Wiener Integrationsfonds (Vienna Integration Fund) was founded as early as 1992, outside public administration. In 1997, a division management for integration affairs was founded within the municipality and in 2004 the strategy was further enhanced by the creation of a special municipality department, the MA 17 “Integration und Diversität” (Integration and Diversity). Since 2001, both Tyrol and Upper Austria have included integration in their administrative agendas. In the same year, the government of Vorarlberg commissioned the project office “okay.zusammenleben” (okay.living together) to develop a strategy for the implementation of its integration policy for the state; in 2006 a governmental administrative jurisdiction for integration policy was implemented in the state administration. Further, in 2007 and 2010, respectively, the states of Salzburg and Styria explicitly referred to “integration” as in the jurisdiction of government administration. In Lower Austria, integration is treated in the context of the niederösterreichische Landesakademie (State Academy of Lower Austria).

Since 2011 moreover, the “LandesintegrationsreferentInnenkonferenz” (LIRKO - Conference of Department Heads for Integration) has become a platform for a regular expert information exchange between state politicians responsible for integration.

In addition, Vienna and Vorarlberg in particular were able to establish tools which enable the measurement of the effects of the integration work in the states in the areas of monitoring and evaluation activities. First implemented in 2010, Vienna accordingly carries out an integration and diversity monitoring scheme every two years in order to document the changes and the future challenges for the city resulting from them. In Vorarlberg, a broad and comprehensive stakeholder survey is currently being carried out which focuses on the effectiveness of the integration tools used in Vorarlberg (policy statement, coordination office in the administration, point of knowledge and competence “okay.zusammen leben”).

Aside from the creation of dedicated integration offices in the states, the Österreichische Integrationsfonds (ÖIF – Austrian Integration Fund) has managed to establish itself more and more firmly as a national service provider in the area of integration over the course of the last decade. Founded in 1960 by the United Nations High Commissioner for Refugees (UNHCR) and by the Federal Ministry of the Interior (BM.I), it now operates integration centres in six states (Vienna, Upper Austria, Styria, Tyrol, Salzburg and Carinthia). The ÖIF offers a broad portfolio of services

Structures of responsibility in the state administrations

from integration consultation for immigrants and refugees, to German and technical language courses and support via numerous integration programmes such as scholarships and mentoring schemes. It also provides information on central and current integration topics to the public. Additionally, it is active on behalf of several federal ministries in the context of the integration agreement, in the promotion of early childhood language learning and in the activities of the European Asylum, Migration and Integration Fund (AMIF). In so doing, the ÖIF ultimately also acts as partner in the implementation of the federal integration strategy.

Institutionalisation  
on a federal level

The federal government began to institutionalise integration politics later than the municipalities and states. The annual report of 2014 gave the first mention of this process. It should however be recalled that it was first in 2009 that a steering committee made up of representatives of the federal ministries, the states, the Gemeinde- und Städtebund (Association of Municipalities and Association of Cities and Towns), as well as social partners and civil society organisations started working on the creation of a National Action Plan for Integration (NAP.I), which would be adopted by the federal government in the Ministerrat (Council of Ministers) in 2010 and which has ever since represented the national strategy for promoting integration. It contains an extensive catalogue of general integration policy guidelines, challenges and targets and is subdivided into seven fields of action. Between 2010 and 2015, approximately 25.48 million euros in federal funds could already be provided for the promotion of the integration of citizens of non-EU and non-EEA countries, Austrians with a migrant background and EU citizens who immigrated to Austria. Since the beginning of the national support programme for refugees and integration, beginning 1991 up to 2015, a total of approximately 146.29 million euros in funding could be made available, resulting since 2011 in the successful implementation of 424 projects. This national funding was complemented by European funding mechanisms (ERF, EIF) from the year 2000 onwards. The additional funding of 50.83 million euros thereby enabled the implementation of a further 565 projects in the field of integration, of which 319 integration projects using 19.05 million euros of EU funding were implemented since 2011.

EU "Common Principles  
on Integration"

This process of institutionalisation on a federal level was also influenced by external developments. The decision that the federal government should rethink its position and promote the debate on integration policy was not purely autonomous. As early as 2004, the Council of the European Union published the "Common Principles on Integration" and, in doing so, raised the issue of integration policy to a very high political level. This was and is still being complemented by EU directives which must be implemented in national law within a certain period of time, specifically in the areas of antidiscrimination or for example equal opportunities for non-EU and non-EEA-country nationals who have been living in Austria for a long time. Comparative European studies from other policy areas also had effects on the national debate on integration. For example, the PISA Studies organised by the OECD since 2000 and the performance deficits of children with a migrant background which were uncovered in the context of these studies led to a stronger debate on the performance capacity of the school system with regard to teaching children from families with poor access to education and immigrant families in particular. Ultimately it was repeatedly the accusation by right-wing political groups of failed integration which spurred the established political powers into action.

NAP.I

In 2010, the BM.I established an Expert Council on Integration for the purpose of the implementation of the set of measures which were defined in the NAP.I. The task of the Expert Council was to bring the over 60 measures into a more compact format and to a uniform level of abstraction: some proposals in the NAP.I were very general and comprehensive, while others were subdivided into small sections and very detailed. One central result was a 20-point programme which highlighted essential integration policy measures and provided hints for their operational implementation.

That same year, an ongoing integration monitoring programme was initiated on a federal level based on the suggestion of the ÖIF and in cooperation with the Kommission für Migrations- und Integrationsforschung (Commission for Migration and Integration Research) of the Österreichische Akademie der Wissenschaften (Austrian Academy of Sciences) and Statistik Austria (Statistics Austria). Compared to other European countries, Austria, together with Germany and the Netherlands, is one of the pioneers in integration monitoring. Based on 25 quantitative indicators which, in turn, are based on the fields of action in the NAP.I, changes in the current state and climate of integration are illustrated by means of statistics. Most indicators are based on official statistics; one indicator, however, is based on a separate sample survey which enables an assessment of the subjective perception of the integration climate.

Integration monitoring

In January 2011, a dedicated integration department was created within the BM.I which not only supported the work of the Expert Council but was also responsible for promoting integration projects. A State Secretariat for Integration in the BM.I headed by Sebastian Kurz (ÖVP – Austrian People's Party) was also founded in 2011. The "20-Point Programme" elaborated by the Expert Council was an important conceptual basis for the State Secretariat. During his term of office as State Secretary, Kurz became an active advocate of a pro-active integration policy and was thereby able to contribute in a decisive manner to changes in the integration climate in Austria.

State Secretariat  
for Integration

In 2011 and in addition to the Expert Council for Integration, an Advisory Committee on Integration was founded and legally anchored in the Niederlassungs- und Aufenthaltsgesetz (Settlement and Residence Act). The Advisory Committee includes all ministries, states, the Städtebund and the Gemeindebund (Association of Municipalities and Association of Cities and Towns), social partners and five important NGOs. This body, which is chaired by the managing director of the ÖIF and modelled on the steering committee of the NAP.I, meets twice a year and provides a platform for the exchange of opinions, the presentation of suggested courses of action and the co-ordination of the integration policy on several political levels. In a certain sense, the Advisory Committee on Integration can be compared to the Integration Summits which are held at the invitation of the German Federal Chancellor.

Anchoring the  
Advisory Committee  
on Integration

In 2012, 2013 and 2014, further institutional measures were implemented on a federal level in order to implement integration policy actively. One major step in this was the creation of a dedicated integration department in the BM.I, whose tasks included, among others, the co-ordination of all integration policy tasks on a federal level ("Integrationskoordination" – Integration Co-ordination department). Integration representatives were posted at the Austrian embassies in Ankara and Belgrade and the ÖIF was expanded into a first point of contact for matters of integration policy to complement the offering in the states.

Finally, in 2014 and in the context of forming the government, the political agendas relating to integration policy were shifted from the BM.I to the BMEIA, the Federal Ministry for Europe, Integration and Foreign Affairs. The integration department of the BM.I was accordingly also moved to the BMEIA and the work was divided up differently. The BM.I is now responsible for all agendas related to migration, asylum, refugees and residence, while the BMEIA is now in charge of all integration-relevant topics.

From retroactive  
integration to future-  
oriented integration

The assessment of the process of institutionalisation is quite positive. Integration and migration policy have arrived in Austria, are anchored on an institutional level and have a long-term agenda. The necessity of future immigration, for demographic as well as economic development reasons and also for reasons of humanitarian obligations, has been recognised and is largely accepted on a political level. A paradigm shift in the area of integration policy has also been accepted: The current maxim is to move away from retroactive integration to future-oriented

integration. Integration policy has thus let go of its former role as an instrument for reacting to problems and a special measure. It is increasingly understood as comprehensive social policy which is supposed to integrate but does not start from a point of focusing exclusively on immigrants as a target group.<sup>1</sup> Where there were only selective initiatives a few years ago, there is now a federal integration structure. Integration policy has become a part of a social policy which must be designed comprehensively.

## 2.2 Integration Climate in Austria: Subjective Perception

The integration climate can be defined as the sum of all objectively occurring and subjectively perceived integration-relevant events in a local or regional context. The term integration climate is therefore a very broad and indeed a rather vague term, as the integration-relevant events on which it is based can include many

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different elements: public measures to promote integration, the perception and assessment of the integration process as a whole, statistically representable social and economic structures and developments, public statements from societal elites and even media representations of the shared life of members of the population with and without a migrant background. All of these build, characterise and change the integration climate, which is thus constructed of both objective occurrences and subjective perceptions.

This chapter is intended to illustrate, based on statistical data from the annual survey of the perspectives of members of the population with and without a migrant background on the integration climate, how much the subjective perception of integration matters in Austria has changed in the past few years.

### 2.2.1 Data Foundations

Since 2010, the GfK Austria market research institute, on behalf of Statistik Austria and in cooperation with the Kommission für Migrations- und Integrationsforschung of the Österreichische Akademie der Wissenschaften, surveys the integration climate based on selected questions. In 2012 and 2015, further questions on the understanding of integration, on responsibility for integration, on integration measures and on trust between people were added to the survey. This additional survey was financed in 2012 by a German foundation and in 2015 (cf. GfK 2015) using the funds made available for integration monitoring.

<sup>1</sup> A concrete example would be the extension of the Art. 15a B-VG-Vereinbarung (Federal Constitutional Law Agreement) on early language tuition in institutions for child care, which now ensures German language tuition in kindergartens until 2018. Language tuition can be provided to children independently of their first language, but stronger effects should be clearly seen for children whose first language is not German.

Annual integration climate survey

The sample size of the annual surveys was and remains approximately 2,000 interviews, of which 900 were carried out with Austrian citizens 15 years of age and older and 1,100 with citizens with a migrant background, also 15 years of age and older. The sample of persons with a migrant background included approximately 300 interviewees from Serbia and Montenegro, 300 from Bosnia and Herzegovina, 200 from Croatia and 300 from Turkey. This oversampling was then balanced out by the subsequent application of a weighting mechanism.

Sample size of the surveys

The interviews themselves were carried out as EDP-supported telephone interviews in February and March of the survey year, respectively. The selection of telephone numbers, which are collected and maintained in a specific pool at GfK, was made within the countries of origin grouping criteria based on a random sampling procedure. The samples, which are taken annually, were and are independent from each other. Consequently, the survey is not a panel survey in the course of which the same original sample is interviewed repeatedly, but rather always uses a new sample for each respective round which is independent from the samples used before or after.

### 2.2.2 Assessment of the Integration Process

How satisfied is the domestic population with how people co-exist in Austria? To the question "In general: do you believe that the integration of migrants in Austria works very well or very badly?" 5% of Austrians responded in the current survey, that integration worked "very well" and 36% chose "rather well" as their answer. 12% responded that it worked "very badly" and 47% chose "rather badly" as their answer. In total then, more than half of the respondents without a migrant background are dissatisfied with the integration process.

Another question referred to whether the respondents felt that co-existence had improved or deteriorated over time. 40% saw a deterioration, only 18% saw an improvement and 42% felt that the situation had stayed the same. Again, the dynamic perspective thus also leans towards the integration-pessimistic impression that co-existence is not improving. Compared to the results from 2014, this pessimistic assessment has increased by almost 12 percentage points.

Table 1: Assessment of the integration process (in %)

Question to persons without a migrant background: Is the integration of migrants working?				Do you feel that the co-existence with immigrants has changed over the past few years?			
Very well	Rather well	Rather badly	Not at all	Has improved	Has not changed	Has deteriorated	
3.6	27.2	51.3	17.9	11.8	44.1	44.1	2010
3.4	32.1	51.5	13.1	16.4	43.3	40.3	2011
3.4	39.2	45.4	12.0	23.0	44.9	32.1	2012
4.1	40.8	46.5	8.6	24.7	47.6	27.8	2013
8.1	40.5	40.8	10.6	28.2	43.8	28.0	2014
<b>4.9</b>	<b>35.5</b>	<b>47.0</b>	<b>12.5</b>	<b>18.0</b>	<b>41.5</b>	<b>40.4</b>	<b>2015</b>

Source: Statistik Austria and Kommission für Migrations- und Integrationsforschung; proprietary analysis

It seems that these findings can be generalised: The integration climate, which had improved over the past few years, experienced a setback in 2015. The daily television and print media reports on the so-called “Islamic State” and that group’s criminal actions as well as the murders in the editorial office of Charlie Hebdo two months before the survey doubtlessly influenced people’s opinions. An alleged failure of integration was superficially cited via these media as a reason and partly accepted as a reason by the respondents. People who hear every day that the “Islamic State” is recruiting dissatisfied and socially marginalised first or second generation immigrants, who then, directly or indirectly, take part in the atrocities reported in the media can easily be tempted to generalise and believe that something has not gone well with integration.

Improvement of the integration climate from a long-term comparative perspective

The spectrum of opinions in 2015 fell back to the level of 2012, at least partly due to this generalisation of individual cases to the whole. Integration policy has lost ground and trust with the majority population and must regain them. The following point, however, offers some small “consolation”: In spite of the setback, the integration climate has improved significantly from a long-term comparative perspective. During the first year of integration monitoring, the assessment of the majority population was markedly more pessimistic than in 2015. In 2010, only 31% were of the opinion that integration was working “very well” or “rather well,” while in 2015 almost 41% chose these answers. And in 2010 only 12% felt that co-existence was improving, compared to 18% in 2015.

**2.2.3 At Home in Austria**

The overwhelming majority of migrants feel at home in Austria

Remarkably, the population which has immigrated to Austria does not share the pessimism of the Austrian majority population at all. The question asked was: “Do you feel at home in Austria?” and/or “Which state do you feel you belong to more? The state I and/or my parents are from or Austria.” The overwhelming majority of persons with a migrant background in Austria, specifically 90% felt entirely or rather at home in Austria. Only 7% of the respondents felt rather less at home and 3% did not feel home at all. To the question of to which state they felt they belonged, 70% of the respondents answered that it was the state in which the respondent currently resided – Austria – and only 30% replied that it was the state the respondent (or their parents) were from.

Table 2: At home in Austria (in %)

Question to persons with a migrant background: At home in Austria?				Which state do you feel you belong to more?		
Entirely	Rather more	Rather less	Not at all	The state I and/or my parents are from	The state in which I live now, Austria	
44.7	40.0	9.3	6.0	47.6	52.4	2010
42.4	44.1	7.0	6.5	44.5	55.5	2011
50.4	36.7	8.5	4.5	35.4	64.6	2012
52.2	29.8	10.5	7.5	43.0	57.0	2013
55.4	34.9	7.0	2.6	30.5	69.5	2014
<b>56.1</b>	<b>34.3</b>	<b>6.8</b>	<b>2.8</b>	<b>29.8</b>	<b>70.2</b>	<b>2015</b>

Source: Statistik Austria and Kommission für Migrations- und Integrationsforschung; proprietary analysis  
 Comment: The sample „with a migrant background” includes only the first and second generation from the former Yugoslavia and Turkey.

What is also remarkable is the fact that more and more immigrants “feel at home” in Austria. In spite of the events of 2015 and the more negative perception of the integration of immigrants on the part of the majority population compared to the year before, the immigrated population has maintained its opinion related to where they feel they belong. Since 2010, 11% more immigrants stated that they felt entirely at home in Austria, and the percentage of those who do not feel at all at home in Austria decreased from approximately 6% to less than 3%. Or to phrase it in terms of the question relating to which state the respondents feel they belong to: Whereas in 2010 almost half of the respondents still felt they belonged to the state they and/or their parents were from, this figure now went down to below 30%.

