

INTEGRATION REPORT 2013



PERSPECTIVES AND RECOMMENDATIONS FOR ACTION
EXPERT COUNCIL FOR INTEGRATION

Introduction by the State Secretary for Integration



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Sebastian Kurz
State Secretary
for Integration

Austrian integration policy has undergone a real paradigm shift in the last few years, thus making considerable advancements. The 20-point programme that was approved by the independent Expert Council for Integration in 2011 has been largely implemented in the last two years: early language support has been launched and successful people with a migrant background have been introduced as “integration ambassadors”, thereby demonstrating appreciation for their achievements and helping to overcome prejudice against immigrants. In addition, connected values have been developed and communicated as the basis of co-existence and the Austrian law on citizenship has been amended in light of “integration through achievement”. The best possible *integration from the beginning*, with a consistent arch of integration from the country of origin through to the conferral of citizenship, also guarantees long-term chances of participation and social cohesion.

However, the Integration Report 2013 does not just highlight what has been achieved. It also provides new approaches for action and identifies areas that still need work; for example, in terms of the demand for the second, mandatory year of kindergarten for everyone who needs it, in terms of the recognition of qualifications acquired abroad and in terms of the development of potentials of people with a migrant background on the job market.

Measures such as these do not only have positive effects on each individual but are also advantageous for society as a whole. For this reason, integration is no longer a social side issue. Instead, it is decisive to the future of Austria – and has consequently been pushed into the centre of public discussion.

We know that we need qualified immigration and successful integration achievements to be able to secure our well-being in Austria. Immigrants not only fill gaps on the job market, therefore contributing to the well-being in Austria. They also commit to voluntary services, while enriching our art, culture and media landscape! The consciousness of seizing diversity as an opportunity has grown. But the challenges in contact between different cultures and people with their individual life stories must not be hidden.

Especially in this case, the point is to recognise conflicts and offer solutions. In the coming legislative period, the Austrian federal government must place integration as a central task on its agenda and continue to cautiously shape social co-existence.

As an independent committee, the Expert Council not only stands for the substantiation of the National Action Plan for Integration; it is also involved in an advisory capacity in the implementation of projects. For this reason, I must say a sincere thank you to all members of the Expert Council for Integration, especially the presiding vice-chancellor Univ.-Prof. Dr. Heinz Fassmann and the members of the Advisory Committee on Integration for this third Integration Report and for their cooperation during the last two and a half years. Especially with an often emotionally-charged socio-political issue, facts and extensive expertise must speak for themselves, away from ideology and deadlocked dogmas. This approach is also the basis for this report by the Expert Council for Integration, a further step towards ensuring advancements in the field of integration to the benefit of the entire Austrian population.



Sebastian Kurz
State Secretary for Integration

Vienna, August 2013

INTEGRATION REPORT 2013

PERSPECTIVES AND RECOMMENDATIONS FOR ACTION
FOR THE NEXT LEGISLATIVE PERIOD

Expert Council for Integration

Vienna, August 2013

Contents

5	1. Perspectives for the next legislative period
10	2. The measures in detail: Initial recommendations for action
10	2.1 Recommendations about the political governance structure and issues overlapping all fields of action
16	2.2 Recommendations about the fields of action of the National Action Plan for Integration
16	2.2.1 Language and education
20	2.2.2 Work and employment
25	2.2.3 Rule of law and values
28	2.2.4 Health and social issues
32	2.2.5 Intercultural dialogue
35	2.2.6 Sport and leisure
38	2.2.7 Housing and the regional dimension of integration
41	3. Summary of the status of implementation for the 20-point programme
44	4. The Expert Council's concept of integration
45	5. From the National Action Plan to the Integration Report 2013
46	6. The members of the Expert Council for Integration
50	7. Glossary

1. Perspectives for the next legislative period



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

In the previous legislative period, much happened in terms of integration and migration policy. This third Integration Report documents what has been achieved while also making reference to what is to be implemented in the future. And without a doubt, there is still much to be achieved, as politics has sidelined the subject of integration for decades, believed that the “guest workers” would return to their countries and limited itself to superficial polemics. Immigration is not always just an opportunity. Sometimes it involves conflict as well. But immigration is not always just synonymous with conflict. It also brings many opportunities to the country.

To summarise the discussions within the Expert Council in the last year, it is important to reflect much more strongly than before on an immigration policy that focuses on the interests of Austria and on the tools of successful integration which have been installed to date. In addition, it is necessary to establish a welcoming culture and to convey this believably, as in an intensifying competition for qualified manpower, these people will only choose to relocate to Austria if the job prospects and living conditions as well as the “body language” of the country speak in favour of it. In general, migration and integration policy must be understood as a task anchored in socio-politics to increase the attractiveness of the country and thus to design the future. And due to its significance, this must be kept out of the party political wrangling.

The following recommendations for the new government outline some of the tasks of integration and migration policy in Austria, which the Expert Council classifies as matters of urgency. They concentrate on the politically feasible and focus on specific and general problems. They cannot be realised immediately. Instead, they will require a certain degree of processing time. For this reason, the following ten points are not measures in the specific sense of the word. Rather, they are subject areas that should be dealt with by the government in the coming legislative period:

1. Integration from the beginning

Integration from the beginning is a concept which states that learning processes that promote integration should start as early as possible and be designed to coordinate with each other. *Integration from the beginning* begins with preintegration measures in the country of origin and ends with the attainment of citizenship. It intends for integration representatives to be installed in important potential countries of origin together with Welcome Desks in Austria as well as accompanying

voluntary language and integration classes. The institutional provisions should not only ease the bureaucratic procedure of immigration. They are also intended to convey the feeling of appreciation and clarify rights, obligations and expectations. These institutional provisions also include the visualisation of the existing infrastructure in order to make it easier to lodge complaints connected with any perceived day-to-day discriminations.

2. Aligning qualified immigration on the country's own interests

The possibilities of immigration control – aside from flight, asylum and other forms of migrations which cannot be influenced by Austria – should and can focus on the self-interests of the state. A migration policy that ensures that those qualified immigrants who are needed on the labour market find their way to Austria creates the best conditions for successful integration. For this reason, the existing tool to control new immigration from third countries, the Red-White-Red Card, should be seen and appreciated from both a migration policy and integration policy point of view. And due to the advantageous integration-political implications, the Expert Council recommends further developing the Red-White-Red Card. The critical points which can currently be identified are: readjustment of income limits, acceptance of different contract forms when proving income and the expansion of accepted graduates to include the Bachelor degree.

3. Gainful employment and entrepreneurship: getting started, advancement, using qualifications

As well as the necessary improvement of the positioning of Austria in the competition for skilled foreign workers, another focus must be on improved labour market integration of the domestic labour force potential. This also and especially includes people with a migrant background.¹ Their improved labour market integration is of significance to society as a whole, as well as contributing fundamentally to the subjective feeling of integration. For this reason, measures to improve labour market integration must be concentrated, above all, on an improved transition from school or dual training to the first labour market. The recognition of formal and informal qualifications, post-qualification and relaxing the rules to allow people to found their own companies and become independent are just as important. Austria promotes achievement, but must also enable this structurally.

4. Language promotion – in good time and conceptually coordinated

Knowledge of German as the common language is the key to successful integration. Children can quickly acquire language, but this becomes increasingly difficult as they get older. However, in Austria, there is currently neither appropriate preparation for all children for school nor a conceptually coordinated plan about how multilingualism can be realised at the same time as raising the knowledge of the German language. Quite the contrary: for a long time, the institutions responsible for this have been blocked by a political skirmish. The Expert Council suggests that the language promotion programme that begins in kindergarten is more intensively interlinked with language promotion in primary school, that the obligatory year of kindergarten is extended to a second, that childcare providers and the teaching profession are made familiar with the conditions of linguistic heterogeneity and that the new children and young people who arrive in Austria as part of a family reunification, are enabled to enter the regular school system as rapidly as possible.

¹ The OECD International Migration Outlook 2013 shows the economic added value that would arise if the quota of immigrants in the working population could match the national average, i.e. about 0.4% of the GDP.

5. From compulsory schooling to compulsory training and education

Worryingly, it must be noted that many young people finish their compulsory education without being able to pass their final exams. The fact that many young people aged between 16 and 24 are not doing an apprenticeship, holding down a job or studying towards further professional training is just as alarming.² This makes it highly probable that subsequent unemployment, a lifetime of social benefits and a subjective feeling of disintegration are preprogrammed. More attention than before must be given to raising awareness of the high value of education and training in Austria – to everyone, i.e. people with and without a migrant background. The positive opportunities of dual education should be exploited. However, the concept of compulsory education should be reviewed as it makes little sense to link this solely to the number of years of school that are attended, irrespective of the performance achieved. Compulsory education in terms of a mandatory number of years should be replaced by compulsory education in terms of an educational level achieved, which also assumes an education opportunity.

6. Further development of a modern citizenship law

Measured against the entire population, the proportion of non-Austrian citizens is increasing continually from year to year, especially due to increased immigration from other EU countries. As a result, increasing numbers of people in Austria are unable to make use of the democratic right of codetermination. In view of the low naturalisation figures, the acquisition of Austrian citizenship should be intensively promoted to remove any possible lack of incentive or information. The Expert Council also suggests reconsidering the concept of the further development of citizenship law, especially against the background of geographically mobile societies. The first welcome steps towards increasing the attractiveness of citizenship have been taken in this legislative period, more are to be taken in the future as well.

7. Health and care as social challenges

Health and care are fundamental challenges for society in general – and for the institutions involved and public authorities specifically. People with a migrant background sometimes struggle to negotiate their way in the Austrian health care system, rarely make use of preventive screening examinations, rarely visit their GPs, but therefore frequent the cost-intensive hospital infrastructure more often. As all people are restricted in their participation in social processes, the objective of a health policy that is aligned with integration policy must be to promote the health and care of people with a migrant background by means of suitable diversity management. Particular attention should be given here to “culture-sensitive care for the elderly”, as the proportion of old people in relation to the overall population is increasing, while the family network of care and support is increasingly frail due to individualisation processes, increased divorce rates and geographical mobility.

8. For a continuative dialogue about integration

As is well-known, integration is not a one-sided process. It requires an opening-up from both sides of the immigration society. The setting-up of a dialogue platform, on which failures, successes and necessities of the integration process are identified away from individual anecdotal evidence and distorted reporting by the mass media, seems advisable. In the past few years, much has been achieved in this field (we need only think of the *Dialogue Forum Islam*), but the process must continue. The Expert Council recommends setting up dialogue forums that are organ-

² 75,000 young people (aged 16 to 24) in Austria do not attend school, do not work and are not currently in vocational training. In terms of young people with a migrant background, this affects one in every five. In addition, 14% of young people with a migrant background complete their compulsory education without passing their final examinations in Austria; for young people without a migrant background, this figure is about 4%.

ised in a variety of ways, depending on the urgency, subject and social context. In doing so, it should not and must not always be about interreligious dialogue. Instead, specific issues of co-existence, the education and labour market policies and social and health policy must also be discussed. In this way, a dialogue platform (integration summit) signalises the willingness to communicate from all sides and can be a tool to promote dialogue-oriented, rational handling of questions relevant to integration policy.

9. Sport, leisure, and volunteering as integration drivers

Individual recreational sport and organised sport and voluntary commitments are also relevant to integration policy, as they promote the meeting of people with and without a migrant background, be it through team sport, in competitions for individual athletes or when fulfilling social duties. People get to know one another, cooperate with one another and try to achieve defined objectives in any case, either together or separately. The volunteer fire brigade, the Red Cross, the PTA at school and common interest groups of certain professional groups represent institutional venues of meeting in this view, while conveying a deeply Republican value, which attributes the primary responsibility for developing a community to the people. For this reason, the sports and leisure sector and volunteer work should be recognised as drivers of daily integration, strengthened and appreciated.

10. Constitutional patriotism as a foundation of social cohesion

The values displayed in the Austrian legal system form the foundation of the cohesion of society and also form the framework and objective of social action. They should not be barriers. Instead, they should represent the smallest common denominator and consequently the bridge between the various groups of a pluralistic society. Children and young people should be the specific target group when conveying the values displayed in the legal system. For this reason, the Expert Council recommends modifying the curriculums of subjects such as political education and citizenship studies accordingly, recognising their significance and anchoring them appropriately in education. Freedom, democracy, the rule of law, commitment, solidarity, human rights and the acceptance of plurality should not just be understood as subject matter, but rather recognised and experienced as a condition for the sphere of order and freedom of the state in order to strengthen the relationship with Austria. In addition, the associated discourse about values seems necessary because it guarantees that the non-negotiable basic principles of society are accepted in general.