More immigrants feel they belong to Austria

**2.2.4 Mental Distance**

To determine mental proximity or distance, the population without a migrant background was asked to what extent they expect the immigrating population to adjust and how strong their xenophile or xenophobic feelings are. The immigrant population was asked whether they agree with the way most people in Austria live their lives. Xenophile to xenophobic attitudes were operationalised to a standardised set of questions – the ALLBUS 1996 survey items. The four items were: “Foreigners living in Austria should adjust their lifestyle a little more to the Austrian one”, “If there is a scarcity of jobs, the foreigners living in Austria should be sent back to their respective home countries”, “Foreigners living in Austria should be forbidden to engage in any kind of political activity” and finally item 4: “Foreigners living in Austria should choose their marriage partners amongst their own fellow countrymen and women.” Respondents either agreed with these provocative items or rejected them.

In the current survey (2015), 23% of respondents without a migrant background firmly or mostly rejected all items characterised as ranging from sceptical of foreigners to outright xenophobic, while only 4% unconditionally or mostly agreed with them. 73% choose a neutral position. Since 2010 in general, neutral to tolerant opinions have become stronger, while attitudes characterised as critical towards foreigners continue to be present in marginal groups only. The media reports on an allegedly failed immigration at the beginning of 2015 had impacts on the superficial perception of the integration process in general, but not on the basic attitude towards immigrants.

Increase in neutral to tolerant opinions

Since 2010, consistently less than 5% of respondents agree that foreigners living in Austria should be sent back home if jobs become scarce, that they should be forbidden to engage in political activities, that they should seek their marriage partners only amongst their fellow countrymen and women and that they should adjust their lifestyle. The only statement to which almost the majority of respondents agreed is the one regarding the request for a better adjustment of their lifestyle to the Austrian way of life, which accounts for the high “neutral” figure. And this is also what the relative majority of the population without a migrant background expects: an improvement in lifestyle adaptation but no exclusion from public life and no more sending foreigners back home when there is less demand for workers.

Table 3: Mental distance (in %)

Question to persons without a migrant background: Foreigners living in Austria should (1) adjust their lifestyle, (2) be sent back home if jobs become scarce, (3) refrain from engaging in political activities in Austria, (4) choose their marriage partners amongst their own countrymen and women			Question to persons with a migrant background: If you consider Austrian society in general: Are you:				
Not in agreement	Neutral	Always in agreement	Very much in agreement	Largely in agreement	Rather not in agreement	Not at all in agreement	
18.2	76.8	5.0	18.9	55.9	19.9	5.3	2010
16.9	80.6	2.5	18.7	57.5	17.8	5.9	2011
17.5	79.3	3.2	20.5	60.8	12.9	5.8	2012
22.6	74.1	3.3	24.8	51.7	15.3	8.2	2013
24.3	72.5	3.2	21.8	60.9	13.7	3.6	2014
<b>23.2</b>	<b>73.2</b>	<b>3.6</b>	<b>26.5</b>	<b>58.0</b>	<b>11.1</b>	<b>4.3</b>	<b>2015</b>

Source: Statistik Austria and Kommission für Migrations- und Integrationsforschung; proprietary analysis  
 Comment: The sample „with a migrant background“ only includes the first and second generation from the former Yugoslavia and Turkey.

Conversely, the question regarding the assessment of Austrian society proves that an overly negative assessment of co-existence is not called for. 85% of the population with a migrant background very much or largely agree with the way most people in Austria live their lives and with the values and goals to which most people in Austria orient themselves. Only 4% do not at all agree with the way of life in Austria and 11% disagree somewhat with it; this is, however, correlated with the duration of their stay and their socio-economic status. The idea of a population group which excludes itself, which turns away from Austria, remains the exception and the number of people who believe in this idea has decreased markedly in long-term comparison, in spite of the debate on an allegedly failed integration.

85% of the population  
 with a migrant background  
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 most people in Austria live their lives  
 and with the values and goals to which  
 most people in Austria orient themselves.

**2.2.5 Contacts and Disadvantages**

Contacts with the immigrated population have long since become part of everyday life. 56% of respondents without a migrant background stated that they had regular contact with immigrants. This figure fluctuates slightly from one year to the next but the trend has not changed. The spatial context – city or rural area – and the related density of contact play an equally important role in this, as well as gainful employment and the encounters in everyday working life resulting from it.

Table 4: Contact experience and perceived disadvantages (in %)

Question for persons without a migrant background: Do you have regular contacts with immigrants? And if so, do they suffer from disadvantages?			Question for persons with a migrant background: Do you feel that you suffer from disadvantages in Austria?				
Regular contact	Disadvantaged	No disadvantaged	Always, most of the time	Somewhat yes	Rather not	Rarely, never	
52.6	32.3	67.7	14.3	22.9	19.1	43.7	2010
58.0	27.3	72.7	12.6	24.4	17.6	45.5	2011
57.3	30.1	69.9	12.8	23.6	18.3	45.4	2012
58.9	23.5	76.5	17.3	16.5	16.2	50.0	2013
54.6	38.4	61.6	13.3	22.0	16.7	48.0	2014
<b>55.8</b>	<b>35.3</b>	<b>64.7</b>	<b>12.7</b>	<b>18.8</b>	<b>18.3</b>	<b>50.2</b>	<b>2015</b>

Source: Statistik Austria and Kommission für Migrations- und Integrationsforschung; proprietary analysis  
 Comment: The sample “with a migrant background“ only includes the first and second generation from the former Yugoslavia and Turkey.

35% of 2015 respondents without a migrant background who stated that they had personal contact with immigrated persons believe that these persons have disadvantages due to their migrant background. This value has been fluctuating considerably since 2010, without showing a clearly detectable trend which could be interpreted.

It is remarkable that the estimation of disadvantages by the population without a migrant background is the same as that by the population with a migrant background. Almost a third of all immigrants who participated in the survey also feel that they are mostly or somewhat at a disadvantage due to their migrant background (32%). Two thirds of the persons with a migrant background rather do not (18%) or rarely or never (50%) feel that they are disadvantaged. These figures have also been fluctuating since 2010, but to a slightly lesser degree and with a slight trend towards a decrease in discrimination.<sup>2</sup>

Assessment of disadvantages is the same

**2.2.6 Extended Catalogue of Questions on the Subjective Assessment of the Integration Climate**

In the context of integration monitoring in 2012 and 2015, additional questions related to the understanding of integration, the willingness to integrate, the responsibility for integration and mutual trust were included in the survey. These questions were again presented to members of the population with and without a migrant background in order to be able to identify consensus and deviations (cf. Faßmann 2014).

<sup>2</sup> Quantifying perceived disadvantages concerning other persons or oneself cannot be compared to the presentation of individual cases found in the Racism Report published by ZARA. The latter includes documented cases which were reported to ZARA with varying frequency, while the survey aims at giving a general impression and presenting representative findings.

### Understanding of Integration

The question “What should migrants do in order to be regarded as integrated?” was at the core of those questions presented to respondents without a migrant background which centred on the understanding of integration. The assessment shows a mostly stable estimation and expectation in 2012 and 2015. There is a high level of approval of expectations related to cognitive and structural integration. The population without a migrant background expects immigrants above all to make their own efforts to find gainful employment (91%) and thus to be likely able to live independently without support. They also expect immigrants to make efforts in the education system in order to obtain a school leaving certificate or vocational qualifications (92%), also as a prerequisite for making one’s way in the job market. This includes good German skills which are regarded as necessary by 88% of the respondents. Compliance with the laws and legal norms applicable in Austria is insisted on by almost all respondents (98%).

**Table 5: Integration actions of immigrants**  
(answer category “rather yes/absolutely” in %)

Migrants should ...	Pop. without MB 2012	Pop. without MB 2015
Respect Austrian laws	98	98
Try to find work	94	91
Be able to speak German well	93	88
Try to obtain a good school leaving certificate/ good vocational qualifications	91	92
Have friendships with Austrians	80	84
Show interest in Austrian culture	73	71
Identify with Austria	69	71
Use as few social benefits as possible	38	37
Partly give up their religious, cultural way of life	17	17
<b>Number of interviews (unweighted)</b>	<b>943</b>	<b>893</b>

Source: proprietary survey and analysis  
Comment: The sample “with a migrant background” only includes the first and second generation from the former Yugoslavia and Turkey.

No expectation of cultural assimilation

Hardly any of the respondents expect cultural assimilation from immigrants, meaning that they should give up their cultural and religious ways of life. Only approximately 17% of the respondents expect such cultural assimilation, approximately 60% reject this expectation and 24% partly agree and partly disagree. The population insists on more adjustment (cf. ALLBUS questions), but not on immigrants giving up the ways of life they brought with them. What is obviously sought and expected is a kind of integration compromise fitting to Austria, which includes opening up to Austria while continuing one’s previous way of life.

**Table 6: Austria’s integration actions**  
(answer category “rather yes/absolutely” in %)

Austria should ...	Pop. without MB 2012	Pop. without MB 2015
Give immigrants more professional opportunities	84	84
Particularly support students with a migrant background	70	69
Also provide social benefits to immigrants	61	57
Treat immigrants in the same way as fellow citizens	86	87
Have friendships with immigrants	86	87
Respect immigrants’ ways of life	80	80
Show interest in other cultures	71	69
<b>Number of interviews (unweighted)</b>	<b>943</b>	<b>893</b>

Source: proprietary survey and analysis  
Comment: The sample “with a migrant background” only includes the first and second generation from the former Yugoslavia and Turkey.

Generally, these steps toward integration demanded by the majority population do not differ from the measures expected by the respondents with a migrant background for Austria to take in order to promote integration. Once again the core themes are the job market and a more proactive reaching out to immigrants by the population without a migrant background. People with a migrant background want to be treated the same way as all other fellow citizens; Austrians should have more friendships with immigrants and immigrants would like to have more professional opportunities for themselves. Social benefits are regarded as less important, as is a stronger interest of the population without a migrant background in other cultures.

Demand for a more pro-active approach to each other

### Willingness to integrate and responsibility for integration

How does the general willingness to integrate look? Is the majority population, from the perspective of the respondents, even interested in receiving immigrants and does the majority population feel that immigrants are seriously interested in integrating into society?

**Table 7: Willingness to integrate**  
(answer category “rather yes/absolutely” in %)

	Pop. without MB 2012	Pop. without MB 2015	Pop. with MB 2012	Pop. with MB 2015
Austrians want to integrate migrants	/	/	46	47
Migrants are interested in integration	41	37	/	/
<b>Number of interviews (unweighted)</b>	<b>944</b>	<b>898</b>	<b>1,101</b>	<b>1,101</b>

Source: proprietary survey and analysis  
Comment: The sample “with a migrant background” only includes the first and second generation from the former Yugoslavia and Turkey.

The results show that the assumptions that the respective “other party” is interested in integration largely overlap. 46% of the respondents with a migrant background stated that the majority population was “seriously interested in integrating migrants into society.” Conversely, approximately 37% of Austrians who participated in the survey felt that “migrants were seriously interested in integrating themselves in Austria.” In both groups sceptics remain, at approximately 17% (“the respective other party of the society impacted by migration is rather not or not at all interested in integration”) the minority. When comparing 2012 and 2015, no changes were recorded.

The largest share of responsibility for integration is assigned to the immigrant populations

Who is responsible for “integration” from the perspective of both the population with and without a migrant background: the state, the “Austrians” (respondents without a migrant background) or the “immigrants” themselves? The results show that all respondents feel that the immigrants themselves have the largest share of responsibility in this matter, followed by the majority population and only then by the state. Approximately 86% of respondents without a migrant background feel that the responsibility for “integration” lies with the immigrants, approximately 60% name the state and only approximately 46% feel that the responsibility lies with the majority population. The population with a migrant background has a very similar take on the distribution of responsibility. There appears to be a certain consensus in the society impacted by migration about the ranking of responsibility: The immigrants themselves feel that they have the largest responsibility at 81%, followed by the state at 64% and the “local population” at 50%.

Table 8: Responsibility for integration (answer category “rather yes/absolutely” in %)

Who is responsible for integration ...	Pop. without MB 2012	Pop. without MB 2015	Pop. with MB 2012	Pop. with MB 2015
The state	52	61	66	64
The local population	41	46	56	50
The migrants	86	86	78	81
<b>Number of interviews (unweighted)</b>	762	689	944	898

Source: proprietary survey and analysis  
 Comment: The sample “with a migrant background” only includes the first and second generation from the former Yugoslavia and Turkey.

**Feeling comfortable in Austria**

Another section of questions in the extended catalogue of questions of the Austrian integration monitoring programme focuses on life satisfaction in the receiving country. The first very general question was whether the respondents felt “very”, “rather”, “rather not” or “not at all” comfortable in Austria. The next section focused on individual potential reasons for “feeling comfortable”: because it is “home;” because family and friends live there; because education and professional training opportunities are good; because there is work; because it is a place of “law and order”; because there are social benefits in old age, in case of sickness or in case of unemployment; or because “politics work for the people”.

Life satisfaction in the receiving country

Table 9: Feeling comfortable in the receiving country (only answer category “rather yes/absolutely” in %)

	Pop. without MB 2012	Pop. without MB 2015	Pop. with MB 2012	Pop. with MB 2015
<b>Feeling comfortable in Austria</b>	97	97	96	96
Why do you feel comfortable? Because of ...				
Good education and training opportunities	89	86	90	91
Security (old age, sickness, unemployment)	82	84	89	94
Work	85	87	86	89
Family and friends are here	96	96	95	84
Law and order	79	79	85	89
My home	93	92	60	71
Politics work for the people	22	26	22	39
<b>Number of interviews (unweighted)</b>	913	866	1,049	1,057

Source: proprietary survey and analysis  
 Comment: The sample “with a migrant background” only includes the first and second generation from the former Yugoslavia and Turkey.

The results again present a stark contrast to the complaints about an alleged failure of integration. An overwhelming majority of persons with and without a migrant background feel “very” or “rather comfortable” in Austria. Only 3% of Austrian respondents without and 4% of respondents with a migrant background feel “rather not” or “not at all comfortable.” Due to the statistical margin of error, however, these results can at best be counted as indicators describing a trend.

An overwhelming majority of persons with and without a migrant background feel “very comfortable” or “rather comfortable” in Austria.

The reasons for feeling comfortable are obvious and also relatively uniform: Respondents without a migrant background state that they have family and friends here, that they have work and an income, that they feel that education and training opportunities are rather good, and the overwhelming majority feels that there is “law and order” and that there is social security in case of emergencies. There are three constellations of answers which deviate from this picture: Respondents with a migrant background less frequently regard Austria as their home simply because home is after all very often still associated with one’s country of birth. Respondents with a migrant background also less frequently give family and friends as a reason for feeling comfortable because parts of a broader definition of family continue to live in their country of origin. Conversely, respondents with a migrant background more often mention “law and order” as a reason for feeling comfortable than respondents without a migrant background. For immigrants, “law and order” is a more strongly positive factor than for the local population, which is not surprising considering the real political situations in some countries of origin.



Trust in the receiving society

The last-place finisher in terms of the assigned importance for feeling comfortable is the statement “politics work for the people.” Remarkably, the disillusionment with politics which can be inferred from this affects respondents both with and without a migrant background, though it dropped from 2012 to 2015.

Trust as a key factor for successful integration

The last section of questions presented in this publication relates to trust within the society. Trust can be regarded as a key factor of successful integration. If there is trust between members of the population with and without a migrant background, it becomes much more difficult to speak of a parallel society or of failed integration. The empirical results prove – and this is pleasing – that this basic trust does exist – in contrast to the widespread idea of collective and mutual mistrust between people with and without a migrant background. Out of the immigrants who took part in this survey, 86% “absolutely” or “somewhat” trust the population without a migrant background. They trust the majority population more in fact than their own group of origin.

**Table 10: Mutual trust**  
(only answer category “somewhat yes/absolutely” in %)

Trust in the following population groups	Pop. without MB 2012	Pop. without MB 2015	Pop. with MB 2012	Pop. with MB 2015
Austrians	86	85	85	86
Western Europeans	69	77	53	57
North Americans	57	59	28	30
Asians	50	52	37	40
South Americans	43	49	27	31
Eastern Europeans	32	41	35	42
Africans	29	35	24	30
Turks	28	37	44	46
<b>Number of interviews (unweighted)</b>	725	681	875	892

Source: proprietary survey and analysis  
Comment: The sample “with a migrant background” only includes the first and second generation from the former Yugoslavia and Turkey.