These subjects are suggestions that are significant from the Expert Council's point of view. Furthermore, the Expert Council suggests continuing with the dynamics developed over the few past years. This would be a condition to ensuring that the acceptance of integration policy continues to increase within the population. The survey about the integration climate in Austria, which is based on over 2,000 interviews, shows a trend to greater optimism relating to integration. Whilst around 69% of the respondents opined that "the integration of migrants was going badly or very badly" in 2010, this figure declined to about 57% by 2012 and 55% in 2013. And, vice versa, the percentage of those rating "integration as going well or very well" increased from 31% (2010) to 43% (2012) and now to 45% (2013). The decrease in extremely negative opinions about integration in Austria is noticeable in the time comparison. In 2013, only about 9% continue to believe that integration "is working very poorly", while this figure was still 18% in 2010.

We take a certain pride in reporting this increasingly positive view about successful integration. The Expert Council has contributed a little to this in its political advisory capacity. For this reason, the Expert Council thanks the many colleagues who have been involved in the work as part of other groups of experts, the committed and professional employees of the Integration Directorate of the Federal Ministry of the Interior for their support and help and to politics itself, which has acted upon our recommendations and not simply discarded them. The Expert Council shall continue to partner the integration policy in Austria – in a critical, constructive and benevolent way.

On behalf of the Expert Council



Heinz Fassmann

Vienna, August 2013

2. The measures in detail: Initial recommendations for action

2.1 Recommendations about the political governance structure and issues overlapping all fields of action

Designing integration and migration as a long-term task for the future

Austria has become a country of immigration. At the beginning, this was not a clearly decided political option. Rather, it resulted from the actual development in immigration and emigration in the time of active workforce recruitment and the subsequent family reunification. There is much to suggest that more immigration than emigration will take place in the future as well. The fact alone that the native workforce is declining due to the long-term drop in the birth rate, while economy is growing and more workers are needed will ensure more immigration in the foreseeable future. For this reason, Austria is well advised to understand the design of integration and migration as a long-term task for the future.

The measures in terms of content that should be given priority in the individual fields of action are shown in the following chapters. However, the Expert Council does not underestimate that there are other included structural challenges, which must also be addressed by proper integration policy in the future:

Integration as a classic cross-sectoral issue

Further developing governance structure

Integration is a classic cross-sectoral challenge and concerns issues of labour market policy as well as educational aspects, issues of residence and neighbourhood and political participation – to name but a few sectors which are extremely important in social terms. These different sub-areas of integration are not sufficiently represented in the current institutional anchoring of integration politics on a government level: As well as the responsible Federal Ministry of the Interior with its own State Secretariat for Integration (and its own Integration Directorate), other ministries must also take note of the specific areas and tasks relevant to integration policy and build on the relevant responsibilities and competences. For this reason, further developing a culture of inter-agency communication and cooperation is an intrinsic task.

Further developing inter-agency communication

In addition, there is the vertical division of powers of integration policy in federal Austria. As part of the indirect federal administration, the states are responsible for the practical implementation of settlement and residence details and, in the main part, also have mission statements, prospects and their own integration programmes. Larger authorities often tread similar paths and develop their own ideas about successful integration policy.

Continuing to
strengthen the
institutional anchoring
of integration and
migration

The public discussion about adequate institutional anchoring of migration and integration is normally abbreviated to the question of whether an independent ministry should be established or whether the agendas within the Federal Ministry of the Interior are adequately dealt with. However, the demand for a new institutional setting greatly overestimates the significance of the structural embedding of migration and integration policy as a result. In many cases, it is less the institutional structure (in terms of polity) which decides the success or failure and more the action of individual people, who use political leeway, emphasise the main points and convey an effective power to integration policy.

For this reason, the Expert Council views the much-heard demand to found an independent ministry of integration with scepticism, as this would demand the consolidation of fundamental competences and authorities dealing with integration policy. Whether this consolidation is possible can and must be doubted – in terms of real politics in light of the ever-present persistence for the distribution of political competence. However, if a new ministry were to be created, which dealt with issues of integration as its core or additional service, and such a ministry also obtained competences and resources relevant to integration policy which guaranteed the capacity to act, then such an institution would be possible. In any case, integration ministries abroad that do not have the relevant resources and institutional anchorage have proven themselves to be somewhat unsuccessful (France, Denmark) and have also been disbanded in the meantime.

Coordination and
agreement as the
central tasks of
integration

If the State Secretariat for Integration and the connection to a competent ministry remain as is currently the case, then integration policy can continue to be dealt with seriously and whole-heartedly. The coordination and agreement of the various efforts in the field of integration as a central field of duties is important. Integration policy is not operated by one single source. But rather by many, including professional and state-authorized participants. In this case, the Advisory Committee on Integration serves as a networking platform, whose procedures should and can be further optimised. In any case, the Expert Council suggests reflecting critically on the significance of integration coordination in the federal state and in subject matters provided by some ministries, while introducing steps which improve the given institutional structure.

From project to control structure

Many measures in the field of integration politics are still currently being implemented through projects. In the given structure, the support of individual projects is the most effective way to launch a huge range of initiatives throughout the country and create customised propositions.

However, projects always have an expiration date and uncertain financing; the project ends just as competence has been acquired. In contrast, control structure also means long-term financing, successfully evaluated projects and the accumulation of pertinent competence by the responsible institutions.

Avoiding later
 corrections of
 integration-political
 failures

For this reason, the Expert Council suggests integrating successful support of individual projects into an existing control structure and exploiting the acquired knowledge. The fact that this is connected with an increase in the budget for integration-political measures appears to be both self-evident and necessary. A second obligatory year of kindergarten for all those children that require increased support, to name but one example, justifies the funds if new opportunities for stable gainful employment are facilitated as a result. The University of Vienna, which deals with the education of Islamic clerics and as such performs additional and important socio-political tasks, can rightly request additional resources. In the long term, these costs are only ever a fraction of any sum incurred by a subsequent correction to integration-political failures.

Seamless integration and migration policy

In contrast to integration policy, responsibilities and competences to control immigration and, consequently, the question of entry to the territory of the Republic of Austria are clearly and unequivocally concentrated on a federal level. The Federal Ministry of the Interior is the central ministry here. It makes decisions about the rules and conditions of immigration, residence and settlement. However, it should be taken into consideration that the political discretion of the national legislator is severely limited due to European and international provisions, especially in the field of inter-European migration and flight and asylum. Technically speaking, the Federal Ministry of the Interior only has autonomous discretion with regards the immigration of third country nationals. However, this must be reconciled with the interests and duties of other ministries: If the immigration of third country nationals is due, for example, to labour migrations, then the Ministry for Labour, Social Affairs and Consumer Protection is accorded a special significance as this ministry is responsible for the question of who should have what access to the labour market.

Objectivity due to
 nuanced view about
 asylum, migration
 and integration

On a political level – and increasingly in public debate as well –, the various themes of asylum, migration and integration have become separated from one another in the last few years, which has enabled objectivity to be achieved. However, the different forms of migration and integration are closely linked in terms of content. The form and purpose of immigration provide an immediate framework, within which integration processes take place. Highly-qualified immigrants face different challenges than, perhaps, low-qualified immigrants. For this reason, the Expert Council must attach more value to the interactions of integration and migration, expand its task to that effect and reproduce this expertise in its personnel within the Council. In this context, the Expert Council draws attention to the necessities which arise from contemplating integration policy.

Red-White-Red Card
 as a flexible and
 generally attractive
 control tool for new
 immigration

The Red-White-Red Card is a flexible and generally attractive control tool for the initial immigration process of third country nationals. It provides a classification of new immigrants into key manpower, people with shortage occupations and highly-qualified people. In particular, the option for highly-qualified people to enter the country without the promise of a job, search for a workplace and then applying for a Red-White-Red Card is a paradigm shift in employer-defined immigration. The

Further develop the Red-White-Red Card

privileged entry of students from third countries who are able to work during their studies and are then awarded six months of residence afterwards to search for a workplace befitting their training is also a novelty. Nevertheless, the Expert Council suggests investigating whether the comparably short search period of six months is sufficient (in Germany, the graduate is afforded twelve months) and whether the restriction of residence to graduates of Masters, diplomas and doctorate degrees is wise and logical. Instead, the Expert Council considers it in conformity with the system that Bachelor's graduates also get the right to remain in Austria after their studies to search for a workplace. The comparably high starting salary needed to obtain a Red-White-Red Card, which is non-standard for graduates of many degrees, must also be urgently reviewed. In the same way, it should be taken into consideration that entry into a professional career frequently occurs through special-order contracts and freelance service provision contracts, which is not permitted within this current regulation.

Significance of EU migration for integration policy

In the past few years, immigration from the EU has significantly changed the migratory events in Austria. The pattern of immigration, which was dominant in the 1960s and 1970s, of migrant workers and their relatives from Turkey and former Yugoslavia has no longer been the reality for more than 20 years. Since the beginning of the 21st century, immigrants have come predominantly from the adjoining EU countries, particularly Germany. It is necessary to take this new dynamic into consideration in terms of integration policy. Integration policy will have to give greater consideration to EU citizens when developing future integration measures, as some of these people face similar integration challenges as third country nationals. Due to the differing framework conditions, precise offers must be developed. This should promote participation and conform to the differentiated requirements of the immigration groups of today and tomorrow.

Integration begins in the country of origin and ends with the attainment of citizenship

Integration from the beginning

Integration from the beginning ranges from pre-integration measures in the country of origin through to the attainment of citizenship. The learning processes must be coordinated as part of a curriculum. There should not be integration measures as the whim takes and in line with party political opportunities. Instead, they should be conceptually thought-out and step-by-step. This process always concerns all sides of the immigration society, the immigrants, those already residing and the institutional framework of the country. The objective of *integration from the beginning* is to speed up successful participation in the central spheres of society.

Conveying the Austrian welcoming culture abroad

In specific terms, the Expert Council suggests the creation of integration representatives in selected countries of origin. If you want to provide potential immigrants with specific information about the opportunities and challenges of life in Austria, then a relevant structure for this must be set up. Ideally, in the embassies, a delegated employee should take over the function of an integration representative, either in a full-time position or as a secondary function.³ An integration representative takes an important role in providing information about the living prospects in Austria, should fairly and openly provide advice to applicants and spread the Austrian welcoming culture which is still in need of further development.

³ The cooperation between the Austrian Federal Ministry of the Interior (BM.I) and the Austrian Foreign Ministry (BMeiA) at the embassy in Ankara can be taken as an example here, where an integration representative delegated by the BM.I has been working since January 2013.

Reinforcing the initial information provisions

In the same way, the suggestion is made to set up Welcome Desks. The Austrian Integration Fund (ÖIF) is currently in the process of creating an extensive as possible range of initial information centres. With these Welcome Desks, the government is supplementing the individual regional or local provisions, which differ greatly (e.g. initiatives by the cities of Vienna and Graz). For this reason, we recommend working together with the federal states to coordinate the provisions. The Welcome Desks are specialised advice facilities to make it easier for new immigrants to enter Austria. They provide information about the most important matters about life in Austria, provide valuable advice about the initial official channels that are needed and give support in the search for a suitable language course. The Expert Council recommends ensuring connections and cooperation between the standardised Austria-wide provisions by the government and the regional and local provisions, such as those provided by cities and local government authorities. The Expert Council also suggests monitoring and recording the specific work procedures and customer requirements of the Welcome Desk over a longer period of time. This evaluation should identify what information is typically required and what types of processing generally arise. On the basis of this information, the fields of responsibility, minimum staffing levels and processes can then be further specified. The medium-term objective of such a measure would be the development of minimum standards, fields of responsibility and funding for such Welcome Desks.

As an important contact point of the host society, it must be ensured that the institutional framework supports and provides the notions of the welcoming and service culture. For new immigrants, the initial official contact points both in Austria and their country of origin are virtually the business card of Austria, through which an initial impression is conveyed about the institutional culture of the country. The Expert Council recommends continuing to develop the welcoming and service culture in the authorities that execute the Settlement and Residence Act (NAG), undertaking the relevant conceptual considerations and implementing measures on the basis of model projects.

Organisation of orientation and language courses as the key to successful stories of integration

For learning German, the organisation of orientation and language courses is a key to successful stories of integration. Many immigrants already take advantage of the extensive range of language courses. For this reason, it seems wise to organise special orientation courses subsequent to or in addition to the language courses, which are offered as part of the integration agreement. These orientation courses contain issues of co-existence and information about the structure and functions of the Austrian government, together with the fundamental values of the legal system which form its basis. The provision of basic knowledge about the Austrian legal structure and the answering of any open questions that arise from the experience of people with different migratory histories coexisting are to remove any possible breakdowns in the integration process. The curricular combination with the languages courses would enable those immigrants to be reached, who are already residing in Austria and are “entering” the integration process – in the complete sense of *Integration from the beginning*. The Expert Council suggests examining and evaluating the provisions that already exist in the federal states to define a standard.

Checking the institutional structure of equal treatment and anti- discrimination

Finally, the Expert Council suggests checking the current institutional structure of equal treatment and anti-discrimination. In particular, it must be clarified whether these measures are sufficiently effective and known and accessible against the background of the different target groups. Currently, equal treatment is distinguished between men and women, groups of people in the working world as well as other groups of people in other sectors. The Office for Equal Treatment itself is anchored in the Federal Chancellery, together with the field of discrimination against foreigners. In the actual activity of the State Secretariat for Integration, this has increasingly developed over the past few years into more of an initial place to go for alleged or real infringements against equal treatment due to ethnicity. For this reason, the distinction from and the division of labour with the Office for Equal Treatment must be undertaken with more precision than is currently the case.

Improving monitoring

Every good policy requires both a clear planning foundation as a starting point and monitoring to be able to deduce successes and failures from it. In such an ideologically motivated field as migration and integration policy, evidence-based policy is important and compelling. In this field, Austria has well-developed migration statistics, which can provide highly reliable information about figures relating to the population size, taking into account changes and developments. There is also an integration monitoring system which has been set up for several years. This national monitoring system is considered internationally to be very well-developed and an example of good practice.

Evaluating integration monitoring

Nevertheless, the national system should also be further developed to observe long-term integration processes on a continual basis and monitor the results of the Zaragoza process. The Expert Council for Integration recommends that the integration monitoring system undergoes an evaluation in 2014. After five years of operation, the indicators should be critically reviewed to separate those that are still practical from those that need to be supplemented or replaced. In doing so, the connectivity to the existing system should be preserved, but coupling to a European system should also be possible.

2.2 Recommendations about the fields of action of the National Action Plan for Integration

2.2.1 Field of action of

Language and education

Language facilitates access to education

Fairness of opportunities and equal opportunities are considered the priority and necessary prerequisite for all people living in Austria. An important foundation for this is language, which facilitates access to education. For this reason, the acquisition of German, as well as (possible) multilingualism that has been brought along, should be encouraged in a way that enables training courses to be successfully completed. This objective applies to all age groups and different social ranks and walks of life.

However, education does not stop at the school gates. Instead, it should be understood as a life-long learning process. This fact should also be taken into consideration when creating services to support migrants of an older age.

German as a multiplier of integration

Other important aspects of equal opportunities are respect and acceptance – acceptance of diversity and respect for foreign people. In order to be able to understand human rights and the moral values, which form the basis of co-existence in Austria, and to live these in further consequence in everyday life, knowledge of German with its function as a champion of integration, especially on the labour market and in intercultural dialogue, is essential. Communication forms the basis for social participation in Austria. At the same time, learning other languages (English, languages of the neighbouring countries, etc.) is also very important.

In addition, accompanying measures must be taken with regard to the reduction of prejudices and discrimination in the field of education and in institutions. This is to be achieved by providing information about the generally valid values as timely as possible. This should be an overall package of educational and language promotion measures, which guide people in Austria towards acceptance and respect.

The facts show clearly that Austria's classrooms are characterised by diversity. In the 2011/12 school year, about 19% of the total of 1.15 million students in Austria had a different ordinary language than German.

About 19% of students in Austria have a different ordinary language than German

With over 40%, Vienna topped the statistics of the federal states. However, this does not immediately mean that these students have not or have inadequately mastered German or are multi-lingual; it simply means that they stated a different language to German as their first language. But at the same time, a disproportionately high number of students without German as a first language leave the educational system without passing their compulsory education.

While the proportion of children without German as a first language is highest in the compulsory education sector, it is relatively low in *berufsbildende höhere Schulen*, i.e. vocational schools with higher education entrance qualification (BHS), and *allgemeinbildende höhere Schulen*, i.e. secondary academic schools (AHS). This makes the discrepancy in educational biographies visible because it means that access for such children to these vocational schools and secondary academic schools seems to be more difficult.

The multitude of students without German as a first language and with a huge range of cultural backgrounds presents the Austrian educational system with major challenges. Their solution seems currently to be in compensating for these difficulties with corrective support measures. The *Lerncafés* – study cafés operated by Caritas together with many other project-based facilities provide this support.

Expanding early linguistic support in institutional childcare facilities

Expanding early linguistic support in institutional childcare facilities seems to be more significant than a “repair measure” at a later point in time. Since the agreement as per Art. 15a of the Federal Constitution Act (B-VG) came into effect, concepts for the support period of 2012-2014 have been submitted by all nine federal states. These are currently being implemented. Up to August 2013, about 7 million Euros have been distributed from the 15 million Euros of federal funds provided for the entire support period. The results of the first evaluation are still to be seen in order to then build upon them and further develop the early linguistic support throughout Austria to meet international standards wherever possible.

Beyond the previously stated advantages of early linguistic support, it should also contribute to students achieving a greater success in their school education in the long term and, above all, reducing the number of school dropouts. Because students with a migrant background were also considerably above the Austrian average (about 8%) in this sector in 2012 with about 19%.

Changes are being made to the Austrian Compulsory Education Act as of the 2013/14 school year in order to react in a timely fashion here (as regards any school dropouts) and show both students and their parents the consequences. As part of a 5-stage plan, students and teachers will agree on the fundamental rules of cooperation at the beginning of the school year – in the sense of a culture of agreement in schools. By means of an early warning system, parents or guardians will be included early on. The doubling of penalties clearly shows that infringements in terms of compulsory education are not just a trivial offence. Instead, they are a massive encroachment on the future changes of young people.

The measures to allow post-completion of compulsory education or training – a sector with investments of 54.6 million Euro (2012-2014) – are expressively welcomed. Great attention should also be given to this field in the future.

Introduction of a
mandatory second
year of kindergarten,
particularly if children
do not speak
German

The consensus is that language promotion should be guaranteed in Austria, made accessible to all students and further developed in terms of quality, both in research and practice. Scientific findings prove that language promotion must be introduced as early as possible and then regularly and continually further developed. In doing so, it is important to use the intuitive learning phase in particular (2 to 4 years of age). For this reason, the Expert Council continues to recommend the introduction of a mandatory second year of kindergarten as a condition for attending school, particularly if children do not speak German. As a result, children from uneducated backgrounds are also reached (together with speakers of dialect) and supported from the beginning, in accordance with the educational requirements of the 21st century. The possibility of early, targeted promotion of communication and language would particularly benefit children with a non-German mother tongue. This approach has already been proven in the model regions of Salzburg and Lower Austria. A further model region, Graz, will be added from the 2013/2014 school year.

Targeted support of
the link language in
the control structure

A suitable support model must also be found for children who do not have sufficient German skills upon entering the school system to follow lessons. The objective should be that these children speak such good German after this support measure that the language of instruction is no longer an obstacle for a successful educational career. Multilingualism should be considered a valuable resource. Due to the multitude of languages spoken in Austria, promotion of the link language should be given precedence in the standard structure. Opportunities to consolidate multilingualism should also be provided.

The linguistic support of foreign entrants to the Austrian school system and adults should be modular. It is also necessary to create a targeted support programme which takes into account and is based on the previous language experiences of each individual. The support programmes should be adapted to the relevant living situation, which is achieved well in the existing models of *Mama lernt Deutsch* and *HIPPY* in the field of adult education. Such approaches must therefore be urgently and extensively promoted further.

It must be highlighted that the acquisition of a functionally adequate communicative competence is important for everyone. The opportunity to acquire a better communicative competence must be offered to all disadvantaged children (and adults too). This is a social phenomenon that also affects "genuine" Austrians, not just migrants. For this reason, everyone living in Austria should be shown the significance of education in interaction with German through awareness-raising and publicity measures. On one hand, a certain identification can be achieved through personalities, who are known in communities and the mainstream society. On the other hand, it is also a good opportunity to create more tolerance and appreciation on the part of the majority population.

A shift from
compulsory
schooling to
compulsory
education

Furthermore, the Expert Council supports the efforts to supplement or replace compulsory schooling by compulsory education. The number of young people, who leave the educational system without completing their compulsory school or passing any further training, must be reduced as a matter of urgency.

The desire for the introduction of compulsory education means that compulsory schooling ends when the student has mastered clearly defined skills, rather than at the end of nine school years. This measure draws on the central school/profession interface. Subsequently, more young people with a migrant background could be obtained for skilled trades through such a further development of the educational system. Because although many training companies are already complaining about a lack of new blood, young people with non-Austrian citizenship only accounted for 7.7% of the apprentice population at the end of 2011.

Targeted language promotion in companies

The reality of the everyday working life emphasises ever more clearly the necessity for targeted language promotion in individual companies. The Expert Council sees a need particularly in the field of training companies, but not just here. It seems urgently necessary to make companies become aware of the significance of technical language promotion and to create courses, which correspond to these requirements. A promotion of technical terminology as part of the vocational educational system and through inhouse measures and services for companies is considered practical.

Making educators become aware of the challenges of migration and integration

Educators must be provided with all the competences made necessary by the diversity in classrooms as part of their further training and higher education. Raising awareness with regard to the challenges of integration and migration, which transcend far beyond the language, seems imperatively necessary. In addition, the fact that competence in German as a foreign language or second language are needed at least at a basic level in all subjects in every day lessons should also be taken into account. With the redesign of educator training, the learning opportunity in this field could soon be widened for young teachers. However, provisions for extra-occupational training dealing with the pedagogy of migration should also be created and further developed for educators who are already trained or trainers in the field of adult education.

In addition, educators at schools in the future should be given more access to support staff (school social workers, school psychologists, psychagogues, etc.). This extension of resources in the control structure should also offer room for increased talent development, through which the development of the individual talents of all students is strengthened.

2.2.2 Field of action of

Work and employment

Paid and permanent
gainful employment is
a core element
of participation in
social processes

Paid and permanent gainful employment is a core element of participation in social processes. Gainful employment ensures income and enables structured and social interaction with other people with and without migrant backgrounds. As a result, social integration and the improvement of German language skills are almost natural consequences. For this reason, the Expert Council for Integration considers the increase in the gainful employment of immigrants to be a fundamental target to ensure successful integration. To achieve this objective, a combination of measures is required, which responds to the particular requirements of the young person, the people at their peak working age and the older workers in their respective local environment.

Increase in
immigrant
employment

With 66% in 2012, the employment rate of 15 to 64 year olds with a migrant background was considerably less than the employment rate of the population without a migrant background (74%). One of the fundamental reasons for this is the still lower labour participation of women with a migrant background, which was 59% in 2012. In comparison to this, 70% of women without a migrant background were employed. For this reason, many measures are increasingly targeting the increase in labour participation of women with a migrant background, such as the *Mentoring for Migrants* programme. Considerable progress can be seen between the first and second generations in participation in working life and success achieved in one's profession. Blue-collar workers make up around 47% of members of the first generation, while the rate approaches 30% in the second. Consequently, the second generation is becoming similar to the population without a migrant background, as these latter workers constitute 23%. Differences can also be determined between the generations within specific industry sectors. For example, only 14% of first generation migrants work in trade, while this figure is already 25% in the second generation. However, this also reflects the economic structural change towards the service industry, which is normally connected with social advancement for migrants.

Equal opportunities
on the job market

The Expert Council considers qualifications, language competence, good health and a high level of motivation to be fundamental conditions to apply successfully for a workplace – social or regional background must not and should not play a role. In this sense, the guarantee of equal opportunities on the job market is an essential target.

Austria should benefit from the social diversity of the labour supply

Ultimately, it is necessary to take advantage of the demographic and human resources of the population with and without a migrant background. In the coming decade, the number of people retiring will be considerably more than those entering from the education system. It is in the interests of the business location of Austria to exploit existing potential and make as many people as possible “fit” for gainful employment. In doing so, the multilingualism that is available in Austria should be used. The export nation of Austria should benefit from the social diversity of the labour supply and use this for its foreign trade relations. However, it is also necessary to recognise the qualifications that migrants already hold, further develop these and use them for gainful employment. In 2011, 18% of the working population in Austria who were born in third countries and had a tertiary education pursued a job which only required a low or medium qualification (Biffi: *“Diskriminierung im Rekrutierungsprozess verstehen und überwinden”*). However, the latest studies show that, in Austria, foreign-born men with a university degree are less frequently employed in a job for which they are overqualified than Austrian-born men with the equivalent education (Biffi: *“Recognition of qualifications of citizens of another EU member state”*). Nevertheless, the existing problem of being overqualified has been recognised by the Expert Council for Integration. In 2012, an extensive range of information, consisting of an informative website and a brochure, was created with the help of cross-competence cooperation (State Secretary for Integration, BMASK, BMWF) and the process of recognising academic qualifications was simplified with the 5-point programme. From this cooperation, the *Netzwerk Anerkennung* platform was created at the end of 2012, to which virtually all local authorities, social partners, professional interest groups and others belong. The Expert Council welcomes this cooperative approach to this problem which affects society as a whole. In the same way, the creation of central Welcome Desks by the Federal Ministry of Labour, Social Affairs and Consumer Protection (BMASK) is being welcomed in four Austrian cities, which make the first steps towards professional recognition easier for migrants.