Trust towards population groups of other background origins is largely similar as far as both members of the population with and without a migrant background are concerned. Members of the population without a migrant background trust Eastern Europeans, Turks and Africans the least and each other and Western Europeans the most. Respondents with a migrant background (originally from the former Yugoslavia and Turkey) are more sceptical concerning all other population groups than the “local population.” There is considerably more mistrust than trust in particular towards North and South American as well as African population groups. Whether this is to do with everyday experiences or with geopolitical influences on individual perception remains unclear.

On the whole, Western and particularly Eastern Europeans are at the top of the scale in terms of an index of trust. They are currently at the same time the largest immigrant groups, which is why it can most probably be concluded that the increased contact with Western and Eastern Europeans has led to an increase in trust in these population groups. This is a result which correlates well with the well-known contact hypothesis.

Increased contact reinforces trust

The empirically measurable reality can neither confirm the image of failed integration nor that of immigrants being discriminated against and remaining outsiders.

The results of the extended integration monitoring survey show that integration is, on the whole, on the right track: There is acceptance, trust and hope for the future on both sides of the society impacted by migration and the subjectively perceived reality of integration which is based on personal experience is markedly better than what is suggested in communications issued by parties, NGOs and interest groups. The empirically measurable reality can confirm neither the image of failed integration nor that of immigrants being discriminated against and remaining outsiders. What we can see is rather that both sides of the society impacted by migration have very similar ideas of successful integration. The results of the survey support the optimistic attitude that integration happens in many different ways, supported by local people who pragmatically create and find ways to coexist. Political support of this process is reasonable and should continue to be provided.

Fields of Action:  
Measures Implemented,  
Pending Issues



# 3. Fields of Action:

## Measures Implemented, Pending Issues

Since the Expert Council was established, its internal working structure as well as the structure of its reports was based on the seven fields of action of the NAP.I. In 2014, a newly created strategic field, "Integration from the Beginning" was added. The presentation of the measures implemented and pending issues is also based on these fields of action as well as the strategic field. It must, however, be said that a clear allocation for each of the implemented initiatives and foreseeable challenges cannot always be guaranteed, as there are many interdependencies and overlaps between the fields of action.

### 3.1 Language and Education

The NAP.I highlighted the improvement of German skills as a prerequisite for participation in social and economic life in Austria and proposed measures to this effect. The Expert Council has always had a broader understanding of this field of action. What must the education system for an ethnically and socially pluralist society be like to keep pupils from falling behind and to increase the education resources available in this country is the rough summary of the implied question.

In the field of action of "Language and Education," essential measures have already been implemented but some initiatives were also stuck in the "undergrowth" of the reform efforts of school politics in particular. The following table provides an overview of the requested measures and the current status of implementation.

Table 11: Measures and implementation steps in the field of action of "Language and Education"

Measure	Implementation steps		
Early language tuition and transition management	Introduction of a mandatory second year of kindergarten in three model regions in the states of Styria, Salzburg and Lower Austria		Tripling the funding of the Federal-State Agreement 2015/16-2017/18 for early language tuition in institutions for child care to 90 million euros (incl. funding for transition management)
	Federal-State Agreement 2012-2014 for early language tuition in institutions for child care		
	Decree on the consideration of language skills in German as the language of instruction when determining school readiness		
Improving participation in the education system	Nationwide expansion of the Caritas-Lerncafés (study cafés funded by Caritas) at a federal level	Package of measures against compulsory schooling breaches (introduction of a 5-level plan)	Government decision on compulsory school education and training up to age 18; steering group in the Federal Ministry of Labour, Social Affairs and Consumer Protection (BMASK) on the implementation of the "AusBildung bis 18" (school education and vocational training up to age 18) initiative
German before immigration	Immigration information available online (www.help.gv.at, www.migration.gv.at) and world map featuring providers of German language courses (www.sprachportal.at)		Teaching and learning materials/trial exams to prepare for the exam on the language portal of the ÖIF (www.sprachportal.at)
German for residents	Federal-State Agreement involving a total of 55 million euros in funding on the option of obtaining education qualifications at a later point in time and basic education free of charge		Labour-market specific German courses provided by the ÖIF
	Expansion of the offering of German courses for recognised refugees		
	Nationwide expansion of the HIPPY home visit programmes		

Source: List provided by the Expert Council

Anchoring and improving early childhood education and in particular early language tuition has unquestionably been successful. Children aged three to six with a lack of German skills should receive special support for their education language in child care institutions, which turns these institutions into the respective first education institution and makes them part of the education system. When they begin school, children with and without a migrant background are to have sufficient German skills in order to participate actively in class. Via the 15a Agreement with the states, the federal government invested a total of 15 million euros in this area between 2012 and 2014. The importance of early language tuition can also be inferred from the fact that some states voluntarily more than doubled their share in the funding. Due to the need, which over the last three years was determined using language skill tests for children, a new version of this agreement is coming into effect under which the federal government will provide four times and the states twice as much funding as previously. Another Federal-State Agreement on the option of obtaining education qualifications at a later point in time and basic education free of charge complements the portfolio in the area of education and training for adults.

Early language tuition

**Children aged three to six with a lack of German skills should receive special support for their education language in child care institutions.**

Additionally, numerous initiatives and projects aiming at improving the German skills of those ready to immigrate before immigration as well as after arrival in Austria have been implemented. In this area, civil society makes an essential contribution on top of government measures. One aspect which should be highlighted is the nationwide expansion of the Caritas-Lerncafés, the purpose of which is to improve the educational success of migrant children and teenagers.

Something that could not be realised due to lack of time and the complexity of the task was the attempt to interrupt the cycle of social inheritance of different education opportunities. Children of parents with a university degree will, to a large extent, also obtain such a degree, and children of parents who only finish compulsory schooling will very frequently obtain only compulsory schooling qualifications. In an international comparison, this parallel between the highest completed level of education of parents and children is particularly marked in Austria. Not everything should always and immediately be blamed on the school and the school system in the debate about this, because parents and their children are of course also partly responsible when it comes to seizing individual education opportunities. Nevertheless, whether these individual education opportunities can be implemented at all is also dependent on the system. In any case, the public education system should ensure the availability of educational opportunities for all children and teenagers and should enable them to participate actively in economy and society – regardless of their social or geographic background and their current place of residence.

Interrupting the cycle of social inheritance

Increasing heterogeneity

Independent of these challenging education policy debates on the basic organisation of the school system, the Expert Council notes that the following developments and/or structures should be avoided, mastered or improved:

- > Increasing heterogeneity concerning language skills: In the course of the last few years, there was a continuous increase of the share of children with a non-German mother tongue in child care institutions (2010: 26.2%; 2012: 28.5%) and of pupils with a non-German colloquial language (2008/09: 16.9%; 2013/14: 21.1%) (cf. Statistik Austria 2009b; 2011; 2014b; 2014c). This means that more and more children grow up with a colloquial language that is not German. German as the lingua franca in a heterogeneous language landscape is very often only learned in kindergarten. Language skill tests in child care institutions (according to art. 15a B-VG [Federal Constitutional Law] Agreement on early language tuition) show that nearly a quarter of the children tested require additional support – with an increasing trend.

More and more children grow up with non-German colloquial languages.

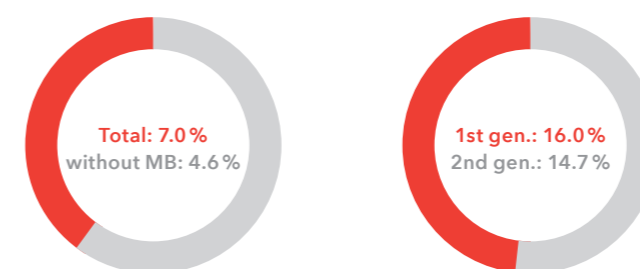
Segregation in the education system

- > Segregation in the education system: A society characterised by immigration is not only socially but also ethnically and religiously plurally differentiated. This additional structural separation also starts to emerge in education institutions. This kind of an educational experience can lead to a situation in which individual children and/or teenagers are barred from equal opportunity access to the job market and equal opportunity participation in society. The Austrian education system guarantees parents wide-ranging freedoms to decide on how their children should be raised and educated and also permits a religiously-based education. The founding of private child care institutions or private schools, which may also have a religious orientation, is guaranteed by the freedom of religion and private schools. The Expert Council sees this freedom as an opportunity for plurality in the education system, but does not neglect the fact that this to a certain extent implicitly endangers the basic idea of an integration which should lead to social cohesion. Over the last few years, a large portfolio of different offerings has emerged, in particular in the area of pre-school education. Having seen this quantitative development, the focus should now be on the quality – and on improving the quality – of elementary education institutions. Since the responsibilities in this area are shared between the federal government and the states, the relevant regulations are not standardised nationwide. In many cases, there is a lack of clear quality criteria for the respective institutions. In the receiving country, integration emerges through interaction between socially more experienced and less experienced parties and thus sometimes also with the “other.” It is therefore important to keep an eye on trends in favour of segregation in the area of education. Specific countermeasures can be developed on the basis of solid data.

- > Early school leavers: Over the last few years, the extent of early school leaving has become apparent after the development of appropriate indicators. Pupils leave school early or finish their compulsory schooling without a positive school leaving certificate. The percentage of early school leavers with a migrant background is markedly higher than that of pupils without a migrant background. The reasons are varied and range from intrinsic systemic difficulties in handling a highly diverse pupil population to parents who make their children leave school early and without a school leaving certificate so that they can take over more family duties. Special attention must be paid to this development, which needs to be counteracted through targeted measures.

Early school leaving

Early school leavers and training dropouts (ESL) according to migrant background, in %



The number measured is that of young people aged 18 to 24 who have not achieved a secondary level school leaving certificate and who are currently not in training. For persons with a migrant background both parents were born abroad, with members of the first generation born outside of Austria themselves and members of the second generation born in Austria. Source: cf. BMBF (Federal Ministry of Education and Women's Affairs) 2014

### 3.2 Work and Employment

The job market is a central entity which allows an exchange of work for compensation. Specific institutions showing the importance of the job market compared to other markets have been created, in particular measures to safeguard personal integrity, appropriate remuneration and safe working conditions. In addition, integration into working life gives individuals the opportunity to interact with other people on a regular basis, making work in turn one of the most important tools of integration. By providing a regular income, gainful employment also gives individuals more autonomy of action. Successful integration in the job market is in any case an essential prerequisite for social integration, a fact which applies in equal measure to people with and without a migrant background.

Preparation of a law on qualification recognition

During the time period covered by the report, several measures proposed by the Expert Council were either implemented or the first steps for their implementation were taken. A particular emphasis should be placed on activities toward the recognition of qualifications acquired abroad. For this purpose, a cross-institutional working group headed by the BMEIA was established which is preparing a corresponding law on the recognition of qualifications. The current system of recognition will be simplified through the adoption of a law on this matter which will, ultimately, lead to immigrants more quickly finding jobs appropriate for their qualifications. Alongside this effort, a large number of informational materials have been created, the platform “Netzwerk Anerkennung” (network recognition) was founded and nationwide points of contact have been put in place to simplify the recognition of formal qualifications acquired outside of Austria.

Other activities related to this field of action are the facilitation of completing education qualifications at a later point in time (funding courses which allow early school leavers to obtain compulsory education school leaving certificates) and a campaign to avert the emigration of international students. Particularly noteworthy is the Migration Council in the BM.I, which is working on a comprehensive long-term migration concept. A National Action Plan for Migration, similar to the NAP.I, is also to be created. Just a few years ago, this kind of approach would have been unthinkable.

Table 12: Measures and implementation steps in the field of action of "Work and Employment"

Measure	Implementation steps			
Recognition of qualifications acquired abroad	Creation of the platform "Netzwerk Anerkennung" and of an inter-ministerial working group for the purpose of developing a law on qualification recognition	Information campaign on the recognition of regulated professions: website www.berufsanerkennung.at (4 languages) as well as the second issue of a brochure on "the basics" about qualification recognition	Faster professional recognition for academic qualifications (ENIC NARIC)	Creation of points of contact across the country to facilitate the recognition of formal qualifications acquired abroad
Retraining to ensure a formal school leaving certificate	Reduced-cost program for the completion of the 9th year of school (funding of courses for adults for the purpose of obtaining a compulsory education school leaving certificate or in the area of basic education/basic skills)			
Support for the employment opportunities of migrants	Mentoring for migrants (WKO - Austrian Chamber of Commerce, ÖIF, AMS)	AMS migrant index	Expansion of Zusammen:Österreich (together:Austria) with a focus on education and companies	
Focusing the immigration of qualified individuals on national interests	Creation of a Migration Council in the BM.I		Information campaign for international students	

Source: List provided by the Expert Council

- > Despite this positive outcome, a number of pending issues and unfinished plans of action still remain. Particular challenges in this area are the low rate of participation in the labour force (in particular among women) and high unemployment, especially over longer periods of time, as well as the comparatively high share of teenagers who are neither employed nor enrolled in further education or training. The following details should be mentioned:

Compared to the overall population,  
for approximately **twice as many** non-Austrian citizens  
a compulsory education school  
leaving certificate is their maximum qualification.

Employment

- > Employment: At 65%, the employment rate of the population with a migrant background (15 to 64-year-olds) is approximately eight percentage points below that of the population without a migrant background. However, we must differentiate between different population groups: Immigrants from EU or EEA states and from Switzerland have, for example, markedly higher employment rates than immigrants from Turkey. The difference is especially pronounced in the context of women's employment, with a difference of approximately twelve percentage points, while women with a migrant background from Turkey have an especially low employment rate. As these figures are age-standardised, the results are not

based on different age structures but instead an effect of qualification, a larger number of children and also a cultural influence on the labour force participation of women. An increase in the immigrant employment rate to match the employment rate of the local population would in Austria result in an increase in GDP of almost 0.4% per year, assuming that all those ready to work also in fact found a job (cf. OECD Migration Outlook 2013).

- > Unemployment: The unemployment rate of working age non-Austrian citizens is considerably higher than that of Austrian citizens. On one hand, this is related to the sectors in which non-Austrian workers are frequently employed, since these sectors are characterised by a high risk of unemployment (construction, tourism). On the other hand, the persisting lower level of education among descendants of former migrant workers also still plays a role. Compared to the overall population, approximately twice as many non-Austrian citizens hold a compulsory education school leaving certificate as their maximum qualification. It is, however, exactly this population group which, at 20.5%, is most affected by unemployment, while the general unemployment rate is currently (according to a register census and related to all wage earners) at 8.6% (May 2015) (cf. BMASK 2015b). Immigrants, in conclusion, are more infrequently gainfully employed and more often unemployed and, consequently, have fewer opportunities to use the job market as a place of integration.

Unemployment

- > NEET teenagers and young adults: a specific group of teenagers and young adults which is neither in education, nor in any specific training or employment (NEET). Approximately 78,000 teenagers and young adults aged 16-24 are allocated to this group, of which a disproportionately high percentage – approximately 30% – have a migrant background (cf. ISW/IBE/JKU 2013). Although Austria has one of the lowest NEET rates within the EU, both the economic consequences and the personal impacts of this situation on teenagers are extremely negative. They not only suffer from a loss of income and qualification due to unemployment, but also feel socially rejected and everything but well integrated.

NEET teenagers

- > Loss of qualification: Due to delayed or non-existent recognition of qualifications acquired elsewhere, precarious employment conditions, or a lack of the social networks which are often required in order to successfully find employment, immigrants very frequently suffer from both a de facto and a subjectively perceived loss of qualification. A review of the special module of the microcensus 2008 shows that approximately 30% of people of working age with a first generation migrant background (25 to 64-year-olds) do not feel that they are employed according to their education or training, compared to 15% of second generation migrant background and 10% of the working population without a migrant background (cf. Statistik Austria 2009). The rate of employed persons with qualification loss in Austria is currently 21% (persons of main working age, aged between 25 and 54) in general, but markedly higher for immigrants, particularly if they are non-EU citizens (41% for migrants from non-EU and non-EEA countries).

Loss of qualification

- > International students: The population of international students must also be considered; their continued residence in Austria presents an economic opportunity which should be realized. If one considers the population of students from EU states, it becomes clear that students from Germany in particular leave Austria again after they obtain their degree (28% of students with Bachelor's degrees; 26% of students with Master's degrees or university diplomas and 33% of students with doctoral degrees). Citizens of non-EU and non-EEA countries also leave the country very frequently after obtaining their degree, though this could also be connected to matters related to the right of residency (cf. Statistik Austria 2015). There is need for action in this area. In order to make Austria more attractive to highly qualified persons, appropriate changes to the Red-White-Red Card system will be unavoidable.