Recognition of existing qualifications

Reduction of the number of young NEETs

In addition, further measures will have to take into consideration a European trend: the growth of the NEET group. In 2010, there was 12.8% or 7.5 million young NEET people in the EU. In a study by Eurofound in 2011, it was discovered that “young people with a migrant background are 70% more likely to become a NEET than nationals in their country of origin.” Although Austria has a relatively low youth unemployment rate, this does exhibit differences: The unemployment of young people aged less than 19 with non-Austrian citizenship was considerably higher in 2012 than that of young people with Austrian citizenship (6.2% versus 4.7%). Among the 20 to 24 year olds, the rate is higher, but relatively balanced (9.7% versus 9%). However, this should not hide the fact that certain immigrant groups have major job market problems.

Interface of family and job

The interface of family and job is given particular attention, particularly for new immigrant men and women. On one hand, it is necessary to rapidly create an overview of the social support structures for families (family consultation). On the other hand, a bridge between people with and without a migrant background and the public authorities must be made using home visit programmes.

Enable evaluations of non-academic qualifications

To face these challenges, there is a multitude of approaches available: In effect, recognition is only available for a small proportion of qualifications as such a formal recognition only exists for regulated jobs. For this reason, opportunities must be created to “translate” qualifications of all kinds into skills that can be evaluated by the job market. One opportunity would be to evaluate qualifications. One best practice example is the evaluation carried out for academic qualifications by ENIC NARIC (BMWF). In 2012, more than 2,600 academic qualifications, which do not lead to a regulated job and can therefore not be recognised (accredited), were evaluated using professional expertise. In 2011, another 2,073 such evaluations were carried out. Another opportunity is provided by the introduction of “professional cards”. The *engineerING card* should be mentioned as the best practice example here, which is currently valid in Germany and the Netherlands. This job ID card for engineers was developed by FEANI, the umbrella organisation of European engineering associations, and by the Association of German Engineers. The *engineerING card* is issued in the country of origin and is intended to certify the holder’s qualification and, as such, their right to carry out their profession. As a result, a recognition procedure in the destination country should become superfluous. Alternatives of this type offer “holders of qualifications” a rapid and unbureaucratic solution to the suitable use of their qualifications. For this reason, the Expert Council recommends making evaluations possible for non-academic qualifications too. With regard to the upcoming change to the Professional Qualification Directive 2005/36/EC, with which job ID cards are being introduced on a voluntary basis for all professions, a cost-benefit analysis should be carried out to determine whether introducing the ID cards is also suitable in Austria to accelerate or replace the recognition procedure. In a pilot project, ID cards could initially be introduced for traditionally mobile professions such as engineering, as the network of FEANI and their experiences with the *engineerING card* could be accessed.

Consolidation of responsibilities in the field of recognition

Where a formal recognition is still required, simplification would be practical. To do this, a “streamlining” of the responsibilities and connected bureaucratic hurdles are needed. For this reason, the objective is to set up a one-stop shop for the recognition of foreign qualifications. Existing structures should be used and the existing non-state advice facilities for migrants should be connected with the official offices responsible for recognition (geographically) so that advice on recognition and formal recognition or evaluation is available from one single source.

Formally recognising non-regulated profes- sional qualifications

In addition, opportunities should be created to have non-regulated professional qualifications formally recognised. A separate legal basis should be provided for this, if it is first guaranteed that such a law can be implemented effectively (for relevant responsibilities, existing personnel and much more). As part of such an evaluation, consideration should be given to further simplifying the existing recognition procedure. According to the *5-point programme for improved professional recognition of academics*, a shorter procedural duration and – where possible – the introduction of shared agencies is also recommended for the recognition of non-academic qualifications, as was initiated last year in the field of medical universities.

Informal and non-formal competences

As well as regulated and non-regulated qualifications, there are also so-called informal and non-formal competences. Knowledge and ability are connected with non-formal and informal competences. However, neither informal nor non-formal competences can be recognised and are therefore excluded for exercising certain professions. In particular, informally acquired competences often remain undiscovered – for want of written evidence. For this reason, the Expert Council for Integration supports a recognition procedure for informally acquired competences, which should be recognised and evaluated and can be offset against further education. In this way, key competences can be checked, for example. And on the basis of these checks, the usability for a certain job can be defined. In addition, work trials or references can be used as proof of qualification and evaluations can be made on the basis of these by professional representatives. The *Du kannst was!* project should be mentioned as a best practice example. This project is offered in cooperation with the Austrian Chamber of Commerce (WKO) and the Chamber of Labour (AK) in Upper Austria Salzburg and in Burgenland and enables people who have practical prior knowledge but no formal professional qualifications to complete a final apprenticeship examination in a selected apprenticed profession; the existing competences are counted. The Expert Council welcomes initiatives of this kind and recommends expanding this project throughout the whole of Austria and also recommends consulting work references as decision-making bases in the recognition procedure. Furthermore, the Expert Council suggests designing a system to validate competences, which have been acquired informally (often at the workplace) as an integral component of a lifelong learning system. Such a system could be linked with individual education accounts and alternative financing models in the sense of a public-private partnership. In doing so, it is also necessary to take into consideration language promotion within companies, which seems especially practical for the field of technical language (teaching, skilled work).

Increase in the awareness of diversity in Austrian companies

The Expert Council recommends increasing the awareness of diversity in Austrian companies, particularly in SMEs. The *Charta der Vielfalt* – the charter of diversity which was launched by the WKO and the Austrian Chamber of Commerce in 2010 should be mentioned as a positive example here. The *Charta der Vielfalt* is a voluntary obligation of Austrian companies, institutions and organisations “in order to appreciate all members of society – irrespective of gender, age, origin and skin colour, sexual orientation, religion and ideology, as well as physical and mental skills.” As well as companies and the economy, employees are also incorporated into this process, for example with an initiative to increase diversity in representative bodies.

In 2012, 9.7% of the 764,300 working migrants were self-employed. Among the majority population, the proportion of self-employed was 14.1%. Although the difference is not very great, the proportion of freelance migrants would still be greater if these were better informed about the legal conditions for company foundations or knew where to obtain this information. Austria would benefit from a higher rate of self-employed migrants as these often bring with them innovative approaches and new knowledge. For this reason, migrants should be provided with more information about the opportunity of company foundations and the start-up subsidies.

Increase the rate
of self-employed
migrants

Legal obstacles in accessing the market – such as the requirement of a certain nationality – should be first analysed and, if appropriate, eliminated.

Increase the rate
of self-employed
migrants

The transition from school into the working life is a critical time for young people in general and as such for young migrants and young people with a migrant background. A decision has to be made, which steers life in a specific direction. Since parents with and without a migrant background often do not have an overview of the complexity of the Austrian education and training system, they normally find it difficult to provide support for their children in selecting their professional direction. In turn, young people with and without a migrant background are faced with an overwhelming flood of information and are easily overburdened by the question “school or job?” at the age of 14 or 15. For this reason, the mandatory “professional guidance” course was introduced into the curriculums of lower secondary schools and the lower grades of secondary academic school (AHS) back in 1998.

Professional
guidance as an
opportunity

The course can be organised however the schools want, but there is often a lack of trained teaching staff. The successes and acceptance of this mandatory course have not yet been evaluated. For this reason, the Expert Council recommends an evaluation of the professional guidance course in the first instance. In particular, the question about target group focus must be answered. In addition, a generally accepted curriculum should be compiled for the mandatory professional guidance course, to avoid cancellation. Considerations should also be made as to how families can be incorporated into these courses. The provisions by schools could also be supplemented by a buddy system, with which graduates of a school (alumni) could help younger students with their decision and provide advice. The inhibition threshold towards somewhat older young people is lower than towards adults. Such a buddy system could be organised as a voluntary commitment, whereby an opportunity is also opened up for the buddies to support society and become active as volunteers. A best practice example here is the NEBA *Jugendcoaching* network of professional assistance.

Repeating final
compulsory
education
examinations
free-of-charge

As regards the increasing number of NEETS in Europe, particular attention must be given to ensuring that young people with and without a migrant background achieve an educational level which provides them with “protection” against unemployment as it were: the higher the level of education achieved, the lower the probability of becoming unemployed. The Expert Council recommends continuing the *Federal-State Agreement about the promotion of courses for adults in the field of basic training and the provision of basic competences*, which has been initiated by the Federal Ministry of Education, Arts and Culture (BMUKK) and which enables young people to complete their compulsory education after leaving school past 2014 (the end of the subsidy period) and secure financing.

2.2.3 Field of action of

Rule of law and values

Values of the Federal
Constitution as a
basic consensus of
our co-existence

The Austrian state guarantees order and freedom and permits free development of all citizens within this predefined sphere of order and freedom. The task of the state is to form the boundaries of the sphere of order and freedom in social discourse and pay attention to the enforcement of those values, which underpin it and which have been created from a democratically legitimised and fundamental consensus. It is beyond question that every person has very personal concepts of values, which describe the desirable objectives and principles of human action. From the wealth of existing values, it was essential to draw attention to those which are necessary for a functioning community in light of the federal constitution. For this reason, the Expert Council recommended in an initial step in 2011 that the fundamental values of the legal system underlying the Federal Constitution be identified and explained. The result of this process was presented on the basis of the *Red-White-Red Primer "Co-existence in Austria"*. The Expert Council also requested that a target group-specific format was created to convey comparable reflective orientational knowledge to both new citizens and people who have already lived in Austria for a long time. This orientational knowledge was to be in reference to those legal foundations and attitudes, which underpin the peaceful and successful co-existence of people in Austria.

The objective should be that everyone understands this stable basic consensus of our co-existence in all areas of life, such as school, the workplace, collective activities, etc., and that it is made visible and recognised as a matter of course for daily life.

Reconciling
religious concepts
with a constitutional
social system

Austria allows everyone to practice their beliefs freely as part of the Austrian constitution. The Expert Council for Integration recognises that religious beliefs are very important to many people. This is then inoffensive if they can reconcile their religious concepts with a constitutional social system. The possibility of supported sectarian religious education in public schools in compliance with certain legal conditions sets an example for an Austria which is neutral and open in terms of religion. A successful contribution to clarify the relationship between state and religion focussing on the Muslim denomination has already taken place as part of an institutionalised dialogue (see *Intercultural dialogue*).

But with the increasing diversification of the religious communities represented in Austria, there are challenges which previously did not exist in the same form and which transcend the actual law pertaining to religion. The Expert Council for Integration suggests that the circumstances of religion should become more of

a talking point in the public and private sphere by state authorities, academics and religious representatives. The knowledge acquired from this wider discussion about religion should not only enter into religious and ethics studies. It should also be reflected in the labour law, in regional policy and in other legal matters.

Ultimately, the Expert Council continues to see an excessive gulf between the number of those who would actually already fulfil the criteria for obtaining Austrian citizenship and those who actually apply. The unawareness of important democratic and political rights does not encourage integration and is not in the interests of the Republic of Austria.

Attainment of
citizenship as the
endpoint of a
successful integration
process

According to rulings and opinions of the Federal government, the attainment of citizenship is the endpoint of a successful integration process. By further developing the citizenship law, the recognisable commitment of people who want to obtain citizenship should be taken into account. But at the same time, the growing gulf between the electorate and the resident population should be reduced. For this reason, the objective should be to further develop the citizenship law, so that those people who have found a new home in Austria and have decided to have their main place of residence in Austria in the long term can aim for and attain Austrian citizenship.

New citizenship
brochure

Therefore, the Expert Council for Integration also decided not only to recommend a revised version of the training material about citizenship, but also to actively collaborate in the design of its content to take a first step towards increasing the attractiveness of attaining citizenship. In comparison to its predecessor, the new citizenship brochure creates a balance between factual knowledge and the everyday reality of those people who apply for citizenship. To illustrate the interaction between the constitution and its underlying values, the citizenship brochure follows the *Red-White-Red Primer* in terms of structure. A website about citizenship has also been set up to provide more extensive and diverse information about the conditions of citizenship and the rights and obligations granted by it. The Expert Council recommends that the Federal states also use this web platform for their state-specific information. In general, the Expert Council for Integration suggests monitoring and evaluating the use and acceptance of this new Citizenship brochure.