Keeping international students in Austria

### 3.3 Rule of Law and Values

First and foremost, the Expert Council sees integration as an improvement in participation in central social processes and initially does not consider the question of cultural homogeneity – among other reasons because in a pluralist society the idea of cultural homogeneity represents a fiction which inhibits inclusion. Pluralism should, however, not necessarily lead to a random fragmentation of society into mutually unconnected sub-groups, but requires a binding and integrating set of common values that ties these sub-groups together with the goal of strengthening unity in diversity. Identifying these basic values, derived from the rule of law fundamental to the republic, was an essential task in this field of action over the past few years.

Debate on belonging, home and the new image of Austria

In this context, the creation of the brochure “Zusammenleben in Österreich” (Co-existence in Austria), which is also available in target group specific versions (“Mein Weg nach Österreich” – my journey to Austria), as well as the campaign “#stolzdrauf” (proud of it) are relevant to mention. The campaign focused on the perceptions and subjective topics which participants associate with Austria and touched off a social debate on belonging, home and the new image of Austria. The Expert Council is under no illusion that these measures can simply create a new “feeling of unity” at the click of a button, or that all new immigrants or longer-term residents suddenly see themselves as constitutional patriots. Regardless, the measures completed thus far managed to contribute to a critical (and self-critical) reflection on what makes Austria what it is, what the immigrant population should know about Austria and which values should be recognised as binding.

**Pluralism requires a binding and integrating set of common values that ties these sub-groups together, with the goal of strengthening unity in diversity.**

Table 13: Measures and implementation steps in the field of action of “Rule of Law and Values”

Measure	Implementation steps		
<b>Creation of a Red-White-Red Card Primer</b>	Target-group specific format with comprehensive and diverse participation processes (Youth multimedia competition on values)	Brochure “Zusammenleben in Österreich”	Communication of values to new immigrants (brochure “Mein Weg nach Österreich” and integration representatives in Ankara and Belgrade, as well as orientation modules)
<b>Increasing the desire to obtain Austrian citizenship</b>	New citizenship test with a focus on values and concrete realities; creation of a new learning document for the citizenship test; creation of a homepage on citizenship (incl. online trial test: www.staatsbuergerschaft.gv.at)	Amendment of the Citizenship Act to allow for fast-tracking the acquisition of citizenship for special achievements in integration	Accompanying course portfolio “Fit für die Staatsbürgerschaft” (fit for citizenship)
<b>Development of the rule of law</b>	Broadening the scope of liability for forced marriage and FGM – female genital mutilation – to also include offences committed outside of Austria (2012); creation of a separate offence of “forced marriage”		
<b>Promotion of a common identity</b>	Providing information and raising awareness (#Stolz Drauf)		

Source: List provided by the Expert Council

Based on the brochure on values mentioned above, a frequently criticised study document for obtaining Austrian citizenship was redrafted and basic knowledge and principles in the areas of history, politics and rule of law were promised to be communicated in a didactically structured manner. In this manner, the path to obtaining citizenship has been made more “friendly.” On top of the new study document, a new homepage on Austrian citizenship was created and an amendment was proposed to introduce a fast-track procedure for particularly well-integrated persons.

The Expert Council is aware of the fact that this is not the end of the process of restructuring citizenship, but it is also sure that the path ahead will not be easier on either a content or a political level. A fundamental academic discussion on the principles of citizenship could provide support in this matter. The next step is first to bring the amendment into effect; then afterwards it will need to be evaluated.

For the coming years, the Expert Council sees the following challenges:

- > In light of the fact that the awareness of values is important, particularly with regard to the rule of law, democracy and the processes of a social market economy, as well as with regard to the formation of values and culture, the special challenge lies in anchoring and conveying values in concrete terms. Currently, values are communicated selectively in school, primarily in specific individual subjects of study or as starting points in kindergarten pedagogics. An integrated system which involves all target groups – the majority population and migrants of all age and immigration groups – and which encompasses the entire arch of integration (from pre-integration to citizenship), however, does not yet exist. In this context, the Expert Council regards the further development of the integration agreement as a suitable and feasible opportunity to convey values at least to persons from non-EU and non-EEA countries in an institutionalised manner. For this purpose, the already existing language modules will be complemented in the future by civics modules. These are intended to address the cornerstones of Austrian constitutional culture in a linguistically adapted and didactically appealing manner.
- > The connection between “values” and the Austrian Constitution is currently focused on insufficiently or not at all within the education system. A stronger anchoring of political education, including the formation of constitutional values, is seen as a necessity. A deeper individual engagement with the topic should lead to a more practical application of these legal and cultural values. Rather than merely including the topic in an existing subject of study, the creation or, where already existing, the expansion of an independent subject “Political Education,” as well as the introduction of a compulsory “Ethics” class for those pupils opting out of religious studies classes in compulsory education schools as well as general and vocational schools seem to be first effective steps on the path to the desired goal.

Further development of the integration agreement

“Political Education” to convey values

### 3.4 Health and Social Issues

Promoting integration – in the sense of promoting opportunities for participation in social processes and institutions – also includes the health care system. “Health and Social Issues” has thus always been an important field of action. A central focus has been placed on the creation of an awareness of diversity within the health care and welfare system and on making these more open concerning intercultural matters. The goal is to target health care and welfare system employees, who, to a large extent, are themselves immigrants as well as to improve the health and system literacies of real or potential users of the system (i.e. patients). Improving immigrants’ health literacy and in particular strengthening an understanding of preventive health care as well as creating an understanding of the importance of doctors in private practice were particularly important.

Broad awareness in standard structures

Looking back, it becomes clear that quite a few achievements have been made in this field of action as well. The topic has now clearly been sustainably anchored in the strategic planning concepts and integration coordinators have been established in social security institutions, the main association and in professional interest groups of pharmacists as well as in the health and hospital care association. These structures are currently being established in the medical association and the umbrella association of higher-level medical-technical services. This has made it possible to increase awareness of the topic in the standard structures.

Targeted, low-level information campaigns were also initiated in order to increase immigrants’ health and system literacies. The “MiMi GesundheitslotsInnen” project, in which trained migrant health consultants provide health care advice to other migrants, should be highlighted in this context.

Table 14: Measures and implementation steps in the field of action of “Health and Social Issues”

Measure	Implementation steps		
Promotion of health awareness	Training courses for “MiMi GesundheitslotsInnen” by the Volkshilfe Wien since 2012; 2014 expansion of the project to Upper Austria		
	Creation of a “directory” for the Austrian health care system including regional annexes (in 9 languages)		
Promotion of the awareness of diversity in the health care system	Consideration of integration in the ten framework health goals for Austria developed by the BMG	Creation of a strategy paper and a monitoring report with the main association; evaluation of areas of concern in co-operation with the main association and social security institutions for competent health care for migrants; networking and co-operation between social security institutions and migrant associations as well as strengthening management of diversity	
	Project on video-based interpreting for non-German speaking patients		
	Inclusion of the topic in the goal management system of the main association; establishing integration co-ordinators in 14 social security institutions and in the main association, as well as the founding of the working group on “Migration und Gesundheit” (Migration and Health)	Establishing integration co-ordinators in the Pharmaceutical Society and the ÖGKV (Austrian Health and Hospital Care Association), as well as preparing the establishment of these structures in the Medical Association and the MTD (umbrella association of high-level medical-technical services)	Amendments of the GuKG-Gesetz (Law on Health and Hospital Care) and the MTD-Gesetz (Law on Medical-Technical Services) 2013 to simplify the recognition of vocational qualifications for migrants
Health care and hospital care as social challenges	Job-specific German courses provided by the ÖIF for hospital care staff: “Einstieg in die Pflege” and “Deutsch für NostrifikantInnen – Diplomkrankenpflege”		
	Pre-qualification through the “Migrants Care” project since 2012 in Vienna; expansion of the project in 2015 to Styria		

Source: List provided by the Expert Council

For the coming years in this field of action, the Expert Council sees the following challenges in particular:

- > The availability of data in the area of health is still not satisfactory. However, the data available tell us that persons with a migrant background more frequently assess the state of their health (physical and psychological) as negative than Austrians. This is related to the level of health literacy – the higher this rate, the more positive the respective person’s assessment of their own health. A current study shows that socio-economic status has the strongest effect on the health literacy of migrants and that this correlation is even more pronounced for migrants than for persons without a migrant background. Additional factors are migration-specific factors as well as psychological dispositions (cf. Ganahl et al. 2015). Furthermore, migrants have a higher risk of cardio-vascular diseases and diabetes and more often suffer from health-related restrictions in working life, a fact which correlates with the physical requirements of the professional sectors in which immigrants are frequently active.
- > Although the Austrian health care system is officially equally available to insured persons with and without a migrant background, the data collected over the past few years show that very often the low-threshold access required to reach all population groups does not yet exist. Available data show, for example, that persons with a migrant background more frequently seek curative rather than preventive health care services and often fail to seek out a doctor in cases where it would be necessary to do so. Furthermore, large numbers of patients arrive in emergency rooms without having sought out a doctor beforehand, which is another indicator of a lack of knowledge on the functional structure of the Austrian health care system.
- > The Austrian care system is characterised by complex structures and very broad differences in service offerings in the different states. Due to this pronounced lack of homogeneity, a nationwide and standardised institutionalisation is considerably more difficult. In the area of care, the challenge is twofold. Firstly, an increase in demand for care services and higher costs can be expected due to demographic changes (quick increase of “double” ageing<sup>1</sup>). In addition, there will also be increased demand for culturally-sensitive services, since more and more migrants will be spending their retirement in Austria. Challenges of particular note are forms of dementia and the loss of previously good German skills frequently associated with such illnesses.

Migrants use preventive health care services less frequently

Increasing demand for culturally-sensitive service offerings

The threshold to **access** the Austrian **health care system** is very commonly **not yet low enough** in order to accommodate all population groups.

<sup>1</sup> This refers to the fact that there will be more elderly people in total with a growing share of very old and extremely old people.

- > At the same time, a significant proportion of care services is now already provided by migrant care professionals or care professionals who come to Austria at regular intervals – very frequently from the new EU member states. The average age of existing staff is, nonetheless, increasing, a fact which, due to a dearth in the next generation of young professionals, presents a significant supply problem. The situation is accentuated by a 24-hour care model based on workers from low-wage countries who come to Austria regularly and who are willing to work for less than the current industry wage level. This fast-growing sector urgently needs to be secured through social legislation, while working times must be restructured and quality assurance must be guaranteed – a necessity also from a migration policy perspective.

### 3.5 Intercultural Dialogue

The term intercultural dialogue and the field of action of the same name have always been purposely broadly defined. Like the integration process, intercultural dialogue is seen as a two-way process in which both sides of the society impacted by migration, the immigrants and the majority population, recognise the value added by migration and integration. This is meant to reduce fears and prejudices and to reduce tension in the public debate on immigration.

Raising media awareness

This field of action had three focus areas: The first one related to co-operation with the media. The introduction of a journalist’s award for fact-based publications dealing with the topic of integration in an innovative manner raised the awareness among media representatives for this topic. Over the last few years, many journalists with a migrant background have also managed to establish themselves in the media, partly as the result of targeted programmes and internships in some editorial offices. Finally, a glossary including important terms from the area of migration and integration and a publication which explained terms around the topic of Islam were created. The media are continuously encouraged to commit themselves voluntarily to precise and accurate usage of the relevant terms.

The second focus area was the plan to establish integration ambassadors and to group them under the header of “Zusammen:Österreich” (together:Austria). This project was extremely successful and achieved considerable and far-reaching effects, particularly in schools. The message of the role models was essentially – and without losing sight of the different life stories – the tale of a successful integration process and the reconcilability of feelings of belonging in Austria with one’s own migration history. Putting successful personalities with a migrant background on stage fosters understanding of the specific needs of immigrants.

**Religions can play a major role and serve as an anchor for finding one’s identity at the beginning of the integration process.**

Finally, the wide range of activities in the area of interreligious dialogue should be emphasised. It is a well-known fact that religions can play a major role and serve as an anchor for finding one’s identity at the beginning of the integration process when immigrants must find their feet in an unknown environment. However, religions should not become obstacles in the integration process, but should serve as bridges. It is therefore essential to establish a dialogue with them. One

milestone of the result of this dialogue is the amendment of the Islam Law which came into effect on March 31st, 2015. The content changes brought about by this amendment, such as the introduction of a university education for young imams in Austria, provide legal certainty for religious life and are therefore, from the perspective of both the Expert Council and of many representatives of the Muslim religion, a major step towards progress. With this law, Austria has received international attention and sparked a debate on anchoring Islam in public life.

Amendment of the Islam Law

Table 15: Measures and implementation steps in the field of action of “Intercultural Dialogue”

Measure	Implementation steps	
Co-operation with the media	Journalist’s integration award (awarded annually since 2012)	Glossary (2014: 3rd issue) and voluntary commitment by the media (first steps)
	Support for young journalists (“Biber”Akademie für JournalistInnen mit Migrationshintergrund – academy for journalists with a migrant background) and the Medienservicestelle (media service point) “Neue ÖsterreicherInnen” (new Austrians)	Focus on integration in the Kuratorium für JournalistInnenausbildung (KFJ – Austrian Journalism Training Association) (series of seminars)
Role models	Integration ambassadors in the framework of the “Zusammen:Österreich” project	
Integration dialogues with the community	Establishing community representatives in the ÖIF	Establishing the “Dialogforum Islam” (Dialogue Forum Islam) 2012; reports by the seven working groups and ten core results; plus amongst others the adoption of the Islam Law, establishment of an information centre against extremism and creation of a legal basis for establishing a course of study in Muslim theology at the University of Vienna
	Creation of the “Dialogplattform” (dialogue platform) with the 16 recognised religious communities.	
Improving the institutional structures for equal treatment	Creation of an “Antidiscrimination” hotline in the BMEIA	

Source: List provided by the Expert Council

Irrespective of the many initiatives in this field of action, the Expert Council anticipates the following challenges for Austria:

- > Conflicts stemming from countries of origin are being taken up by communities living in Austria, which has negative effects on the integration process. Such conflicts increase the tension between communities and reinforce an impression of immigrants being simply an extension of the respective political group of the country of origin, which at the same time negatively affects the majority population’s perception of migrant communities belonging to Austria. In this context, it makes sense for ethnic communities to practice restraint and possibly to go so far as to commit themselves to carrying conflicts and political tensions from the country of origin to Austria to a very low-level extent only; this is a matter that requires further discussion.
- > A welcoming culture which has developed slowly over the past few years is again and again put to the test in everyday life. In this context, the behaviour of public administration domestically – residence authorities, schools, kindergartens, AMS – is very important. It will also be a part of the task of intercultural dialogue to provide support for the development of intercultural skills (keyword plurality skills) within both the federal administration and society and to make them “ready for immigration and integration.”

Tensions due to conflicts originating in countries of origin

Intercultural skills in administration



### 3.6 Sports and Leisure

Sports and leisure activities offer opportunities to encounter and get to know people and to reduce prejudices. Especially team sport shows very clearly what integration is about. Athletes from different countries of origin come together, pursue a common goal and are generally successful if what they have in common is given more importance than their differences. Numerous European national soccer teams with players from different ethnic backgrounds and the successes they achieve together are authentic ambassadors of integration with a wide-ranging impact that is difficult to achieve through other campaigns.

Table 16: Measures and implementation steps in the field of action of "Sports and Leisure"

Measure	Implementation steps		
Approach of supporting integration in the federal promotion of sports	Promotion of integration (creation of dedicated funding) in the context of the new Federal Sports Promotion Scheme		
Legal and institutional changes	<table border="1"> <tr> <td>Allowing migrants nationwide access to the Freiwillige Feuerwehren (volunteer fire brigades)</td> <td>Freizeitpädagogik (leisure time education) curriculum in pädagogischen Hochschulen (teacher training universities): the defined job profile of "FreizeitpädagogInnen" (leisure time teachers) was legally created</td> </tr> </table>	Allowing migrants nationwide access to the Freiwillige Feuerwehren (volunteer fire brigades)	Freizeitpädagogik (leisure time education) curriculum in pädagogischen Hochschulen (teacher training universities): the defined job profile of "FreizeitpädagogInnen" (leisure time teachers) was legally created
Allowing migrants nationwide access to the Freiwillige Feuerwehren (volunteer fire brigades)	Freizeitpädagogik (leisure time education) curriculum in pädagogischen Hochschulen (teacher training universities): the defined job profile of "FreizeitpädagogInnen" (leisure time teachers) was legally created		
Raising awareness	Integrationspreis Sport (sports integration award) awarded annually since 2008; Vereinspreis Sport - sports association award		

Source: List provided by the Expert Council

Sports and leisure activities  
offer opportunities to encounter  
and get to know people and to reduce prejudices.

In the course of the past few years, anchoring the promotion of integration in the Bundessportförderungsgesetz (Federal Sports Promotion Act) was a clearly essential step. This made it possible to provide separate support for work on integration within associations. This also changed the legal regulations for membership in the Freiwillige Feuerwehr (volunteer fire brigade) in a few states, a change which now allows persons of non-Austrian citizenship to become volunteer firefighters.

#### Factbox

Approximately 3.3 million people aged over 15 do volunteer work in Austria – migrants even more frequently than non-migrants (49% vs. 46%).

Source: cf. BMASK 2015

Volunteer work is generally an important pillar of a solidarity society, as it typically involves specific tasks being carried out together and the creation of a feeling of unity. Allowing non-Austrian citizens access to volunteer work can thus be seen as an important step towards integration. Projects which can contribute to raising and changing awareness should also be mentioned: awards, workshops, PR advertisements and integration representatives. The integration of people with a migrant background, the promotion of girls' and women's sports as well as the promotion of volunteer work and services provided free of charge to immigrants have also been integrated into the government programme.

Volunteer work as pillar of society in solidarity

The Expert Council also regards the following developments in the area of sports and leisure as desirable:

- > Strengthening social cohesion is a challenge in an increasingly ethnically and culturally pluralist society. This is also connected with the fact that people both with and without a migrant background commonly tend to limit their contacts to family, friends and acquaintances and rarely use opportunities to interact with other groups. Opportunities to meet people outside of one's own social group are not used and personal networks are not as mixed as the cultural pluralisation of society would enable. The area of sports and leisure therefore offers a particularly suitable structure for opportunities for inter-group contacts that have sustainable effects and which promise positive impacts on social trust and the culture of co-operation of a pluralised society.
- > Contacts between groups, as proven clearly in research on interpersonal contact, have measurable effects on the reduction of group-related prejudices (cf. Hewstone, 2009; cf. Crul et al. 2012). This impact can also be reinforced through design. It seems to be sensible to create more, or make increased use of existing, opportunities (quantitative campaign) for encounters between people with different origin, languages and religions and, furthermore, to develop measures which allow such encounters to be more sustainable in terms of their effects on a reduction in prejudices (qualitative dimension). This can be realised through widely communicated and openly accessible programmes for raising awareness of the meaning, effects and practical social experience of encounters between groups; in addition, that can be achieved if as many people as possible (and not only decision makers) have the opportunity to develop the required and helpful "cultural techniques" for living together well in cultural diversity.

Strengthening social cohesion

### 3.7 Housing and the Regional Dimension of Integration

A balanced housing policy instead of segregation

The field of action "Housing and the Regional Dimension of Integration" was mainly about strengthening local integration processes. One aspect of this area is housing. A balanced settlement policy for large housing estates creates opportunities for new immigrants and people who have been living there for a longer period of time to meet. The promotion of a social and ethnic mix can positively impact integration processes and is generally preferable to a concentration of ethnic or social groups in one place. Such concentrations in the area of housing particularly tend to continue to develop into segregation in schools, which in turn makes it harder to learn from one another. One point to be highlighted is therefore the creation of a guideline for a socially integrative allocation of flats, which focuses on this topic and which has received a lot of attention from non-profit residential property developers.

The promotion of a social and ethnic mix can positively impact integration processes and is generally preferable to a concentration of ethnic or social groups in one place.

Table 17: Measures and implementation steps in the field of action of "Housing and the Regional Dimension of Integration"

Measure	Implementation steps	
Improvement of the Management of Allocation and Settlement in the Area of Housing	Scientific examination of preconditions at the municipal level: "Besiedlungsrechte der Gemeinden" (municipal settlement rights)	Guideline for a socially integrative allocation of flats
Property management which promotes integration	Creation of quality guidelines for property management companies	Working group "Migrationssensible Hausverwaltung" (migration-aware property management)
Promoting integration skills on a municipal level	Network "Integration im ländlichen Raum" (integration in rural areas) and implementation in selected focus regions	Publication of a practical manual for mayors of small and medium-sized municipalities on the topic of integration
	ÖREK (Austrian Spatial Development Concept) implementation partnership "Vielfalt und Integration im Raum" (spatial diversity and integration)	

Source: List provided by the Expert Council

Integration in rural areas

Above all, the focus in this field of action was on reinforcing integration skills at a municipal level. The implementation partnership of the ÖREK and the newly founded network „Integration im ländlichen Raum“ in which the states, the Städte- und Gemeindebund as well as the ÖIF are represented contributed equally to this. The network tries to improve local integration skills in rural regions and to reinforce concrete initiatives. The creation of a dedicated manual on this topic allowed a scientific but still real world-based examination of the opportunities for anchoring integration in organisations.

In spite of these successes, the Expert Council notes the following developments with concern:

- > Flats are a special commodity for people with and without a migrant background. They not only offer a physical/material place of welcome and protection from the environment, but also offer social opportunities. One's place of residence can be "at the centre of society" or "on the fringes" – both geographically and socially. When it comes to selecting a place to live, rent and purchase prices as well as household income are decisive factors. Since income in society is not distributed equally and rent and purchase prices also differ based on criteria of location, parts of the city or city boroughs emerge which only households with high incomes can afford and other "cheap" parts of the city are left for those with a lower income. This kind of segregation is not without problems for the entire society, because it becomes harder to learn from and to make contact with one another as well as to develop common ground when only one social group, even more when possibly differentiated based on ethnic or cultural origin, dominates a residential area.
- > Segregation becomes particularly worrisome if problem districts emerge which detach themselves from an overall social context and where only one social group lives, no German is spoken and trends toward social exclusion can be observed. Society needs a housing and city development policy which not only provides more new housing for a growing population but also prevents or breaks up the formation of problem districts via an anti-segregation policy. Based on the current division of responsibilities, the municipalities carry a particular responsibility in this area.

Preventing problem districts

### 3.8 Integration from the Beginning

The Expert Council suggested "Integration from the Beginning" as an overarching measure in 2013; it has since, thanks to its importance, evolved in 2014 into a separate strategic field, staffed with two experts. The objective is to start integration-promoting learning processes as early as possible and to co-ordinate the respective concepts with each other. Integration from the Beginning starts with preliminary integration measures within the country of origin and leads right up to obtaining Austrian citizenship, an essential milestone from the perspective of integration policy. Integration from the Beginning encompasses the establishment of integration representatives in important potential countries of origin, as well as first points of contact in Austria (Welcome Desks), attendant voluntary language courses and orientation workshops. The purpose of the institutional preparations is not only to simplify the bureaucratic process of immigration, but also to convey a feeling of appreciation and to clarify rights, obligations and expectations. The Expert Council continues to regard this concept as very important.

Integration from the Beginning starts with preliminary integration measures within the country of origin and leads right up to obtaining Austrian citizenship.

Table 18: Measures and implementation steps in the field of action of "Integration from the Beginning"

Measure	Implementation steps	
Embassies and institutions abroad as "welcome offices"	Establishing one integration representative each at the embassy in Ankara in 2013 and in Belgrade in 2014; raising awareness and introduction of integration as a topic among targeted representative authorities; standardised orientation module for preliminary integration with a dedicated study document titled "Mein Weg nach Österreich" and an orientation film titled "Willkommen in Österreich"; international networking (IOM Headstart)	Focus on integration as an additional topic in Austria's institutions
		Communicating values through cultural orientation trainings for Syrian refugees within transit countries (incl. welcome folders)
First points of contact in Austria	Establishing ÖIF Welcome Desks in six locations across Austria; use and expansion of mobile information centres in municipalities for persons living outside of urban centres	Welcome package with preliminary information for new immigrants; regional welcome manuals
Migration and integration portals	Orientation film "Willkommen in Österreich;" ongoing updates to the website www.migration.gv.at	
Integration measures for EU citizens	Opportunities for EU citizens to participate in selected ÖIF integration programmes	
Settlement and residency-department authorities as the representatives of a welcoming culture	Pilot project with the states of Lower Austria and Styria for the implementation of a welcoming culture in residency authorities	Improving the customer-orientation of visa authorities
Further developing the Red-White-Red Card	Establishing an inter-ministerial working group	

Source: List provided by the Expert Council

Establishing integration representatives

Looking back, it becomes clear how much of this could be implemented. Though one can always demand that more be accomplished, it must be conceded that important measures were acted upon. Integration representatives have worked in the Austrian embassy in Ankara since 2013 and in the Austrian embassy in Belgrade since 2014. The purpose of this measure is to turn embassies and in general other institutions abroad into service-oriented "welcome offices", which will certainly still require considerable training and awareness measures. Suggestions to improve the existing migration and integration portals have already been acted upon with a few initial steps and Austria's online presentation as an attractive immigration country has been improved. An element of particular importance is the further development of the ÖIF into an effective service provider in the context of the welcoming culture. During the period of time considered in this report, Welcome Desks were established in six locations throughout Austria and services for persons living outside of urban centres were provided via mobile information centres. This was complemented by a very functional and appealing welcome package providing preliminary information for new immigrants.

Increasing the effectiveness of measures in the context of the welcoming culture can contribute considerably to enhancing Austria's appeal as a destination; in this context, the Expert Council regards the following points as important:

- > With the NAP.I, Austria currently has a national integration strategy, but there is no respective concept in the area of migration strategy. While a concept is currently being developed, the responsibilities for migration and integration lie with different departments, which because of the overlaps in content means there is a constant need for an exchange of information. The current efforts toward developing a migration strategy in the Migration Council of the BM.I should therefore be co-ordinated regularly with the existing integration strategies of the BMEIA.
- > With regard to external perception and the presentation of the attractiveness of the country as a destination, Austria finds itself part of an international competition. While the existing preliminary integration measures in the countries of origin are a good way of ensuring the provision of preliminary information, the shortage of skilled labour suggests that it is necessary to go beyond merely providing information. As was mentioned in the last report, countries such as Canada support immigrants with the recognition of qualifications directly in their home country and also already begin to address any need for further professional qualification there. Austria is competing with other immigration countries for highly qualified workers and must remember this fact.
- > While large companies, municipalities and property management companies increasingly recognise the value of a welcoming culture and the provision of information services for their international employees, there has not yet been a clear commitment from all public institutions everywhere which have contact with immigrants. Daily interaction with residency authorities, registration offices, the AMS or authorities responsible for recognition of qualifications can be further improved through a welcoming culture that is genuinely lived and more than just a political announcement.

Official recognition of qualifications directly while still in the home country

Commitment of public institutions to a welcoming culture

# Table of Measures 2011-2015

## Language and Education

### Early language tuition and transition management

Introduction of a mandatory second year of kindergarten in three model regions in the states of Styria, Salzburg and Lower Austria

Federal-State Agreement 2012–2014 for early language tuition in institutions for child care

Tripling the funding of the Federal-State Agreement 2015/16–2017/18 for early language tuition in institutions for child care to 90 million euros (incl. funding for transition management)

Decree on the consideration of linguistic facility in the language of instruction German when determining school readiness

### Improving participation in the education system

Nationwide expansion of the CaritasLerncafés (study cafés funded by Caritas) at a federal level

Package of measures against compulsory schooling breaches (introduction of a 5-level plan)

Government decision on compulsory school education and training up to age 18; steering group in the BMASK on the implementation of the "AusBildung bis 18" (school education and vocational training up to age 18) initiative

### German before immigration

Immigration information available online ([www.help.gv.at](http://www.help.gv.at), [www.migration.gv.at](http://www.migration.gv.at)) and world map featuring providers of German language courses ([www.sprachportal.at](http://www.sprachportal.at))

Teaching and study materials/trial exams to prepare for exams on the language portal of the ÖIF ([www.sprachportal.at](http://www.sprachportal.at))

### German for residents

Federal-State Agreement involving a total of 55 million euros in funding on the option of obtaining education qualifications at a later point in time and basic education free of charge

Nationwide expansion of the HIPPY home visit programmes

Labour-market specific German courses provided by the ÖIF

Expansion of the offering of German courses for recognised refugees

## Work and Employment

### Official recognition of qualifications acquired abroad

Creation of the platform "Netzwerk Anerkennung" (network recognition) and of an inter-ministerial working group for the purpose of developing a law on recognition

Information campaign on the recognition of regulated professions: website [www.berufsanerkennung.at](http://www.berufsanerkennung.at) (4 languages) as well as the second-version printing of a brochure on the basics of the recognition of qualifications

Faster professional recognition of academic qualifications (ENIC-NARIC)

Creation of points of contact across the country to facilitate the recognition of formal qualifications acquired abroad

### Retraining to ensure a formal school leaving certificate

Reduced cost programme for the completion of the 9th year of school (funding of courses for adults for the purpose of obtaining a compulsory education school leaving certificate or in the area of basic education/basic skills)

### Support for the employment of migrants

"Mentoring für MigrantInnen" (mentoring for migrants) project for faster integration of migrants into the job market (duration: six months; carried out by the WKO, ÖIF, AMS since 2008)

AMS migrant index

Expansion of "Zusammen:Österreich" (Together:Austria) – expansion with a focus on education and training and companies

### Focusing the immigration of qualified individuals on national interests

Creation of a Migration Council in the BM.I

Information campaign for international students, in particular a handbook on "Leben und Arbeiten in Österreich" (living and working in Austria) which before graduation already provides information on the possibilities of staying in Austria after obtaining the degree

## Rule of Law and Values

### Creation of a Red-White-Red Card Primer

Target-group specific format with comprehensive and diverse participation processes (multimedia competition for youth on values)

Brochure "Zusammenleben in Österreich"

Communication of values to new immigrants (brochure "Mein Weg nach Österreich")

Establishing integration representatives in Ankara and Belgrade

Organisation of orientation modules

### Increasing the desire to obtain Austrian citizenship

New citizenship test with a focus on values and concrete realities

Creation of a new study document for the citizenship test

Creation of a homepage on citizenship (incl. online trial test: [www.staatsbuergerschaft.gv.at](http://www.staatsbuergerschaft.gv.at))

Amendment of the Citizenship Act which allows for fast-tracking the acquisition of citizenship for special achievements in integration

Accompanying course portfolio "Fit für die Staatsbürgerschaft"

### Development of the rule of law

Broadening the scope of liability for forced marriage and FGM – female genital mutilation – to also include offences committed outside of Austria (2012)

Creation of a separate offence of "forced marriage"

### Promotion of a common identity

Providing information, raising awareness, public debate on defining the terms belonging, home and the new image of Austria via the #stolzdrauf campaign

Organisation of the symposium "Identity"

Creation of conference proceedings for the symposium

## Health and Social Issues

### Promotion of health awareness

Training courses for "MiMi GesundheitslotsInnen" by the Volkshilfe Wien since 2012; 2014 expansion of the project to Upper Austria

Creation of the directory "Hand in Hand to Health" on the Austrian health care system, including regional annexes (in 9 languages)

### Promotion of the awareness of diversity in the health care system

Inclusion of integration in the ten framework health goals for Austria developed by the BMG

Formal addition of the topic to the goal-planning system of the main association

Establishing integration coordinators in 14 social security institutions and in the main association

Founding of the working group "Migration und Gesundheit"

Creation of a strategy paper and a monitoring report in cooperation with the main association

Evaluation of problem areas in the provision of appropriate health care for migrants

Networking and co-operation between social security institutions and migrant associations

Strengthening diversity management

Establishing integration co-ordinators in the Apothekerkammer and the ÖGKV as well as preparing for the establishment of these structures in the Ärztekammer and the MTD

Project on video-based interpreting for non-German speaking patients

Amendments of the GuK-Gesetz and the MTD-Gesetz 2013 to simplify the recognition of vocational qualifications for migrants

### Health care and hospital care as social challenges

Job-specific German courses provided by the ÖIF for hospital care staff: "Einstieg in die Pflege" and "Deutsch für NostrifikantInnen – Diplomkrankenpflege"

Pre-qualification through the "Migrants Care" project since 2012 in Vienna; expansion of the project in 2015 to Styria

## Intercultural Dialogue

### Co-operation with media

Journalist's integration award (awarded annually since 2012)

Support for young journalists ("Biber" academy for journalists with a migrant background) and the media service point "Neue ÖsterreicherInnen"

Glossary (2014: 3rd issue) and voluntary commitment by the media (first steps)

Focus on integration in the KFJ (Austrian Journalism Training Association) (series of seminars)