In a next step, the previous citizenship law should be further developed so as to take the changed parameters in a mobile immigration society into greater account. In doing so, the question about the criteria for attaining citizenship needs to be clarified; the length of residence, social commitment, place of birth and integration progress should be at the centre here. As a result of the initial amendments (citizenship after six years in case of particular integration successes) to the Austrian law on citizenship, there was a fundamental anchoring leading to systematic and structural consideration of integration successes in the law on citizenship.

The Expert Council welcomes the modernisation steps that have been carried out to date with regard to the attainment of citizenship, but believes there is still further need for action. For logical reasons, further activities and incentives for the attainment of citizenship should be considered – not least due to the ever increasing number of EU citizens who have their main place of residence in Austria, but do not apply for Austrian citizenship.

Reflection about the
definition, nature and
value of citizenship

In light of a fundamental reflection, it is suggested that the definition, nature and value of citizenship itself and its legal drafting are systematically and deliberately investigated to support politics in their decision-making.

In addition, informative measures about citizenship should have the objective of ensuring that anyone who lives here in the long term avail themselves of the opportunity to take Austrian citizenship so they can take part in the political decisions that shape their lives and home. These measures should further raise awareness of citizenship. The central element of this awareness raising should be the provision of extensive information about naturalisation in publications, on the internet and at events.

2.2.4 Field of action of

Health and social issues

Ensuring need-based, effect-oriented and quality-assured health care for everyone

Health is a basic foundation for successful integration, as it defines how possible a person's participation in social processes is. The health care provisions are faced with the task of coping with the increasing diversity in society. The solidarity-based health care system must be further developed to be able to ensure need-based, effect-oriented and quality-assured health care for everyone.

In the past few years, the issue of culture-sensitive health care, which is also considerate of the specific requirements of a growing group of people with a migrant background, has moved to the forefront of political considerations about health care. The basis of the action is a *Health in All Policies* approach which transcends sectors and specialist fields. The increasing networking and collaboration makes clear that people with a migrant background as a target group are increasingly the focus of health policy and the creation of fairness of health opportunities is being awarded greater recognition. On a strategic level, it has been possible to raise awareness among the responsible institutions in our country and to sustainably effect fundamental developments in terms of the population with a migrant background, particularly within the Federal Ministry of Health (BMG) and Austrian Social Security.

Social security carriers as an important partner

In cooperation with significant leaders, many important incentives have been introduced and new ideas acquired during the implementation of the ten framework health objectives for Austria. As a result, the basis for future main focus points in the health and social system has been created. Social insurance carriers are also important partners in this respect. Their objective is to raise the awareness of migrants about health promotion and prevention through a demand-based and evidence-oriented range of services. For this reason, as part of an extensive cooperative process, integration has become a firm component in the targets control system of the Main Association of Austrian Social Security Institutions (*Balanced Scorecard*) and thus the focus on migrants has been ensured.

On a strategic level, important successes have already been achieved, which are to be continued and intensified in the future. At the same time, empirically verifiable challenges still remain.

People with a migrant background take advantage of preventive screening examinations far less frequently

These include encouraging the health literacy of people with a migrant background to make them experts of their own health. As a result, the awareness of preventive health measures should be increased, which will lead to long-term cost savings. In addition, the autonomous participation of migrants in health-related decisions should also be promoted. Statistics prove that people with a migrant background take advantage of preventive screening examinations far less frequently than the

majority population. As the health systems in the countries of origin are normally structured differently and more focussed on “cure” than prevention, many migrants have not yet sufficiently found their bearings in the Austrian health care system.

The *MiMi-GesundheitslotsInnen* project has shown how it is possible to empower people with a migrant background to look after their own health, responsibly and autonomously. Well-integrated migrants have been trained by Volkshilfe in Vienna to become multipliers of integration for health care issues. After they have successfully completed their 50 hours of training by experts, they pass on their knowledge in talks within their communities. In this way, they act as bridge builders, conveying information about health promotion, prevention and care in a culture-sensitive manner. This empowerment approach is attempting to replace the often incorrect view of migrants as victims with a new focus on their available resources and potentials. It is necessary to continue to build up such target group-specific low-threshold approaches in the future (e.g. by increasing the inclusion of migrant media and associations).

The socially disadvantaged are most affected by shortfalls in the health care system

In general, it can be determined that shortfalls in the health care system most affect the more socially weak. As foreign nationals are considerably more at risk of poverty than the domestic population, the aim must be to develop health services, which are also accessible for socially weaker people and migrants. Language barriers, lack of knowledge about the structures of the health system, cultural differences, a low socio-economic status and a lower educational level should not have a negative effect on the health care provisions of a person. But communication problems and a lack of knowledge about the cultural background can also contribute to important health information that is needed for appropriate treatment and the specific illness of the migrant population not being correctly recorded and inappropriate health care and medical under-provisions or oversupplies occurring. In addition, there is the assumption of considerably poorer compliance with medical advice and the right medication.

Incorporating culture-sensitive training into existing curriculums

To improve communication between people with and without a migrant background, the further training offered to staff must be extended to include culture-sensitive issues. For this reason, the Expert Council recommends introducing training focal points pertaining to this in the curriculums of medical and health care professions and technical medical services at federal level. The draft law to amend the Austrian Health Care and Nursing Act and the Medical-Technical Services Act is welcomed by the Expert Council as a first step.

More diversity among staff and reinforcing culture-sensitive nursing and care

As well as further training for existing staff, the proportion of workers with a migrant background must also be increased in the health care sector which is so important for social development. Through more diversity among staff, culture-sensitive nursing and care is being further reinforced. The creation of a service that focuses on the requirements of all patients is a challenging task for the health system as a whole. First and foremost, a basic condition is to determine the migration reality in the various institutions and to become aware of the resulting changes. The recommendation is to create mission statements for the health care sector, in which the diversity within our society and the challenges connected with this are clearly acknowledged. Through suitable diversity management for both patients and employees, better consideration is being given to the different expectations, reducing

Establishment of integration representatives in the Austrian health care sector

the potential for conflict. For this reason, the Expert Council recommends stipulating the establishment of integration representatives in the Austrian health care sector. The number of employees with linguistic and cultural competence must be increased and suitable written and audiovisual information must be provided to reduce misunderstandings.

This will improve communication, which is a basis for appropriate medical care especially in the field of mental health. A basic element of achieving this objective is the installation of appropriate case management, which can alleviate or even solve problem situations in terms of understanding, comprehension, information and compliance with interventions through case-specific work. Efforts by the social security carriers could be a first approach to this.

Providing written and audiovisual information

Another focus must be placed on older people, whose proportion of the general population is constantly growing. At the same time, the family and household structures are changing. The social network of support and care is disappearing with increasing frequency. For this reason, the need for professional specialists in long-term care will grow. As there will be increased competition for well-educated workers in the health care sector within Europe, proactive attempts should be made to recruit migrants for work in all specialist sectors and their admission into the Austrian job market should be made easier with qualification measures and support in verifying qualifications acquired abroad. Despite the welcome initiatives in this field in the last year, the Expert Council for Integration believes that there is still a great need for action.

A successful example of this is the *Migrants Care* project, being carried out by the Federal Association of Non-Statutory Welfare Services (BAG). In this connection, people with a migrant background have been told about job opportunities and prepared extensively for carrying out qualified support and nursing professions. The project shows clearly that migrants are very interested in taking up jobs in this industry. It is necessary to further pursue these measures because the standard of care provided can only be improved when migrants are given enough support upon entering the Austrian job market.

Children and young people with a migrant background are often exposed to considerably higher risks of physical, mental and social health problems

Furthermore, the existing potentials in our society must be used more in order to guarantee comprehensive culture-sensitive care for all people in the future.

Among other things, it is necessary to attract medical students to stay and work in Austria after completing their studies, thus counteracting a brain drain. To be able to cover any possible increased demand, considerations should be made about including this professional category in the list of shortage occupations. The inclusion of the profession of certified nurse into this list in 2013 was a first important step towards this.

Children and young people with a migrant background are often exposed to considerably higher risks of physical, mental and social health damage. For this reason, they require our special attention. Targeted early help in childhood can have a positive effect on the quality of life, socio-economic situation and health of a person far into their adult life, meaning it has a major potential to create equal health opportunities.

The return on investment for measures in early childhood is up to 1:16

According to estimations, the return on investment for measures in early childhood is at least 1:8, rising to 1:16 for socio-economically disadvantaged children. This would mean that every Euro invested in the “Early Help” module would bring an 8 to 16-fold return. Adults and legal guardians must be provided with support as early as possible so they can care for their children well and create a positive relationship with them. With a special additional range of courses and information, which is provided as part of the Mutter-Kind-Pass examinations among other things, the subsequent educational situation and social cohesion within society can be positively affected.

Modernisation of school medical examination documentation

To be successful in the long term, care provided by the school medical team must also be improved in Austria. Currently, there is a major imbalance between compulsory schools, state-run schools and vocational schools due to the fragmentation of responsibilities. Care by the school doctors in compulsory and vocational schools is considerably poorer. However, it is these very school types which are very frequently attended by non-German speaking students. Furthermore, the surveys carried out about the dental condition of children over the last few years show that people with a migrant background and those who have not passed their Matura school leaving examination require the most treatment. This makes it clear why efforts should be made to further develop the current school medical examinations into a standardised preventive examination. The Expert Council recommends modernising the documentation of school medical examinations so the statistical findings can be used in the best possible manner in the future.

2.2.5 Field of action of

Intercultural dialogue

Integration as a compromise between people with different cultural traditions, opinions and religious positions

Intercultural dialogue has a long tradition in Austria. Whether for the recognition of ethnic groups or religious communities – it has always been possible to create a framework for meeting and dialogue. This dialogue did not and does not take place disconnected from social and socio-political issues. Ultimately, it is embedded in the prevalent understanding of integration. The Expert Council does not consider integration to be purely insertion into an existing social structure. It views it far more as a compromise between people with different cultural traditions, opinions and religious positions. Intercultural dialogue, as a personal discussion or communication through media, has this understanding of integration as its basis.

Continuation of the dialogue

An important approach to improve intercultural dialogue is dialogue between religions. For this reason, the Expert Council welcomes the institutionalised exchange with the Islamic faith in Austria, which has been carried out in the last year. The initial results of the *Dialogue Forum Islam* are available and should be implemented. The University of Vienna has already made institutional provisions to create a university-level degree about Islamic theology and offer this as a course. The question of financing for this course on Islamic theology, which is to be set up from 2015, should be clarified. The suggestion is to continue and stabilise the dialogue with representatives of religious communities, as well as with officials of migrant interest groups. The Expert Council views continuation of the dialogue to be a practical measure to identify problems in good time and institutional process of participation. Such an intensive dialogue can focus on specific issues about the subject as well as providing a place for general exchange of information.

Welcoming culture in intercultural dialogue

The development of a welcoming culture is also an important aspect of intercultural dialogue and must be a central objective for a new federal government. Only those who feel welcome and not discriminated against in Austria will have an incentive to take part in society and become a part of it.

The significance of media in intercultural dialogue

In the field of media, positive developments have been observed over the last years. Measures by media to get more people with a migrant background interested in media professions and ease their entry into this professional field are already producing visible effect. In addition, the major regional media with their considerable scope and their great political and cultural influence should take this chance to expand their staff.

The development of a glossary with integration-relevant terms and the establishment of a *journalist prize for integration* has also been promoted. With regard to the responsibility of the media in intercultural dialogue, a *code of conduct*, as recommended by the Expert Council in 2011, has still to be established. This

Self-commitment as an important contribution of the media

self-commitment would be an important contribution by the media in order to raise awareness of its own dealing with migration and integration. The code of honour of the Austrian Press Council already includes fundamental principles, such as the protection against blanket vilification and discrimination and the slandering of religious teachings. In addition, in line with the example set by the German Press Council, consideration should be given to expanding these principles, whereby reference to the origin of an offender is only permitted in crime reports if there is a causal connection between the crime and origin.