### Role models

Regular visits to schools by more than 300 integration ambassadors as part of the "Zusammen:Österreich" (Together:Austria) project

### Integration dialogues with the community

Establishment of community representatives in the ÖIF

Creation of the "Dialogplattform" with the 16 recognised religious communities

Conference on the topic Islam with European influences as a platform for Muslim civil society

Establishment of the "Dialogforum Islam 2012"; reports by the seven working groups and ten core results; plus amongst others the adoption of the Islam Law, establishment of an information centre against extremism and creation of a legal basis for establishing a course of study in Muslim theology at the University of Vienna

Series of events in the context of the 50th anniversary of the signing of the labour recruitment agreement with Turkey

### Improvement of the institutional structure for equal treatment

Establishment of a hotline against discrimination and intolerance in the BMEIA for victims of discrimination due to their ethnic background, origin or religion

## Sports and Leisure

### Approach to supporting integration in the federal promotion of sports

Support for integration (creation of dedicated funding) in the context of the new Federal Sports Promotion Scheme

### Legal changes, institutional changes

Allowing migrants nationwide access to the Freiwillige Feuerwehren

Course of study in Freizeitpädagogik (leisure time education) at pädagogischen Hochschulen (teacher training universities): the defined job profile "FreizeitpädagogInnen" (leisure time teachers) was legally created

### Raising awareness

"Integrationspreis Sport" awarded annually for sustainable and innovative projects which promote the integration of migrants into Austrian society through sport (since 2008)

"Vereinspreis Sport" for the promotion of associations which actively recruit migrants to participate (since 2014)

Integration advertisement campaign "Deine Leistung zählt!" by the ÖFB including ÖFB national team players of a migrant background to reduce discrimination and racism in sports

Integration conference "Integration bewegt"

"Zusammen: Österreich – Jetzt Du! Dein Land braucht Dich" (Together:Austria – And now you! Your country needs you) – expansion of the project on the promotion of the active participation of migrants in associations and volunteer organisations

## Housing and the Regional Dimension

### Improvement of the Management of Allocation and Settlement in the Area of Housing

Scientific examination of preconditions at the municipal level: "Besiedlungsrechte der Gemeinden" (municipal settlement rights)

Creation of a guideline for a socially integrative allocation of flats for cities, municipalities, housing property developers and property management companies

### Property management that promotes integration

Creation of quality guidelines for property management companies

Creation of a working group "Migrationsensible Hausverwaltung" as well as the organisation of expert conferences and the publication of conference proceedings

### Promoting integration skills at the municipal level

Network "Integration im ländlichen Raum" and implementation in selected focus regions

ÖREK implementation partnership "Vielfalt und Integration im Raum"

Publication of a practical guide for mayors of small and medium-sized municipalities on the topic of integration

## Integration from the Beginning

### Embassies and institutions abroad as "welcome offices"

Establishment of one integration representative each at the embassy in Ankara in 2013 and the embassy in Belgrade in 2014; raising awareness and the formal introduction of integration as a topic for targeted representative authorities; standardised orientation module for pre-integration with a dedicated study document titled "Mein Weg nach Österreich" and an orientation film titled "Willkommen in Österreich"

International networking (IOM Headstart)

Focus on integration as an additional area in Austria's institutions

Communicating values through cultural orientation trainings for Syrian refugees within the transit countries (incl. welcome folders)

### First points of contact in Austria

Establishing ÖIF Welcome Desks in six locations across Austria; use and expansion of mobile information centres in municipalities for persons living outside of urban centres

Welcome package with preliminary information for new immigrants; regional welcome manuals

### Migration and integration portals

Orientation film "Willkommen in Österreich"; ongoing updates of the website [www.migration.gv.at](http://www.migration.gv.at)

### Integration measures for EU citizens

Opportunities for EU citizens to participate in selected ÖIF integration programmes

### Settlement and residency related authorities as the representatives of a culture of welcome

Pilot project with the states Lower Austria and Styria for the implementation of a welcoming culture in residency authorities

Improving the customer-orientation of visa authorities

### Further development of the Red-White-Red Card programme

Creation of an inter-ministerial working group

Over the last five years, the Expert Council formulated numerous measure proposals in the fields of action in the NAP.I as well as in the area "Integration from the Beginning." In the following paragraphs, the respective implementation steps up to and including June 2015 will be explained briefly. For the detailed descriptions of the measures, please refer to the integration reports from 2011 – 2015. By their very nature, a few topics, particularly in the areas of language, education and the job market, appear in multiple reports. In addition, only those measures are listed which have nationwide effects and which were carried out by various ministries and institutions in the context of the interdisciplinary subject of integration. Listing the large number of measures with local effects which were carried out in the last five years would require a considerably more comprehensive document and is thus not possible in the context of this report. Integration is, however, a task for the entire society and consequently involves many players in Austria. Many implementation successes by the members of the Advisory Committee on Integration are well-documented and can be found online on the website of the BMEIA in a dedicated database ([www.bmeia.gv.at/integration/datenbank-integrationsprojekte](http://www.bmeia.gv.at/integration/datenbank-integrationsprojekte)).

# 4

## Guiding Principles for the Future





## 4. Guiding Principles for the Future

Austria will remain attractive as a destination country for immigration from non-EU and non-EEA countries and other EU states in the future. If the assumptions of Statistik Austria (Statistics Austria) upon which the population forecast is based prove to be true, the number of persons in Austria who were born abroad will increase to almost 2 million by 2030 and to nearly 2.5 million by 2060. As a result, the proportion of immigrants in Austria's total population would increase from currently around 16% (2014) to 26% (2060) (cf. Statistik Austria 2014).

Immigration of qualified (and highly-qualified) workers from the EU

The increase of the immigrant population will continue in the future to be primarily traceable to the immigration of qualified and highly-qualified workers from other EU member states. Workers come to Austria because of higher wage levels and, in doing so, replace older and less-qualified workers, both domestic and especially immigrant. However, they also come to Austria due to the relocation of company headquarters or following the geographic expansion of foreign companies to Austria. In this way, the globalisation of the economy is accompanied by a Europeanisation of the Austrian job market.

Apart from labour migration, family reunification and migration for reasons of education also play an important role in immigration to Austria. The latter is reflected in both the continuous increase in the percentage of non-German speaking secondary-level students and the growing share of non-Austrian post-secondary students and graduates, of whom a large share remain in Austria after graduation. Finally, the significant increase in violent conflict in the Middle East has led to a larger number of asylum applications in Austria, of which nearly 40% were approved in 2014. From today's perspective, it seems to be necessary to prepare for continuingly high numbers of refugees as a result of the ongoing political unrest around the globe.

### 4.1 Coordinated Migration and Integration Concept

In the future, Austria and especially its urban centres will be even more strongly characterised by diversity than they are today. Compared to the recruitment of migrant workers in the 1960s and 1970s and the family reunification issues this entailed, the increase in the number of refugees accepted and the freedom of movement of EU citizens in the 21st century have resulted in a significantly wider base of countries of origin. This fact, however, makes one thing clear: A considerable portion of immigration occurs outside of direct national planning and control. Indirectly, however, by potentially increasing the country's appeal, Austria has a real opportunity to influence the composition of the flow of migration.

Co-ordination of migration and integration efforts

From the perspective of the Expert Council, this foreseeable change will make the co-ordination and integration of migration and integration efforts in Austria increasingly important. For integration measures to be successful, they must be regularly adapted to changing environmental conditions. In this context, concrete efforts must be made in a whole range of areas (living, kindergarten/schools, language tuition, etc.) in order to be prepared for Austria's future population growth

through immigration and the attendant increase in diversity. Integration is thus a task for the entire society, one which requires the contributions of not only all authorities and departments but also of the economy and civil society which benefit from immigration. In integration policy, no party can afford to sit idle.

Integration is a **task for the entire society**  
which requires the **contributions**  
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but also of the **economy and civil society**  
which benefit from immigration.

### 4.2 Education Remains a Work in Progress

School in particular and the education system in general remain an issue in the context of integration policy; at the same time, educational institutions are essential when it comes to the success of integration work. The Expert Council believes that the following measures, which go further than the measures already taken, are of special importance for the further development of the education system in the context of promoting integration:

- > Private and non-profit operators of elementary education institutions and schools are legally permitted, well-anchored in daily life and have by now, because of their importance to the overall system, become an indispensable part of the elementary education landscape. There is a need for appropriate nationwide, binding quality standards in education and child care for all educational institutions. Especially in the area of early child care, the standard-defining regulations are very general and, due to the fragmentation of responsibilities of the states, inconsistent. Improving the qualification of child care staff, an examination and a possible adjustment of the staff-to-child ratio, as well as the development of content-based quality standards for the educational offering in child care institutions are essential steps required in early child care to lay the foundation for a successful transition to schools – and thus for children's overall success in education. Beside standards for language tuition, further criteria dependent on the applicable education goals of the school for the communication of values can also be included. Having completed the quantitative expansion of child care institutions for children younger than school age, the quality of education must now be increased in the coming years.
- > Currently, there is a lack of understanding about the core purpose of compulsory schooling. Mere attendance of school does not equate to the acquisition of an education. Completion of compulsory schooling by simply "serving time" until the compulsory years of school are over must be prevented. Continuous monitoring of educational standards should help in recognising and taking action against an imminent performance decline in time. Monitoring of

Standardisation of regulations and quality standards

Enhancement of compulsory schooling to become an obligation to acquire specific minimum levels of education and skills

educational standards is currently only in place in the milestone years where pupils transfer between schooling categories (4th and 8th school years). Pupils should only then leave the school system when they have attained a specified minimum facility in defined core subjects. Parents have an obligation here to contribute actively to achieving this goal and they must ensure that children actually attend school. Enhancing compulsory schooling to become an obligation to acquire specific minimum levels of education and skills can effect future minimum levels of qualifications and thereby counteract early school leaving and youth unemployment.

- > In general, German skills must be promoted as early as possible and elementary education facilities must be seen and used as true education institutions in this context. In this regard, the Expert Council continues to call for the introduction of a second compulsory year of kindergarten for children with insufficient German skills, as well as for the creation of a coherent language tuition concept which focuses not only on improving the German skills of children growing up in Austria with and without a migrant background, but also takes into account pupils changing between schools and mother-tongue instruction. The latter is still characterised by a lack of uniform standards, incompletely reviewed teaching materials and organisational difficulties with timing and locations that often make it difficult for children and teenagers to participate.
- > For pupils entering from non-Austrian schools, the reference to "ghetto classes" has been and continues to be used to block genuine, age-appropriate instruction in German skills for pupils immigrating to Austria without any knowledge of German – despite the fact that the effective way of doing this is already defined. Children of preschool and school age should primarily be included with their peer groups and classes and participate with them in those subjects, such as physical education, arts, etc., where they can follow along even with few skills in the language of instruction, while additionally attending separate German focus classes. Children of this age need immersion in their social environment and learn quickly – especially in the context of playing together – from their peers, especially when the pedagogic process is underpinned by a theoretical basis. For teenagers, however, the situation must be evaluated differently. Differentiated peer groups are important, but in order to be able to integrate themselves fully in school they need to share the relevant skills (including language skills) of their peers. A rapid and focused improvement of their German skills, including in individual crash courses, seems necessary and feasible here. The BMBF (Federal Ministry of Education and Women's Affairs) has repeatedly been called upon to present a concept for children and teenagers entering the education system from non-Austrian schools.

The Expert Council continues to call  
for the introduction of a **second compulsory**  
**year of kindergarten** for children.

Improved qualification for teachers

- > Finally, improved qualification of teachers in all education institutions from kindergarten teacher to teacher education in terms of intercultural skills and the tackling of multilingualism is needed. Intercultural skills in education must be improved in order to enable teachers to handle increasingly heterogeneous groups of children and teenagers. Teachers should recognise ethnically-based conflicts as early as possible but also recognise in time when teenag-

ers are slipping into radicalised environments. Where specific circumstances (such as a lack of cooperation from guardians, danger of radicalisation) crop up, they should also receive more support from the school supervision authorities and have more possibilities to act. In such cases, the youth welfare authority is also called upon to take action in the framework of the steps available to it. Increasing the number of teachers with a migrant background is a worthy goal in any case when it comes to reinforcing intercultural skills in education institutions.

### 4.3 Integration into the Labour Market - Room for Improvement

Following the education system, the labour market is the second central element of the integration process. The labour market provides gainful employment, providing an income, social interaction and participation in society. In spite of the improvements achieved, a number of challenges remain, particularly a low participation rate, a high unemployment rate, a comparably high share of NEET teenagers and a particularly high rate of loss of qualifications in immigrants.

The following necessary measures, in detail, must be more strongly taken into account in future than they have been to date:

- > Due to challenges in balancing work and family life, there is room for improvement when it comes to the integration of migrant women into the labour market. In this context, the cost of child care needs to be considered from the perspective of women with typically lower-level incomes and often minimal qualifications. Economically, it seems from this perspective to be a reasonable decision not to take on employment and thus save child care costs, a choice which however undermines the goal of successful integration, among others. This economic strain can be found in families with children of all age groups and particularly with children of school age. Especially after-school day care and all-day schools frequently come at a considerable extra cost. Reconciling work and family life is therefore a key to raising the employment rate of women. In addition, formally promoted role models whose message shows women's employment not as a problem or a result of economic need but rather also as a tool to attain individual independence are also relevant.
- > High unemployment levels can only be countered through increased lifelong learning. Options for ongoing training within companies, as well as external and in-service training, must be enabled.
- > Sectors which will be affected by a lack of skilled labour in the future are long-term care and hospital care, data processing and IT, technology-related trades such as mechanical engineering (MINT professions) and non-technology sectors such as tourism. Regardless, demand for unskilled labour activities, particularly services, is also not going to decrease, which provides employment opportunities for persons with basic qualifications. With this in mind, the focus should be on supporting access to the labour market under fair conditions, especially for women.
- > In order to counteract the NEET (Not in Education, Employment or Training) situation of teenagers and young adults, the dual training system must be strengthened, guarantees for training should be provided and requirements to participate in training should be adopted. Teenagers being left in idleness must be decisively prevented. This requires reinforced management of the

Better balance of work and family life

Strengthening the dual training system

transition from schools to the labour market, in order to make the often difficult entry into the labour market successful. Produktionsschulen (production schools), which teach skills and provide qualifications for teenagers individually and at a low level and which prepare them for everyday work in the areas of crafts and technology, multimedia and office, artisanship and sales, must also be expanded and popularised. In this context, however, real-life integration into the labour market should always be the priority.

Professional pre-qualification in the country of origin

- > Finally, the loss of qualification in employment, which is much more commonly observed with immigrants, must be prevented. On one hand, this requires a readiness on the part of companies to employ and pay workers with a migrant background appropriately for their real level of training. On the other hand, options for professional pre-qualification directly in the country of origin should be considered. Germany concluded such an agreement with China which specified that nurses in specific specialty areas that are in demand in Germany will already acquire additional special qualifications in their country of origin, in this case China. Additionally, integration-promoting measures such as German language and orientation classes are offered to them. Arguments in favour of underemployment (based on a de facto loss of qualifications) are thus eliminated in a co-ordinated pre-qualification process. To this end, the level of demand in the labour market needs to be fundamentally examined, while affected companies should be actively brought into involvement. Otherwise, potential migrants will develop employment expectations which later cannot be fulfilled if they cannot enter the labour market despite their qualification achievements. Such measures can also contribute to reducing scepticism and prejudices of employers vis-à-vis foreign professionals and qualifications acquired abroad.

#### 4.4 Integration Policy is Social Policy

Integration policy must always be regarded and conceptualised as an area of social policy. An integration policy solely geared towards the immigrant population that loses sight of the bigger picture will quickly also lose the majority population's acceptance. Improving German skills, for example, is a measure intended for all children who require it. Measures to reduce the number of NEET teenagers affect all teenagers, irrespective of their migrant or non-migrant background. Measures taken may quantitatively affect the population with or without a migrant background more strongly, but from a conceptual perspective they represent a policy to create a society characterised by solidarity, fair opportunities and cohesion.

Further examples for a social policy which promotes integration are:

Initiating gentrification processes

- > With a growing, largely urban population, increasing housing prices can only be prevented by an increase in the construction of new flats. Creating more affordable housing for all is therefore a measure which is not only geared towards the population with a migrant background, even if that group might benefit from this measure to a greater-than-average degree. Similarly, public investment into urban areas in decline is also necessary so that trends toward increasing property values can be triggered. An integrative housing policy must, after all, take all population groups into account in order to promote mixing between people of different socio-economic backgrounds.

### An integrative housing policy must take the needs of all population groups into account.

- > Access to medical services, the use of acute and preventive health care services or the frequency of doctor's or emergency room visits, are not evenly distributed but show correlations with social status or with a migrant background. The health care system should, however, not take these inequalities as a given but rather work to balance them out. To reach persons with a migrant background and sometimes insufficient German skills, tactics similar to those used to reach persons without a migrant background but with equally insufficient health literacy should be chosen. For both groups, it seems to be more effective to use simple language and pictograms to provide information, rather than to invest in a large number of often incomprehensible translations. This will not only help people understand what the health care system can offer them but also help achieve positive guiding effects within the health care system. Increasing the number of medical staff with a migrant background can also be helpful, as these persons, according to a recent study on health literacy (cf. Ganahl et al. 2015), are an important health resource for migrants.
- > We include a third example to make clear that the development of integration measures should also always be linked with an overall population perspective. The original wish of many immigrants to return to their countries of origin when they grow old or to maintain transnational households has been reversed, thanks to their strong social anchoring in Austria. Many immigrants who have reached old age, having spent their working life here, would also like to spend their retirement in Austria. At the same time, as is also the case for persons without a migrant background, family care structures are becoming less and less common (more people living on their own, more small families, more flexible working hours as well as increasing demands in working life and a higher women's employment rate). As a result, the burden of care for immigrants must be taken up more and more frequently by standard services. The Austrian health and long-term care system must prepare for this and provide culturally-sensitive standard services. However, this also has its limits. A targeted matching between the language skills of nursing staff and patients cannot be completely guaranteed, especially in rural areas. This is accentuated by the fact that the elderly population in need of care – with and without a migrant background – is not one homogeneous group. A pluralist society requires a good and arguably also a differentiated long-term care system which takes patients' needs into account but is also affordable. To single out one expectation – the long-term care system must be culturally-sensitive – it is clear that this can only be evaluated from the perspective of the entire population.

Simple language and pictograms

More long-term care for immigrants by standard services

## 4.5 Underserved Target Groups

Integration measures for people who will stay in Austria long-term

Most integration policy measures, particularly in the labour market, are generally geared towards non-EU and non-EEA citizens. Also significant is their targeted long-term perspective. Integration measures become applicable when a person wants to stay in Austria long-term. In this context, there are three target groups for which integration policy measures must be developed in the future.

- > Asylum seekers are, for the time being, not a target group of integration policy measures. Initially – in the context of the process – asylum seekers are present in Austria for a limited period of time until the reason for their flight and their need for protection are determined. Should a positive decision be made, their status changes from temporarily present to permanently present and there is at that point in time a need for integration policies. They are then no longer covered by basic welfare and are expected to stand on their own two feet. Based on experience, however, this is very difficult and can only be achieved in a step-by-step manner and in conjunction with several individual measures in different areas of the refugees' lives, including housing, integration into the labour market, recognition of professional qualifications, children and teenagers "gaining a foothold" in the education system, or learning the language of instruction German. Input from many different private and public responsible authorities at federal, state and municipal level is required in this integration process and these players share a common responsibility for the integration of refugees. The existing standard systems at federal, state and municipal level must take on this challenge and prepare for it accordingly. In doing so, it is advisable to integrate recognised refugees (or asylum seekers with a high likelihood of acceptance who have already been present over a longer term) into the integration-politics relevant standard systems, rather than creating parallel systems. Accordingly, states and municipalities will have to focus more strongly on the question of how refugees can gain access to the local housing on offer. The health care system will have to find a long-term way to handle this target group, which has often experienced significant trauma. And when it comes to finding employment both as quickly as possible and without a de facto loss of qualifications, the labour market and institutions responsible for mediating access to employment are challenged to find the right solutions. These are just a few examples which once again illustrate: Integration is an interdisciplinary issue, a task for the entire population whose success can only be guaranteed on the part of the federal state if all relevant decision-makers make the required efforts.
- > EU citizens enjoy the freedom of establishment within the EU and the right to work in any other EU country. In official European Union terms, EU-internal migration is commonly referred to as internal mobility. This term sounds almost as though there were no need for action in integration policy. That this is not the case is, however, clear to all who look around today; this fact was also called out in the Integration Report 2014. Rumanian, Polish or Bulgarian citizens, for example, require German skills just as much to find employment as well as specific knowledge to help them find their way in Austria. Furthermore, more attention should be given to identifying which integration-policy requirements originate from EU internal migration and it should also be possible to make use of EU funds for the support of refugees for measures to improve the integration of EU citizens.

Integration of refugees as a challenge for the entire society

More attention should be given to identifying which integration-policy requirements originate from EU-internal migration.

- > Finally, in the future we must consider the fundamental problem of how to handle immigrants who might only come to Austria for a limited period of time and whose mobility behaviour resembles a kind of long-distance commuting. These transnationally mobile citizens may also have very practical needs, ranging from the recognition of university degrees, transnational banking and insurance transactions to German and integration classes. These needs remain however unknown, because this group is not at the centre of considerations of integration policy. Since this form of mobility will probably increase in the future, it seems to be necessary to record and analyse the respective questions before it is too late.

Integration of transnationally mobile citizens

## 4.6 A Mobile Society Looking for its Citizenship Model

Many foreigners living in Austria fulfil the formal preconditions for obtaining Austrian citizenship. Regardless, this option is often not exercised, one reason for which is certainly the fact that approximately two thirds of immigrants are from the EU area. Based on the high importance which the Expert Council accords Austrian citizenship for the integration process in Austria, we should ask ourselves whether sufficient information is provided about the obtainment of Austrian citizenship and its advantages. Examples from a few states in Germany show that directly contacting those residents with a claim to be awarded German citizenship, via a letter which includes an invitation to initiate the naturalisation process, was successful. A respective campaign aimed at increasing the naturalisation rate should be implemented.

Basic considerations on the idea of citizenship which could contribute in a meaningful way to bringing the – very often polarising – discussion back to a fact-based level should also be employed. This begins with the presentation of the basic principles upon which citizenship models are built historically and the advantages and disadvantages of these models. At the same time it must be made clear that an increasingly mobile society challenges traditional concepts of citizenship.

If further development of the laws of citizenship in Austria is to be considered, this would in any case have to be aligned in the European context. A move toward "More Europe" in the sense of a Europe-wide co-ordinated framework model that provides a pathway for the naturalisation of immigrants which would be respected by the member states would make sense, because as a consequence of the principle of equal treatment of EU citizens, the citizenship policy of each individual EU country influences Austria and vice-versa. In times in which two thirds of the immigrants coming to Austria are from the common EU-internal area in which a large common legal framework applies, modern national laws on citizenship must also take into account the basic European concept.

Mobile society challenges traditional concepts of citizenship

In the matter of the obtainment of citizenship, the picture in Europe – and in the entire world – is very multi-faceted. Countries with similar developments in their migration histories and which are quite close to one another geographically often have completely different concepts of how one can obtain citizenship. One reason for this partly “unsystematic” diversity is certainly the fact that there is no generally accepted solution in this area but rather historically developed and in part emotionally connoted citizenship models which cannot fulfil all needs in a satisfactory manner.

Thus a discussion on modern laws on citizenship must be about more than just about the adoption or the rejection of the *ius sanguinis* or the *ius soli* principles. Both the *ius sanguinis* and the *ius soli* offer advantages and disadvantages while, logically, an advantage offered by one principle contains a disadvantage of the other principle. The *ius sanguinis* principle follows the idea of family unity: At birth, a child receives the citizenship of his/her parents. The concept of shared citizenship between parents and their under-age children is of particular importance in matters of the basics of laws on residence in case of a (common) change of residence. The *ius sanguinis* is qualified by the fact that in a nationally mixed marriage (father and mother have different citizenships), children generally obtain more than one citizenship. This principle is repeatedly criticised because of the consequence that a child of the second or third generation does not obtain the citizenship of his/her country of birth and residence but of a state which is – if at all – only familiar through narrative and holiday visits. At the same time, there is still the legitimate interest of the parents that their child should have the same citizenship as they do.

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#### *ius sanguinis* principle

The *ius sanguinis* principle also poses questions in relation with the principle of dual citizenship: If one accepts dual citizenship as an expression of a real-life situation for the immigrated first generation which is still at home in two societies, then one must of course consider what will happen to their children and grandchildren. Following the reasoning behind *ius sanguinis*, they pass on their citizenship, in a theoretically unlimited fashion, although the dual citizenship has long ceased to be an expression of their real-life situation.

The *ius soli* principle is based on the idea that a child receives the citizenship of the state on the territory of which he/she is born. The underlying thought of receiving a *de jure* citizenship of the state in which one is born and in which one will be living is initially logical. In times of an increasingly mobile, transnational society, however, the weaknesses of this principle become apparent at the same time. The probability that one will spend one’s life in the state in which one is born is decreasing. The possibility of attaining an “advantageous” citizenship based on this principle can also lead – in extremis – to a kind of “birth tourism” as, for example, in the USA.

In practice, many states use different combinations and modifications in order to be able to react flexibly to challenges involved in the obtainment of citizenship. That these constellations also have their specific advantages and disadvantages is obvious. However, this method makes it possible to develop “tailor-made” solutions. The law amendments of the past few years are a further step in the development – the effects of which must be observed and evaluated before further steps are taken.

## 4.7 Austria as a Place of Identification and Belonging

Increased migratory flows make Austria a more pluralist society, both socially and culturally. In the 1990s, the share of people with a migrant background was 8%; currently it is approximately 20%. Countries of origin and migration patterns have also become more numerous and diverse. Austria is becoming more “colourful” and must at the same time expect difficulties which can be related to this on all levels: in politics, the labour market, different institutions and social life. The society impacted by migration must expect such conflicts and be able to deal with them. This requires a readiness to learn and to change on the part of the individuals and groups involved in the process and creates an increased need for communication.

Austria can and should create opportunities in order to be accepted as a (new, second, first) home country. This is not about blind nationalism, but about a form of loyalty towards and appreciation of the nation in which one lives. In this context, a common basis of values is indispensable for a successful co-existence, as only a commonly recognised basis of binding legal and constitutional values can enable the development of a diversity made up of different living cultures while maintaining social peace. The following topics must be examined more thoroughly in the future:

- > Reflection processes on the basic structures (anchored in constitutional law) and the related livelihood opportunities should be initiated. The legal-ethical and constitutional-cultural basic principles on which they are based should be conveyed in school in the subject of “Political Education.” This also requires the creation of a realistic and contemporary image of Austria which shows historical and contemporary immigration and emigration as one of its integral components. The current image of Austria is very strongly based on a stability and homogeneity of the population which historically never existed. The fact that there was also extensive immigration and emigration in the past is rarely or not at all considered. In official history books, subjects such as immigration, integration or the creation of a national identity are regarded as rather unimportant, which is, for example, the reason why only rudiments of a museum of immigration and emigration exist.
- > At the same time, there is a certain trend to base the internal image of Austria on Austria’s image in tourism advertisement: to present oneself as an agricultural, nature, culture and leisure landscape. The image of Austria as an industrialised country and the fact that urban centres represent the largest population centres are often not given enough attention, as are the theoretical reflection on and acquisition of the relevant fundamental values of the “social market economy” required to understand the basics of Austria as a centre of excellence. A differentiated image of Austria would be important for social cohesion and can be developed by means of a reflection and discussion process involving the entire society. Politics can kick off, accompany and support these processes. The planned “Haus der Geschichte” (House of History) in Vienna represents a good opportunity for this, as do numerous museums on a local level.

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Revised version  
of an image of Austria  
based in fact

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Strengthening the welcoming culture and the culture of recognition

- > The welcoming culture (for new immigrants) and the culture of recognition (for long-term residents) should be strengthened by the engagement of civil society. People with a migrant background should be given the means early on to integrate themselves into the institutions of civil society in their living and working environment (sports associations, education institutions, interest groups, religious communities, civil society initiatives). All institutions mentioned above have an overarching and common goal which brings people of different origins together, with the exception of those groups built around the identity of one's own ethnic community. Volunteer work in associations and other types of local organisations should continue to be regarded as a central element of successful integration.

Austria can and should  
**create opportunities**  
in order to be accepted  
as a (new, second, first)  
**home country.**

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Intercultural skills

- > Intercultural skills should be taught to enable people to interact with one another in a pluralist society, but also to overcome conflicts. This topic should already be considered in the school subject "Political Education" and pupils should learn to deal with diversity as a kind of "cultural technique." Austria's basic values, which are indispensable for co-existence and anchored in the legal system, should be presented and the obligations, as well as the freedoms and opportunities resulting from them, should be highlighted. Young people should already be provided early on with the required legal-ethical and public policy tools that encourage and enable them to grow as persons and which consequently allow us to further develop and deepen our liberal sense of community. Austria (whether at a federal, state or municipal level) should be regarded as a common project involving all players.

# 5

## Concluding Remarks

## 5. Concluding Remarks

Integration policy has gained a foothold

Over the past few years, integration policy has gained a foothold. Up to then, the states and municipalities had primarily implemented integration policy measures, but in 2009 the federal government took charge of the integration policy agenda. The State Secretariat for Integration was founded in 2011 and attempted with numerous activities to make up ground in several recognised areas of concern. The integration climate improved in an empirically measurable way and the confidence of the population with or without a migrant background in the success of integration increased markedly.

Deterioration of the integration climate

However, during the period of time covered by this report, integration politics suffered a setback. The crimes allegedly committed on behalf of Islam by the so-called "Islamic State" led to a deterioration of the integration climate. Reservations and prejudices against immigrants, in particular immigrants of Muslim faith, have reopened wounds which had been believed healed thanks to Austria's successful integration efforts. The concept of "failed integration" reappeared and the general public construed a connection between Islamism and integration – even though the connection is extremely vague and unclear and determining what to do requires the participation of the entire society.

In this context, the Expert Council calls for precision and attention to detail in the debate and also calls attention to the long-term effects of an integration policy which should not be derailed by short-term events perpetrated by what is ultimately only a handful of people. Integration takes time, decades typically, but frequently even the transition from one generation to the next. Applying inappropriate timescales creates counterproductive expectations, as they suggest the possibility of successful integration in a short period of time, which is quite improbable. Those who are willing to take the long view will also be able to await the results of the integration process with a certain measure of confidence and a positive outlook. Austria is an appealing country and increasingly ready to make space for new citizens. Integration will be successful.

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increased markedly.

# 6. From the National Action Plan to the Integration Report 2015

## The Members of the Expert Council for Integration

CREATION PROCESS Dialogue   Expert talks   Talks with citizens   Steering group			
National Action Plan for Integration (NAP.I)			
EXPERT COUNCIL Working Programme VOLUME 1	STATISTICAL YEARBOOK Report on Indicators VOLUME 2	ADVISORY COMMITTEE ON INTEGRATION Establishment VOLUME 3	
Achievements to date and guiding principles for the future	Migration & Integration 2015	Integration Database	Integration Report 2015
Integration Issues in Focus	Migration & Integration 2014	Integration Database	Integration Report 2014
Perspectives and Recommendations for Action	Migration & Integration 2013	Integration Database	Integration Report 2013
Conclusion	Migration & Integration 2012	Conclusion about previous measures	Integration Report 2012
20-Point Programme	Migration & Integration 2011	Conclusion about previous measures	Integration Report 2011



## 7. The Members of the Expert Council

### Chair



#### Univ.-Prof. Dr. Heinz Faßmann

Heinz Faßmann, born in Düsseldorf, studied geography and economic and social history at the University of Vienna and obtained his PhD in 1980. Since 2000, Heinz Faßmann has been University Professor for Applied Geography, Spatial Research and Spatial Planning at the University of Vienna. From 2006 – 2011 he was Dean of the Faculty of Geosciences, Geography and Astronomy and since October 2011 he has been the Vice-Rector for Human Resources Development and International Relations at the University of Vienna. Professor Faßmann is active in numerous further functions, including as a full member of the Austrian Academy for Sciences, and he has been a member of the Expert Council of German Foundations on Integration and Migration in Berlin since 2010.