Better depict the everyday reality of immigrants in Austria

An analysis of quantitative data (particularly the study from 2012 Hajek: "*Media Usage Behaviour of Muslims in Austria*") shows that migrants, especially the first generation, turn very frequently to the media from their country of origin or in their language of origin. As well as the understandable need for information from the former homeland, this is also because the everyday reality of immigrants is often underrepresented in mainstream Austrian media. Migrants feel especially underrepresented in mass media. This finding is also highlighted by the report by *Dialogforum Islam*. The fact that many migrants prefer media programmes in their mother tongue because of a lack of German promotes the probability that they are not being informed about subjects which are present in Austrian media. In the same way, consumers of Austrian media are not being provided with sufficient information about the everyday reality of migrants. In this respect, there is a need for increased mutual exchange.

Proactive communication with migrant media

This positive development can also be encouraged by the state. For example, authorities could proactively approach migrant media and offer them information which is of interest to their audience. This offer, which would not create any additional costs, could also contribute to migrants being informed about current issues and being able to participate in political and cultural developments. On one hand, the objective should be that migrant media writes more about Austrian issues while on the other hand, migrants turn increasingly to mainstream media and find issues concerning them there as well. This type of proactive communication with migrant media is currently limited in many cases to players in the integration sector. Communication about topics extending beyond this is often missing and is recommended by the Expert Council.

The Expert Council considers increasing the proportion of employees with a migrant background in public service roles (particularly in teaching and nursing professions, authorities) to be a further important approach of action to improve intercultural dialogue. There is a considerably lower proportion of people with a migrant background who work in the public service sector than would correspond to their proportion of the overall population. In the first instance, this is a consequence of the fact that some professions in official remit (including judges, police officers) require the person to have Austrian citizenship. In addition, the assumption of a job in the public sector is rarely a direct reason for immigration to Austria, in comparison with taking up work in the private sector.

Migrants as a visible part of society, especially in the public sector

As a result, the issue of a career in administration mainly concerns the second generation of immigrants who are born in Austria. This potential must be used. The increasing number of people with a migrant background in the police force is indeed welcome. But this trend should be further increased and expanded, especially to the other professional fields in public service. People with a migrant back-

ground as a visible part of society can exert a considerable function as champions of integration. As pieces of the jigsaw of the system, they are perceived as part of Austria. As Austrian citizenship is normally a prerequisite for a career in the public service and in national defence, an increase in the attractiveness of attaining Austrian citizenship could also be achieved in this way (see *Rule of law and values*).

Alongside, authorities, pedagogic universities and the Federal Armed Forces could address migrants specifically, with the help of targeted information campaigns similar to the successful recruitment strategies of the police. In no way should this lead to a downwards levelling. The same conditions must apply for everybody.

2.2.6 Field of action of

Sport and leisure

Leisure and sport
as a place for
meeting, interaction
and social
exchange

Sports and leisure play an important role in everyday life. Sport and leisure offer fields of action, which can be used largely autonomously and offer an important social framework of meeting, interaction and social exchange away from work, school and home. Today's society offers countless and diverse opportunities for individual use of this significant sphere of life.

Individual recreational sport and organised sport, in particular, are relevant to integration policy, as they promote the meeting of people with and without a migrant background, be it through team sport or in competitions for individual athletes. People get to know one another in the team or at a competition, cooperate with or compete against one another and try to achieve defined objectives in any case. With its institutionalised rules, which transcend both linguistic and state boundaries, sport offers a brilliant basis for integration, often making it an integration factor suitable for publicity. A successful athlete with a migrant background becomes a role model for the youth; a team with team members with and without a migrant background becomes a symbol of cooperation. As a result, organised sport acts as the micro-cosm of a society, in which achievements not origin define the social status. In this context, framework conditions should be created for non-organised sport, and private initiatives should be promoted which at least come close to these aims.

Raising the
motivation to
participate in
society through
role models

One example is the participation of athletes and artists in the Together:Austria project and in the integration spot of the Austrian Football Association (ÖFB). Another example is the *Sport and Integration Task Force* under the management of the Ministry of National Defence and Sport (BMLVS). As visible evidence for the increased attention and appreciation of the subject of integration, it has been possible to anchor migrants as the explicit target group in the Federal Sports Promotion Act and define a funding area for integration.

Migrants as the
explicit target group
of the Federal Sports
Promotion Act

The connection between the fields of action of leisure and health has also been strengthened. There are already measures, such as a project by Sportunion, in which relatively hard to reach target groups among migrants are encouraged through health facilities to exercise more and participate actively in sports associations. These approaches which overlap all fields of action are welcomed by the Expert Council and should also be expanded to other fields of leisure. The interplay between exercise and health should be highlighted more strongly in the future in integration-political considerations, as the positive effect of exercise for health and well-being is completely undisputed.

The demand for daily gym lessons is seen as a positive development, through which children with and without a migrant background can be motivated to take more exercise and therefore follow a healthier lifestyle. By encouraging students to exercise daily, there is a great opportunity of increased involvement of all students in sports associations and organisations.

Associations and their activities are just as important in terms of integration politics, particularly if these associations facilitate the meeting of people with and without a migrant background. Associations with a rather homogenous structure are indeed important for the internal integration of people with a migrant background and generally for new immigrants. However, they are less functional for integration in society as a whole. Associations, whose members distinguish themselves through shared interests and less through a shared origin, fulfil the idea of a venue of meeting and learning far better.

46% of the Austrian population volunteers from the age of 15

The volunteer fire brigade, the Red Cross, the PTA at school, the common interest groups of certain professional groups and others represent institutional venues of meeting, while conveying a deeply Republican value, which primarily attributes the responsibility for developing a community to the people; the concept of “authority” – however defined – is irrelevant. One figure shows how important this field is: 46% of the Austrian population volunteers from the age of 15, mostly in their leisure time.

Active opening of associations for migrants

Through the high-publicity appreciation of voluntary work and the active opening of associations for migrants, doors have been opened and steps have been taken in the right direction. In the *Together:Austria – Now you!* project, there are now countless important organisations and associations with very high numbers of members, who actively encourage migrants to volunteer. This approach must be reinforced and further built upon and extended.

Integration as social participation should also include associations focussed on public welfare

If integration is understood as social participation, then this participation should also include associations focussed on public welfare. These associations (such as the volunteer fire brigade, the Red Cross, the PTA and many more) should open up and see themselves as sites of social integration as well. They have the potential to accommodate younger and older people, irrespective of their social or ethnic backgrounds, and can develop a perspective for the local community focusing on public welfare through communal action. The feeling of achieving something together encourages the development of a shared identity without constraint and totality. These non-governmental facilities should be recognised accordingly and considered as equal stakeholders in the discourse about integration politics.

Public spaces (public sites, parks, practical living areas, etc.) can carry out an important integration-political function as venues of social contact, in which not only people with a migrant background come together, but also young and old, rich and poor.

Development of public meeting places

Urban planning and regional spatial planning should pay more attention to this important function and make provisions to provide such public meeting places and design them so they are fit for function. To achieve this, all groups – particularly young people and senior citizens with and without a migrant background and associations in the nearby areas who will use the social meeting places (in the future)

– should be incorporated into the planning and creation process. This inclusion must be ensured throughout all phases of planning, design and development and contributes to ensuring that the needs of all are considered and implemented in the best possible way. As a result, social participation is facilitated, the participation of migrants is increased and the sense of responsibility and integration is encouraged and experienced.

The Expert Council recommends incorporating the design of open space which is sensitive to integration requirements as a criterion in regional and urban planning. Both the local government and states must see that functional design of open space, which also takes into account integration-sensitive aspects, has a positive effect on co-existence. To do this, organisation models must be created and promoted, even outside of the existing structures of associations and organisations. The Expert Council believes that these civil society bottom-up processes will become particularly important in the future. Future specialists should be trained accordingly to moderate such processes.

In view of the development of all-day (school) childcare, the structure of children's and young people's days and consequently their leisure behaviour will change fundamentally in the future. In further consequence, this will also have an impact on the fields of organised and individual sport and, as such, for leisure activities and associations, which depend on the commitment of their members.

Coordination of school and extracurricular work with children and young people

School and extracurricular work with children and young people must be better coordinated with each other. Through improved connection, a positive interaction can be achieved between the activities on offer. To achieve this coordination, model projects should be developed, which show how associations can work together with schools and how the formalised boundaries between work, school and leisure disappear as a result. These model projects should demonstrate how school can be redesigned in the direction of multi-functional use. Organisation models must be developed for these tasks, which transcend traditional club activities and pay particular attention to the social and integration aspect.

Promoting the meeting of people of different origins

Leisure outside of organised sports and commitment to teams and organisations is still organised largely on a private and individual basis. For this reason, it must not remain closed off from integration-political activities. Everyone has the right to spend their leisure time as they like. How a person's leisure time is spent and whether they meet with other people or not remains the business of each individual person. This sphere of freedom should remain protected, even in the face of well-intentioned integration policy. Nevertheless, integration policy should also create prerequisites in terms of organisation and infrastructure, in the sense of a framework, within which the meeting of people of different origins is promoted and not hindered in any way.

2.2.7 Field of action of

Housing and the regional dimension of integration

In the context of the Experts' Group for *housing and the regional dimension of integration*, the resulting objectives are primarily: Describing the importance and effects of immigration and integration on a local and regional level and labelling the challenges and developing the solutions for these. The field of action of housing and the *regional dimension of integration* addresses this and wants to create a stronger holistic view of integration policy on a local level and on a regional level.

Highlighting opportunities of diversity characterised by migration in the rural area

Against the backdrop of challenges, the city centres were the academic and social focal point. On the other hand, the pluralisation of the rural area, which is affected by migration, and the accompanying opportunities and challenges have been insufficiently dealt with for a long time. To assess this and identify possible fields of action, the rural area has been the focus for the last two years. The objective is to increase the competence of integration and plurality in the rural area and to introduce the relevant innovations with the respective partners on a government and local authority level.

Counteracting discrimination

In consideration of the fact that housing is one of the basic requirements of any person, it must be a fundamental objective to guarantee equal access to the housing market (irrespective of whether this deals with a sector organised by the local authority, not-for-profit organisation or privately), work against discrimination in the allocation of housing and on the private housing market and then come up with a specific range of measures to address negative social trends and handle these with targeted measures. The local quality of living and housing in residential complexes must be guaranteed to facilitate co-existence that is as free from friction as possible.

Acquisition of property as an opportunity for a successful and long-term integration process

The acquisition of property must be recognised as an opportunity for the integration process. In a country where people have the opportunity to acquire property and establish their own home for themselves and their future generations, a connection is developed with the place of residence, the neighbourhood and the country. It should not be forgotten that while the acquisition of property is an aspiration of many people, every additional investment also strengthens our economy. And even if the proportion of people with a migrant background is increasing in principle both in terms of acquisition of property and other types of investments in the country of their destination, this number is still underrepresented – in

comparison with the majority society. While more than half of households with an Austrian head of house have their own home, this is only the case for approx. 25% of households with a migrant background.

Allocation of property
as a socio-political
tool to promote posi-
tive social effects

The allocation of housing – irrespective of whether in the local authority, not-for-profit or commercial sector – is awarded an immense significance as a socio-political tool, which ultimately triggers certain social effects and can accelerate both positive and negative trends. In this sector, there is also a relationship of tension with regard to individual need and social compatibility. The social effects and impacts of the allocation practice must become even clearer. The study by the Forschungsgesellschaft für Wohnen, Bauen und Planen on the subject of *settlement rights of local government authorities* has provided the relevant bases.

Strengthening of
socially integrative
allocation
management

It is important to consider the current allocation practice from both the legal and administrative perspectives and identify how socially integrative allocation management can be reinforced. The objective of the administrative allocation practice must be to make a more reflective decision possible when allocating property and to consider the mentioned effects. As a result, it is possible to intervene, reshape and control socially problematic developments. The plan is to develop general recommendations. These will not be mandatory due to the legal autonomy of local authorities, the not-for-profit residential property developers and the private housing sector. But they will still form an important, supporting outline.

Co-existence in residential complexes is not infrequently fraught with tension and requires specific social competences, which have a decisive effect on the quality of co-existence. Through various social upheavals in the context of an increasingly pluralistic society, new, multi-dimensional conflicts sometimes occur, which are not infrequently expressed in conflicting ethnicised uses. The conventional training formats and professional qualification profiles of property management companies still give this fact too little consideration at present. A conference at the Danube University Krems highlighted this subject and provided educators with the opportunity of demonstrating their training competence.

Diversity competence
in property manage-
ment companies

The concept of socially integrative property management must be further developed. Training material such as diversity competence and conflict management should be given special consideration. The issue here is to raise awareness of local authority, not-for-profit and private property management agencies to increase their competences with regard to the current social requirements. It is necessary to firmly establish quality management in property management by using quality criteria and to define a clear range of tasks.