### Field of Action of Language and Education



#### Prof. MMag. Dr. Ilan Knapp

Professor Knapp, born in Tel Aviv, Israel, studied music education in Israel and Vienna as well as Economics, Business Education and Business Psychology at the Vienna University of Economics and Business. He is currently the Managing Director and Director of Studies of the JBBZ (Jewish Vocational Training Centre), teaches at the Technical University of Vienna and is the chair of the Special Commission for Immigration, Winning over new Members of the Community and Integration of the Jewish Community Vienna. Since 2014, he has been the official representative of the Jewish Agency for Israel (Sochnut) in Austria. Professor Knapp also taught at the University of Vienna, the Vienna University of Economics and Business and the Free University Berlin. He also used to be the Managing Director of the Österreichisches Institut für Berufsbildungsforschung ÖIBF (Austrian Institute for Research on Vocational Education and Training), EcoPlus and NÖG Niederösterreich and worked as a parliamentary counsellor in the areas of labour market, economy, youth, social affairs and education.



#### O. Univ. Prof. Dr. Dr. h.c. Ruth Wodak<sup>1</sup>

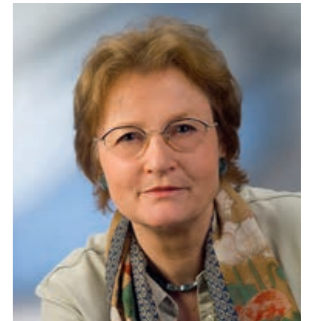
O. Univ. Prof. Dr. Dr. h.c. Ruth Wodak, Distinguished Professor Emerita for Discourse Studies at Lancaster University, UK; she remains affiliated with the University of Vienna where she obtained her PhD sub auspiciis in 1974 and her PhD hab. in 1980; in 1991 she became a full professor at the University of Vienna. In addition to a large number of awards, she received the Wittgenstein Prize for Elite Scientists in 1996. In 2010 she was awarded an honorary PhD by the University Örebro, Sweden. From 2009 to 2011, she was the president of the Societas Linguistica Europaea, in 2011 she was awarded the Silver Cross of the Order of Civil Merit of the Republic of Austria. She is a member of the Academia Europaea and the British Academy of Social Sciences. She works frequently as a guest lecturer, including 1992/3 Austrian Chair, Stanford University, 2008 Kerstin Hesselgren Visiting Chair of the Swedish Parliament, Örebro University, and 2014 Royden J. Davis Chair for Interdisciplinary Studies, Georgetown University, Washington DC. Her research interests lie in the areas of Discourse and Text Analysis, Language, Media and Politics, Identity and Prejudice Research as well as Migration and Language Politics.

<sup>1</sup> O. Univ. Prof. Dr. Dr. h.c. Wodak retired from her mandate in February 2015.

### Field of Action of Work and Employment

#### Univ.-Prof. Mag. Dr. Gudrun Biffl

Professor Biffl has held the Chair for Migration Research at the Danube University Krems since 2008. She is head of the Department of Migration and Globalisation and has been Dean of the Faculty of Business and Globalisation since 2010. From 1975 to 2009 she worked at the WIFO (Austrian Institute of Economic Research) as an economic researcher. Her research focus lies in the areas of labour market, education, migration, gender, industrial labour relations and institutional change as well as work-related illnesses. Professor Biffl is the chair of the Statistics Council of Statistics Austria, a member of the Scientific Advisory Board of the Sir Peter Ustinov Institute for Research Into and Strategies Against Prejudices and the vice-chair of the Advisory Board of EcoAustria - Institute for Economic Research.



#### Dr. Thomas Oliva

For many years, Dr. Thomas Oliva was the Managing Director of the Vienna Federation of Industries and the Austrian Branded Goods Industry Association. Already early on in his career, he focused on integration and immigration – including in the Vienna Immigration Fund and as chairman of the Vienna Immigration Committee and currently in the Forum Wien Welt Offen (a forum of independent experts that advises Vienna's politicians and administrators on issues relating to mobility, diversity and integration). He is chair of the Board of Trustees of the WWTF (Vienna Science and Technology Fund) and is particularly active in the area of concerts and cultural life in Vienna.



### Field of Action of Rule of Law and Values

#### Ao. Univ.-Prof. DDr. Christian Stadler

Prof. Stadler has a PhD in Law and Philosophy. Since 2000, he has been an associate professor at the Department of Legal Philosophy, Law of Religion and Culture of the Faculty of Law at the University of Vienna. He is among other functions a member of the Committee of Science – Strategic Security Policy Advisory Board in the BMLVS (Ministry of National Defence and Sports) and the Société de Stratégie (Paris). Prof. Stadler regularly holds guest lectures at the .SIAC (Security Academy) of the BM.I (Federal Ministry of the Interior), at the MilAk (Theresian Military Academy, Wiener Neustadt) and at the LVAK (National Defence Academy, Vienna). His focus areas are, among others: modern-era political philosophy (rationalism, idealism, and political romanticism), ethics of public security, political philosophy of international relations, polemology and geopolitics as well as European legal and constitutional culture.



#### Univ.-Prof. Dr. Katharina Pabel

Since 2010, Dr. Pabel has been – after working at the Universities of Bonn, Graz and at the WU Wien – university professor for Public Law at the Johannes Kepler University in Linz and is the Head of the Institute for Administrative Law and Administrative Science and Head of the Department for Legal Protection and Administrative Control. She has published several expert contributions on various areas of constitutional and administrative law, with a special research focus in the area of the protection of national and international human rights. Prof. Pabel is a member of the Advisory Committee of the UN Human Rights Council.



## Field of Action of Health and Social Issues



### Dir. Dr. Arno Melitopulos

Dr. Melitopulos, born in Innsbruck, studied and obtained his PhD in Law in Innsbruck. Since August, he has been the director of the TGKK (Tyrolean Public Health Insurance Agency). From June 2009 to July 2011, he was the Managing Director of the GÖG (Gesundheit Österreich GmbH) in Vienna, of which he had already been an active member since 2008. From 2005 to 2008, Dr. Melitopulos was the Head of the Department of Strategy and Legal Affairs in the TGKK and from 2006 he also headed the TGF (Tyrolean Health Fund). Between 2003 and 2005 he was also an advisor for the Ministry of Health. Dr. Melitopulos is a university lecturer for Social Law and teaches at the Management Centre Innsbruck, the private university UMIT and at the Medical University in Graz.



### Univ.-Prof. Dr. Wolfgang Mazal

Prof. Mazal, born in Vienna, studied Law at the University of Vienna, where he obtained his PhD in 1981 and has been professor for Labour and Social Law since 1992 and where he is also the deputy head of the institute. In addition to broad teaching, research and publication activities in, among others, Vienna, Graz, Linz, Innsbruck and Beijing on matters of Labour Law, Social Law, Medical Law and family matters, Prof. Mazal is also the head of the Austrian Institute for Family Studies at the University of Vienna, head of the University Council at the Danube University Krems as well as the Vice-President of the Board of the AQ.Austria (Agency for Quality Assurance and Accreditation Austria).

## Field of Action of Intercultural Dialogue



### Dr. Hans Winkler

Dr. Winkler has been an independent journalist and columnist in the daily newspaper Die Presse since 2007. He previously led the political editorial department of the Kleine Zeitung newspaper, where he was the head of the foreign policy bureau and in 1995 was named the head of the Vienna editorial department of the Kleine Zeitung as well as the acting editor-in-chief. Dr. Winkler completed his degree in Law at the University of Graz.



### WHR Prof. Dr. Günther Kienast <sup>2</sup>

Prof. Kienast is an organisational developer, accompanies participative citizen processes and teaches at the Danube University Krems. Until 2009, he was the head of the Department of Politics and Administration of the Lower Austrian National Academy. In this context, he was involved, among other things, in setting up a service centre for integration at the Academy. He is also the project manager of the EQUAL project, Different Origins – Joint Future, for training intercultural employees in kindergartens/pre-schools and consultants for intercultural matters in municipalities.

<sup>2</sup> WHR Prof. Dr. Kienast resigned his mandate in March 2015.

## Field of Action of Sports and Leisure

### Mag. Rainer Rößlhuber

Since 2007, Mag. Rößlhuber has been the Secretary General of the Austrian Sport Union and Managing Director of the Sportunion pro.motion Sportservice GmbH. From 2000 to 2007, he was head of the office in the Salzburg state government for Governor Dr. Franz Schausberger and Deputy Governor Dr. Wilfried Haslauer. He studied Law at the Karl-Franzens-University in Graz.



### Mag. Dr. Eva Grabherr

Mag. Dr. Grabherr studied History and Jewish Studies at the Universities of Innsbruck and Vienna and did a Research PhD at the Department for Hebrew and Jewish Studies at the University College London. From 1989 to 1990, she worked as a university lecturer at the University of Hull (GB) and from 1990 to 1996 she was the planning director of the Jewish Museum Hohenems. From 1996 to 2001 she carried out research and taught in Vienna, London, Innsbruck, Graz and Munich and organised exhibition projects in the areas of Jewish Studies, Museology, Austrian History and Contemporary Politics. Since 2001, she has been the head of organisation for the project office for immigration and integration okay.living together. She also holds presentations and seminars, for example in the framework of the Migration Management Study Course at the Danube University Krems.



## Field of Action of Housing and the Regional Dimension of Integration

### Prof. Dr. Klaus Lugger

Prof. Dr. Klaus Lugger, born on March 7, 1948, has been the Managing Director of the NEUE HEIMAT TIROL Gemeinnützige WohnungsGmbH (a non-profit housing development company in Tyrol) since 1989 (€ 114 million construction volume p.a., 34,000 administrated units, out of which 17,571 are rental and freehold flats) and the Managing Director of the commercial subsidiary INNSBRUCKER STADTBAU GMBH since 2004. Since 1995, he has been the chair of the supervisory board of the Austrian Federation of Limited-Profit Housing Associations – audit organisation and representative for Austria in the CECODHAS HOUSING EUROPE of the EU lobby for non-profit housing.



### Dipl.-Soz. wiss. Kenan Güngör

Kenan Güngör, Dipl. Soz. wiss., owner of the Office for social and organisational development [think.difference] in Vienna. In his role as a consultant for organisations and an international expert for matters of integration and diversity, he advises and accompanies government and private organisations at the federal, state and municipal levels. Among other things, he headed the development of numerous integration-related guiding principles at state and city level. In his role as a strategic advisor he worked with, for example, the city of Vienna over several years in integration and diversity-related matters.



## Field of Action of Integration from the Beginning



### **Dr. Katerina Kratzmann**

Since October 2011, Dr. Katerina Kratzmann has been head of the Austrian Office of the IOM (International Organisation for Migration). She is responsible for all office activities and supervises the following five departments: Assisted Voluntary Return and Reintegration, Research and Migration Law, Integration, Operational Measures as well as Administration and Finances. She is also a member of the UN Task Force on Measuring Circular Migration and is active as a lecturer in integration matters in various forums. At IOM she started out as Head of the Research Department and co-ordinated the tasks of the National Contact Point for Austria in the EMN (European Migration Network). Dr. Kratzmann has a degree in European Ethnology and Cultural Studies from the Humboldt University Berlin and wrote her PhD thesis in European Ethnology on irregular migration in Austria at the University of Vienna. Her focus areas are irregular migration and return, youth and migration, resettlement and integration of refugees as well as the welcoming culture.



### **Prof. Dr. Rainer Münz**

Rainer Münz is Senior Advisor of the Erste Group and Senior Fellow in the Think Tank Bruegel in Brussels, at the HWWI (Hamburg Institute of International Economics) and at the Migration Policy Institute (Washington DC). He teaches at the University of St. Gallen and at the Central European University in Budapest. Rainer Münz is an expert on population development, international migration and demographic ageing, as well as on their effects on the economy, social security systems and financial markets. He worked as an independent consultant for the European Commission, the OECD and the World Bank. In 2000 and 2001, he was a member of the Süßmuth Commission (Commission on the Reform of the Immigration Policy of the German Federal Government). From 2008 to 2010, Rainer Münz was a member of the Reflection Group "Horizon 2020–2030" of the European Union (the so-called "EU Wise Men").

## 8. Glossary

### **Advisory Committee on Integration**

The Advisory Committee on Integration was established in 2011 within the Federal Ministry of the Interior and was anchored in the Niederlassungs- und Aufenthaltsgesetz (Settlement and Residence Act) in Paragraph 18 in 2012. Since the Bundesministeriengesetz-Novelle (Amendment to the Federal Ministries Act) in 2014, the committee is now a part of the BMEIA (Federal Ministry for Europe, Integration and Foreign Affairs). Its purpose is the exchange of opinions on integration-relevant matters of general importance and on recommendations of the Expert Council for Integration. Its members are appointed by the Federal Minister for Europe, Integration and Foreign Affairs for a service period of five years and are representatives of the federal government, the states, relevant social partners, the Industriellenvereinigung (Federation of Austrian Industries) and five key NGOs. The committee is chaired by the ÖIF. The Advisory Committee on Integration meets at least twice per year.

### **AMIF - Asylum, Migration and Integration Fund**

In 2014, this fund was established as a successor tool of the EU SOLID Fund for a funding period until 2020. Goals of this fund are the promotion of a common European asylum system, the effective integration of citizens of non-EU and non-EEA countries, as well as return and resettlement measures. Austria will be using 56% of the overall funds for the areas of asylum and return and 44% for the area of integration.

### **Common Basic Principles on Integration**

The Common Basic Principles (CBPs) on the policy of integrating immigrants in the European Union which were adopted by the Justice and Home Affairs Council in November 2004 are the basis of all EU initiatives in the area of integration and are based on the conclusion that integration is a reciprocal process. The CBPs were confirmed and expanded by the Council in 2014.

### **ENIC NARIC**

This is the abbreviation used to designate the Austrian Academic Recognition Information Centre (ENIC NARIC = European Network of Information Centres – National Academic Recognition Information Centre).

### **European Integration Fund (EIF)**

The European Integration Fund was aimed at the integration of non-EU and non-EEA citizens without a refugee background and long-term resident status (specifically non-EU citizens) into the local society. The funding period of the European Integration Fund covered the years 2007 to 2013.

### **European Refugee Fund (ERF)**

The European Refugee Fund was established as the first European fund in the area of migration and integration by the European Union on Jan. 1st, 2000 and is aimed at supporting member states in receiving refugees and displaced persons and in handling the effects of receiving these persons. ERF I was applied from 2000 to 2004, ERF II from 2005 to 2007 and ERF III from 2007-2013.

### **Expert Council**

The independent Expert Council for Integration was established in 2011 as an advisory body for the implementation of the National Action Plan for Integration. Under the chair Univ.-Prof. Dr. Heinz Faßmann, renowned experts work on the implementation of this plan in each of the seven fields of action of the National Action Plan, as well as in the strategic field "Integration from the Beginning" newly

created in 2014. The members of the Expert Council have to date published a working programme (January 2011), a 20-point programme (July 2011), a project report on the implementation status of this programme (July 2012), an Integration Report on perspectives and recommendations for action (August 2013), an Integration Report on integration issues in focus (July 2014) as well as this year's report on the achievements of the past five years and on guiding principles for the future.

### **Health Literacy**

Health Literacy designates the knowledge, the motivation and the skills of a person to find, understand, evaluate and apply relevant health information in order to make decisions in everyday life which maintain or improve the quality of life throughout the person's entire life.

### **Integration Representatives**

The Integration Representatives are based at the Austrian embassies and give advice to immigrants regarding life in Austria and the steps required for a fast integration process before the persons come to Austria.

### **Loss of Qualifications**

This term describes the fact that persons are not employed according to their education and training because their qualifications were recognised too late or not at all. This loss of professional capabilities and skills leads to workers carrying out activities which do not challenge them sufficiently or have nothing to do with their actual profession. This, in turn, leads to lower wages and lower motivation to work. De facto loss of qualifications is regarded as one of the causes of long-term unemployment.

### **Migration Council**

In April 2014, this council was established in the BM.I and tasked with developing a comprehensive migration strategy for Austria. A few members of the Expert Council for Integration are also members of this body and thus ensure that the crucial combination of contents and the co-ordination of the topics of migration and integration can be assured.

### **NAP.I - National Action Plan for Integration**

The National Action Plan for Integration illustrates the integration strategy of the Austrian federal government. Its goal is to optimise, bundle and systematically advance measures for successful integration of the federal government, the states, cities, municipalities, social partners and civil society organisations. The National Action Plan is the basis for further measures in the seven key fields of action.

### **NEET**

NEET is an acronym for Not in Education, Employment or Training and designates all persons who do not go to school, do not work and are not in vocational training and who do not intend to do these things in the immediate future.

### **Pre-qualification**

Pre-qualification measures help migrants obtain basic professional skills and knowledge which will help them gain a foothold in the labour market.

### **Red-White-Red Card**

The Red-White-Red Card programme regulates the immigration of qualified non-EU and non-EEA citizens following a criteria-based model (points system).

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