In the last years, there have been a number of achievements in the field of action of *housing and the regional dimension of integration*. Specifically, a stronger anchoring and increased discussion of this important issue has been achieved. An “implementation partnership” from the *Österreichisches Raumentwicklungskonzept*, the Austrian spatial development concept ÖREK, deals with the subject of diversity and integration in the rural areas and analyses the interplay of spatial and regional policy and of integration and integration policy under the management of the Federal Chancellery.

Considering different conditions in the rural areas

The social, political, demographic and economic starting situation in rural regions is very different and all the national strategies and measures are compelled to satisfy this diversity. For example, the number of people with a migrant background in rural regions differs from area to area. The experiences, competences, resources and structures of responsibility, together with the social climate, also vary from region to region. In areas of negative growth and regions of emigration, the questions concern how to retain the resident population in the region, what groups are emigrating, who is staying behind, how the attractiveness of the site can be increased, how to create workplaces and facilitate immigration again. The outlook is different in growth regions and regions of immigration, such as the industrial and tourist areas. Here, the question is how the workforce requirements can be covered by immigration and how well the regions can deal with the pluralisation which has been initiated as a result. Immigration is a growth and location factor in such regions.

Increasing the awareness of integration in the local authorities

In cooperation with the Austrian Association of Municipalities, the focus on the awareness of integration in the local authorities has intensified. This is also to raise the significance of integration in those local authorities, which have not yet dealt with the issue. In addition, in cooperation with several federal states, focus regions have been specified, where “a tuning up” in terms of integration policy should take place to set an example as part of *Integration in the Rural Region*. It shows that different issues and approaches prevail in all the involved states, meaning the programme of *Integration in the Rural Areas* must be developed and adapted to meet the conditions and requirements. The Carinthia University of Applied Sciences has compiled the practical handbook about *Integration in the Rural Areas*, which offers background information and practical tools to enter into the local authority's work on integration.

Counteracting segregation and designing upgrading and gentrification processes

At the same time, more attention must be given to the more urban areas. It is evident that the bulk of immigration into Austria is concentrated on the urban centres and this is naturally accompanied by completely different integration-political implications, questions and challenges. The objective must be to counteract the socio-economic and ethnic segregation in disadvantaged or discriminatory quarters with socially integrative approaches and to design upgrading and gentrification processes so that the crowding-out effects of socially-disadvantaged groups can be limited.

3. Summary on the status of implementation of the 20-point programme

Language and education

○○●

Intensifying participation in the education system

- Art. 15a B-VG concluded early language support in institutional child care institutions
- Promotion of German language skills for entrants to the school system
- Package to counteract compulsory education infringements
- Introduction of a mandatory second year of kindergarten in three model regions in the federal states of Styria, Salzburg and Lower Austria
- Comprehensive Austria-wide development of Caritas Lerncafés
- Implementation of other projects to promote the educational success of migrants

○○●

German for long-term residents with a migrant background

- Development of the home visit programme for parents with preschool-aged children (HIPPY)
- German courses in companies / German courses specific to the job market (e.g. ÖIF course *German for recognised holders of a certified nursing qualification*)

○○●

Assistance package for German prior to immigration

- Information available online to help with immigration (help.gv.at, migration.gv.at)
- World map with German course providers on the ÖIF website
- Teaching and learning material/trial examinations to prepare for examinations available on the ÖIF website
- Language portal provided by ÖIF

Work and employment

○○●

Recognition/validation of qualifications

- More rapid recognition for academic training (*5-point programme*)
- Information regarding the recognition of regulated professions at www.berufsanerkennung.at
- Setting up of the *Netzwerk Anerkennung* platform
- Information brochure regarding the recognition of regulated professions at all regional job centres (*Anerkennungs-ABC* in the 2nd edition)
- Country-wide set-up of contact points for easier recognition of formal qualifications acquired abroad

○○●

Postqualification to ensure completion of formal schooling

- Low-cost provisions to complete the 9th school grade (promotion of adult courses for the post-completion of compulsory education or in the field of basic training / basic competences)

○○●

Promoting employment of female migrants

- *Mentoring for Migrants* (WKO, ÖIF)
- AMS migrant index
- *Together:Austria – Your Chance!*

○○● Implementation completed
○●○ Ongoing implementation

Rule of law and values



Creation of a Red-White-Red Primer

- Creation of a basic academic concept
- Target group-specific preparation with extensive and varied participation processes
- Development of a new citizenship test on the basis of the *Values Primer*
- Presentation of the Red-White-Red Primer “*Co-existence in Austria – united by our values*” in 2013



Increase of interest in the attainment of citizenship

- Amendment to the Austrian law on citizenship, which enables a fast track for particular integration successes and envisages a citizenship awarding ceremony
- Creation of new training material for the citizenship test
- Creation of a homepage for citizenship (including online practice test)
- Development of new test questions

Health and social issues



Promotion of health awareness under health-challenged groups

- Development of a strategy paper with the Main Association of Austrian Social Security Institutions
- Holding of the 1st training course of the *MiMi-GesundheitslotsInnen* project run by Volkshilfe in Vienna
- Continuation of the project by starting a 2nd training course: September – November 2013



Promotion of diversity awareness in the health and care systems

- Consideration of integration in the 10 framework health targets for Austria
- Inclusion of the subject of integration to the targets control system of the Main Association of Austrian Social Security Institutions (*Balanced Scorecard*)
- Establishment of an integration coordinator in the Main Association of Austrian Social Security Institutions
- German courses specific to the job by the ÖIF for care workers: *Entering health care and applied language for care workers*
- *Migrants Care* project by BAG

Intercultural dialogue



Journalist prize for integration

- First time award on 25th September 2012
- Repeat allocation on 16th September 2013 in 3 categories



Examples of successful lives of migrants (role models)

- *Together:Austria* project including project expansions



Dialogue Forum Islam

- Setting up of a *Dialogue Forum Islam*
- Annual report & 10 core results
- Work on establishing Islamic theology at the University of Vienna



Promotion of young journalists

- Biber Academy
- The Press Migrant course



Glossary and self-commitment for the media

- Glossary completed
- Self-commitment suggested and initial steps taken

Sport and leisure



Recreation at school

- Curriculum for leisure time pedagogy: separate job description for *recreational educator* legally created
- *Together:Austria – Now you! Your country needs you* (associations)
- Participation of migrants in the voluntary fire service



Integration promotion approach in Federal Sport Funding

- Integration promotion (setting up of a separate subsidy pot) as part of the new Federal Sport Funding
- *Integration prize* for sport
- Integration spot of the Austrian Football Association (ÖFB) *Your achievement counts*

Housing and the regional dimension of integration



Improving the allocation/settlement management in the housing sector

- Study about the *settlement rights of local government authorities*
- *Allocation guidelines* work group



Integration promoting property management

- Conference on *Migration-sensitive property management* in November 2012
- *Migration-Sensitive Property Management* work group



Promoting integration skills on a municipal level

- Implementation of Integration in the rural region in selected key regions
- *ÖROK Implementation partnership* Spatial Diversity and Integration
- Publication of a practical handbook for mayors of small and medium-sized communities on the subject of integration

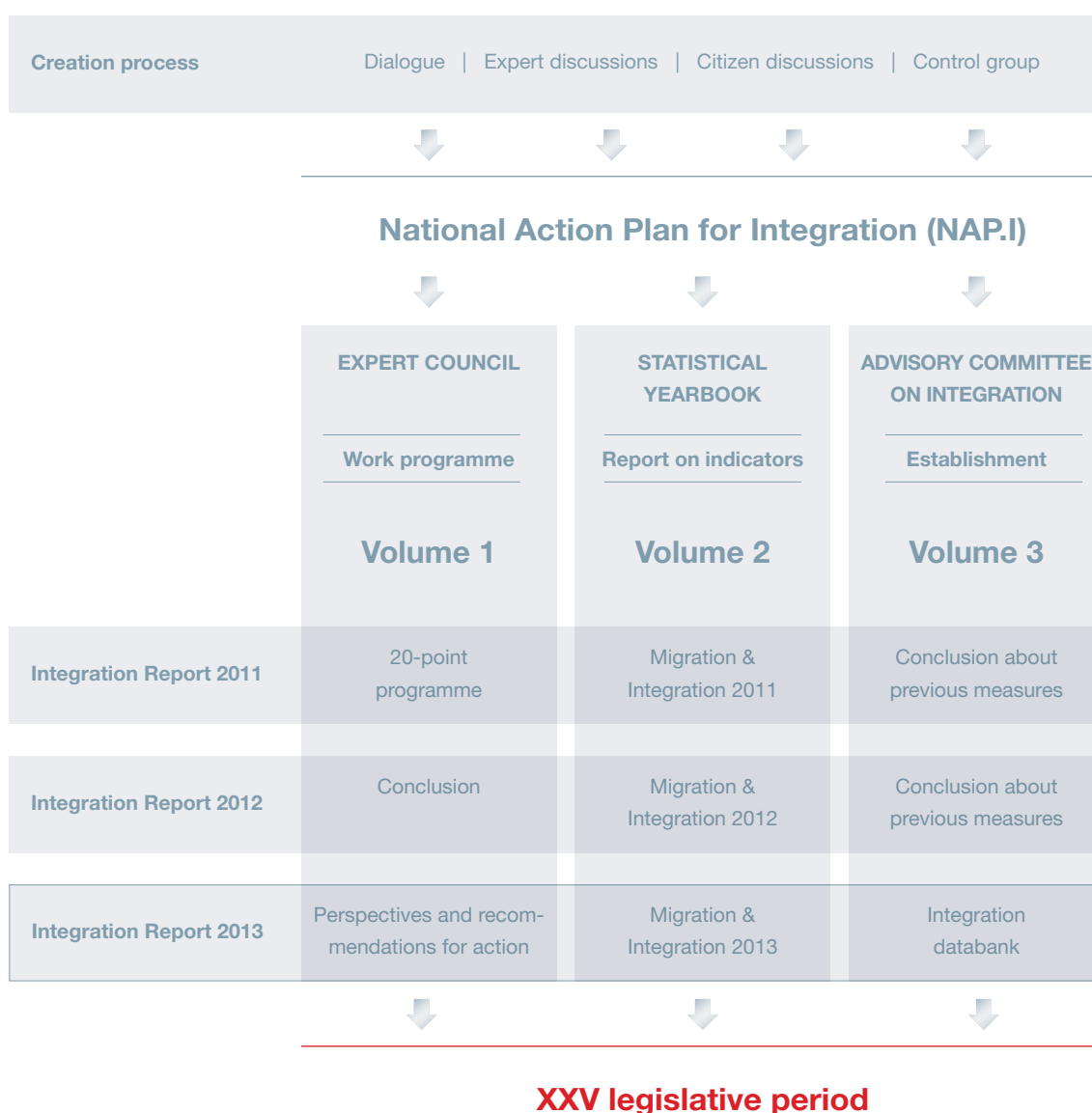
4. The Expert Council's concept of integration

The Expert Council defines integration as the empirically measurable, specifically to be supported, preferably equal opportunity participation in the central spheres of society, whereby such spheres include pre-school institutions, school education, job training, gainful activity and living space, all forms of recreational activity and participation in political life and various systems for protection and providence in a welfare state governed by rule of law. The Expert Council in this respect follows the concepts as defined by the Expert Council of German Foundations on Integration and Migration (SVR).

Any efforts to create the most equal opportunities possible to participate in the central areas of social life and counteract existing fears and prejudices are considered to be measures promoting integration. Knowledge of German, school and professional qualifications as well as informative and symbolic political measures are crucial for enhancing these opportunities of participation for immigrants. On the other side, the Expert Council considers the increasing and specifically promoted integration competence of basic institutional structures to be another important prerequisite for successful integration. Schools, job centres, the authorities, hospitals and other important institutions must be increasingly able to develop intercultural competence.

The Expert Council does not position itself on a conceptual scale between integration as assimilation on the one hand and integration as a patchwork of different population groups, each with their own cultural and value system, on the other. The Expert Council in its conceptualisation rejects a vaguely defined and ideologically burdened cultural concept and also does not subscribe to a concept whereby a specific integration suits a specific society. A static and essentialist cultural concept would not live up to the reality of a pluralistic and changing immigrant society. There is neither a perfectly assimilated society, nor a mutually alienated patchwork of different social groups at the end of the path. Persons with a migrant background, who have long been structurally integrated, will shape society, yet will also increase its plurality due to their differing expectations, demands and needs. Both sides of an immigration society must develop a competency to accept and to integrate, but they must also develop something like a plurality competency since, when viewed over time, they will simultaneously become more alike, yet more varied.

5. From the National Action Plan to the Integration Report 2013



6. The members of the Expert Council for Integration

Chairman

Univ.-Prof. Dr. Heinz Fassmann



Heinz Fassmann, born in Düsseldorf, studied geography and economic and social history at the University of Vienna, gaining his PhD in 1980. Since 2000, Heinz Fassmann has been a university professor for applied geography, space research and urban planning at the University of Vienna. Between 2006 and 2011, he held the post of dean of the faculty of earth sciences, geography and astronomy and has been the vice-chancellor for personnel development and international relations at the University of Vienna since October 2011. Prof. Fassmann is employed in countless other functions, including as an active member of the Austrian Academy of Sciences and he is a member of the Expert Council of German Foundations on Integration and Migration in Berlin (since 2010).

1. Field of action of language and education

Prof. MMag. Dr. Ilan Knapp



Prof. Knapp, born in Tel Aviv/Israel, completed a music pedagogy degree in Israel and Vienna as well as a degree in business administration, economic education and business psychology at the Vienna University of Economics and Business. Currently, he is the manager and educational director of the JBBZ (the Jewish Vocational Training Centre), visiting lecturer at the Vienna University of Technology and chair of the Special Commission for Immigration, Acquisition of new Community Members and Integration of the Jewish Community in Vienna. Furthermore, Prof. Knapp worked for many years as a visiting lecturer at the University of Vienna, the Vienna University of Economics and Business and the Free University of Berlin. He also worked previously as the managing director of the Austrian Institute for Research on Vocational Training (ÖIBF), EcoPlus and at Lower Austria's Agency for the Promotion of Border Regions (NÖG), as well as being a parliamentary adviser for the job market, economy, youth, social affairs and education.

O. Univ.-Prof. Dr. Dr. h.c. Ruth Wodak



Prof. Wodak has been a distinguished professor for Discourse Studies at Lancaster University in the UK since 2004. In addition, she continues to be affiliated with the University of Vienna, where she achieved a sub auspiciis degree in 1974 and qualified as a professor in 1980. In 1991, she was appointed as a full professor (for applied linguistics) at the University of Vienna. Besides a multitude of prizes, she received the Wittgenstein Award for elite academics in 1996. In 2010, she was awarded an honorary doctorate from the University of Örebro in Sweden. Between 2009 and 2011, she was president of the Societas Linguistica Europaea and in 2011, she was awarded the Grand Decoration of Honour in Silver for Services to the Republic of Austria. She is a member of the Academia Europaea and the British Academy of Social Sciences.

2. Field of action of work and employment

Univ.-Prof. Mag. Dr. Gudrun Biffl



Since 2008, Prof. Biffl has held the chair for migration research at the Danube University Krems. She is the head of the department for migration and globalisation and the department for knowledge and communication management. Since 2010, she has been the dean of the faculty of economics and globalisation. Between 1975 and 2009, she worked as an economic researcher at the Austrian Institute for Economic Research (WIFO). Her research focus points are in the field of the job market, education, migration, gender, industrial work relations, institutional change and work-related illnesses. Prof. Biffl is a member of the frauenpolitischer Beirat [advisory board for women in political life] within the BMWF, the Statistical Council of Statistik Austria and the university council of Johannes Kepler University in Linz.

Dr. Thomas Oliva



Dr. Oliva was a managing director of the Federation of Austrian Industries and the Austrian Brand Article Industry Association for many years. From early on, he occupied himself with integration and immigration – within Vienna's immigration fund and as a chairperson of Vienna's immigration commission among other places and currently in the Forum Wien Welt Offen. He is the chairperson of the board of trustees for the Vienna Science and Technology Fund (WWTF) and is particularly involved with Vienna's concert and cultural scene.

3. Field of action of rule of law and values

Ao. Univ.-Prof. DDr. Christian Stadler



Prof. Stadler is a lawyer and philosopher. Since 2000, he has been an associate professor at the institute for legal philosophy, religious law and cultural law at the law faculty of the University Vienna. Among other things, he is a member of the science commission (strategic advisory board for security policy) at the Federal Ministry of National Defence and Sport (BMLVS) and the Société de Stratégie (Paris). Prof. Stadler regularly holds guest lectures at the Security Academy of the BM.I (SIAK, Vienna and Wiener Neustadt), at the Theresian Military Academy (MilAk, Wiener Neustadt) and at the Austrian National Defence Academy (LVAK, Vienna). His work focus points include: Political philosophy of the modern age (rationalism, idealism, political romanticism), ethics of public security, political philosophy of international relations, polemology and geopolitics as well as the European culture of law and constitution.

Univ.-Prof. Dr. Andreas Janko



Dr. Janko was appointed university professor for public law at the Johannes Kepler University of Linz in 2004 after his postdoctoral qualification with a paper on the overall change to the federal constitution and a job at the Office for Constitutional Matters of the Upper Austrian State Government. Here, he is the chairperson for the institute of constitutional law and political sciences and head of the department for state organisation and state finance law. He is the author of a number of publications on the various areas of constitutional and administrative law and can also refer to an extensive service as an expert and consultant on behalf of public law practice.

4. Field of action of health and social issues

Univ.-Prof. Dr. Rainer Münz



Prof. Münz, born in Basel, manages the research department of Erste Group Bank AG and is a Senior Fellow at the Hamburg Institute of International Economics (HWWI). He is an expert in issues pertaining to the population and migration as well as demographic change and its effects on the economy and social security systems. Until 1992, he was the director of the institute for demography at the Austrian Academy of Sciences, before becoming a professor for demography at several national and international universities. Rainer Münz worked as a consultant for the European Commission, the OECD and the World Bank. He advised several countries during their EU presidencies. Rainer Münz is a member of several supervisory boards and scientific advisory boards, including: International Organisation for Migration (IOM, Geneva) and the Centre on Migration, Policy and Society (COMPAS) at Oxford University.

Dir. Dr. Arno Melitopoulos



Dr. Melitopoulos, born in Innsbruck, completed his degree and doctorate studies in law in Innsbruck. Since August 2011, he has been the director of the Tiroler Gebietskrankenkasse (TGKK – Tyrol regional health insurance fund). Prior to this, he was the managing director of Gesundheit Österreich GmbH (GÖG) in Vienna between June 2009 and July 2011, where he had already been a member since 2008. Between 2005 and 2008, Dr. Melitopoulos was the head of the department for strategy and law at the TGKK, as well as being the managing director of the Tiroler Gesundheitsfonds (TGF) from 2006. Between 2003 and 2005, he also collaborated on the major health reform as a consultant of the Ministry of Health. Dr. Melitopoulos is a university lecturer for social legislation and has teaching assignments at the Managementcenter Innsbruck, the UMIT Private University and the Medical University in Graz.

5. Field of action of intercultural dialogue

Dr. Hans Winkler



Dr. Winkler has worked as a freelance journalist and columnist for the Die Presse daily newspaper since 2007. Prior to this, he managed the political editorial department of the Kleine Zeitung, was their subeditor for foreign politics and was appointed the head of the Vienna editorial office of the Kleine Zeitung and assistant editor-in-chief in 1995. Dr. Winkler completed a law degree at the University of Graz.

WHR Prof. Dr. Günther Kienast



Prof. Kienast is an organisational developer and supporter of participative citizen processes and lecturer at the Danube University Krems. Until 2009, he was the head of the politics and administrative department at the Lower Austrian National Academy where, he was in charge of the development of a service centre for integration, among other things. In addition, he was the project manager of the EQUAL project, *Different Origin – Shared Future*, to train intercultural employees in kindergartens and consultants for intercultural questions within local government authorities.

6. Field of action of sport and leisure

Mag. Rainer Rösslhuber



Since 2007, Mag. Rösslhuber has been the general secretary of Sportunion Österreich and the managing director of Sportunion pro.motion Sportservice GmbH. Between 2000 and 2007, he was the office manager of the state government of Salzburg for governor Dr. Franz Schausberger and deputy governor Dr. Wilfried Haslauer. He completed his law degree at the University of Graz.

Prof. Mag. Peter Zellmann



Prof. Zellmann is the co-founder of the TSA – Turn- und Sportanstalt, a sports institution at the Pedagogic Academy and has been the academic and administrative manager of Vienna's Institute for Leisure and Tourism Research. He was an assistant professor at the Vienna University of Economics and Business, the University of Potsdam and the University of Vienna, among others. Between 1986 and 2003, he was a professor of leisure education at the Pedagogic Academy. Prof. Zellmann holds the Gold Merit Badge of the Republic of Austria.

7. Field of action of housing and the regional dimension of integration

Prof. Dr. Klaus Lugger



Since 1989, Prof. Lugger has been the managing director of Neue Heimat Tirol Gemeinnützige WohnungsGmbH, a not-for-profit housing association, and the managing director of its commercial subsidiary, Innsbrucker Stadtbau GmbH since 2004. Since 1995, he has been the chairman of the supervisory board of the Austrian Federation of Limited-Profit Housing Associations – audit board and Austrian representative of CECODHAS, the EU lobby group for non-profit housing. He was a lecturer at the Danube University Krems and at the University of Innsbruck and is the author of many academic publications.

Dipl.-Soz. wiss. Kenan Güngör



Kenan Güngör is the head of the office for social and organisational development [think. difference] in Vienna. As an organisational consultant and international expert of integration and diversity issues, he advises and supports governmental and non-state organisations on a federal, state and local authority level. Among other things, he has managed countless integration-related mission statement processes on a state and city level. As a strategic consultant, he has supported the city of Vienna for many years in its integration and diversity-related issues.

7. Glossary

- Asylum** Is granted to people who are being persecuted for their ethnicity, religion, nationality, membership of a particular social group or political opinion. The right of asylum is governed by the Geneva Convention on Refugees.
- People of a foreign origin** The term “people of a foreign origin” includes foreign nationals and people who were born abroad.
- Bologna System** System to create a European Higher Education Area: comparable university degrees, standardised study structure, increased mobility, quality assurance.
- ENIC NARIC** Describes the Austrian Academic Recognition Information Centre (ENIC NARIC = European Network of Information Centres – National Academic Recognition Information Centre).
- Expert Council** The independent Expert Council for Integration was set up by the Federal Ministry of the Interior as an advisory committee to implement the National Action Plan for Integration. Headed by its chairman, two experts work in each of the seven fields of action of the National Action Plan. The total of 15 members of the Expert Council published a work programme (January 2011), a 20-point programme (July 2011), a progress report about the implementation status of this programme (July 2012) and this Integration Report.
- Gentrification** Gentrification is a process of restructuring and upgrading of residential areas. Through renovation measures, the building of new properties and other investments, certain residential areas become less affordable for parts of the population, while conversely becoming more attractive to more affluent population strata. This frequently leads to a displacement process to the disadvantage of poorer residents. However, this process can be weakened with suitable measures, with the aim that sections of the population of a huge range of origins and social sectors inhabit the region.
- Advisory Committee on Integration** The Advisory Committee on Integration was set up by the Federal Ministry of the Interior in 2011 and anchored in the Settlement and Residence Act in § 18 in 2012. It facilitates the exchange of opinions on integration-relevant matters of general importance and on recommendations by the Expert Council for Integration. Its members are appointed by the Federal Minister of the Interior for a duration of five years and include representatives from the government, states, social partners, the Federation of Austrian Industries and the five most important NGOs.
- In addition, the UNHCR also has observer status. The Austrian Integration Fund acts as the chair. The Advisory Committee on Integration meets twice a year at least.

National Action Plan for Integration	The National Action Plan for Integration represents the integration strategy of the Austrian federal government. Its objective is to optimise, consolidate and systematically develop the measures for successful integration of federal government, states, cities, local government authorities, social partners and civil organisations. The National Action Plan is the basis for continuative measures in its seven key fields of action.
NEET Group	Describes the group of young people who are not in employment, education or training.
Non-regulated occupation	A job whose practice is not connected to a certain proof of qualification.
People with a migrant background	According to Statistik Austria, people with a migrant background are people whose parents were born abroad. A differentiation is made between migrants of the first generation (people who were themselves born abroad) and immigrants of the second generation (children of immigrated people who were actually born in Austria).
Regulated occupation	A job whose access and practice is connected to a certain proof of qualification through legal or administrative regulations.
Red-White-Red Card	The Red-White-Red Card regulates the immigration of qualified third country nationals according to a criterialed model (points system).
Zaragoza Process	In the statement by the Zaragoza Ministerial Conference in April 2010, the European Commission was requested by the member states to check a series of integration indicators for their usability and functionality with the help of further research.
Ordinary language	This is the language which is mainly used in everyday life and in the private sphere. It can sometimes deviate from the standard language (e.g. dialects).

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