

INTE GRA TION

INTEGRATION REPORT 2017

Evaluating refugee integration –
Refocussing on regular integration



The Expert Council for Integration

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Foreword

by the Federal Minister
for Europe, Integration
and Foreign Affairs



No other topic occupies Austrians currently as much as the integration of refugees and migrants. Given the unprecedented influx of asylum seekers in the past two years, this is quite understandable. As result of the closure of the Balkan route and the introduction of an upper limit (“Obergrenze”) for asylum seekers, the number of applications for asylum fell by half between 2015 and 2016, but nevertheless remains at an above-average level. Paired with an ongoing strong migration from the EU area (and here in particular from the new EU Member States), the net immigration to Austria is also remaining exceptionally high.

These figures highlight two trends: On the one hand, there continues to be an unequal distribution of immigrant refugees between the countries of the European Union. Austria is still one of the countries that has taken in the most asylum seekers in relation to their population. Only a European solution and a reform of the European asylum system can lead to a sustainable addressing of the refugee crisis in solidarity.

On the other hand, the subjective integration indicators published in the latest statistical yearbook, “migration & integration 2017”, show clearly that the integration climate in Austria has deteriorated, and that the number of people agreeing with the claim that “integration in Austria is working quite well or very well” has declined significantly over the last year. At the same time, the emotional attachment with Austria of individual immigrant groups has dropped sharply over the last year. In particular persons with Turkish roots are increasingly alienating themselves. This situation also shows very impressively what negative effects the export of internal political conflicts and election campaigns abroad can have on the integration climate in Austria – as in the case, for example, of the Turkish constitutional referendum.

Such a polarisation of society is highly problematical – not only from an integration policy point of view, but also for society as a whole. The emotional ties to the homeland, the stronger identification with the country of origin or country of origin of the parents, paired with an often weaker socio-economic status, can lead to greater isolation of individual immigrant groups. It is clearly the task of integration policy to prevent the emergence of potential parallel societies from the very beginning. I will therefore continue to work to ensure that difficult topics and problem areas are clearly defined and addressed. Austria has looked the other way for long enough in the past when it came to integration; the consequences of this looking away, however, are clearly visible today from the integration indicators.

At the same time, we must not forget those who are exposed to the challenges of the refugee crisis day after day due to their job. By contrast to people who work voluntarily in helping refugees, there are numerous occupational groups (e.g. in schools, communes, in the health service or in associations) who now have to face up to these challenges due to the de facto situation, not as a result of a conscious decision. The integration policy must therefore listen to the experience gained by

these people and not leave them on their own, because they do a large proportion of the integration work on the ground.

In this year's integration report, the Expert Council has undertaken a review of the refugee integration of the past two years. Despite all the challenges, we must clearly underline the fact that in the past years, Austria has not only reacted very quickly and done a great deal of work, but has also paved the way for the sustainable integration of persons entitled to asylum or subsidiary protection. For the first time in the history of the integration policy, sustainable integration structures in Austria were enshrined in law with the Integration Act. The Integration Year Act is furthermore a key measure for the integration of persons entitled to asylum or subsidiary protection into the labour market. Austria is therefore now considerably better prepared compared with earlier waves of immigration.

It is also clear, however, that the success of the integration depends not only on the number, but more importantly also on the profile of the person to be integrated. The integration into the education system and the labour market will therefore remain one of the greatest challenges. The impact of shortcomings in earlier education sector reforms becomes more and more apparent due to the large number of refugee children. The structural changes in the labour market, the generally above-average (although improving) unemployment situation and the predicted crowding-out effects in the low-skilled sector will make the labour market integration even more difficult.

In addition to the assessment of refugee integration, the Expert Council also looked ahead to the future. We mustn't forget that in addition to persons entitled to asylum or subsidiary protection, there is a numerically much larger group of "traditional" immigrants: Former "guest workers" and their descendants on the one hand, and an ever-growing group of migrants from the EU, in particular from the new Member States, on the other. In this context the Expert Council clearly shows which issues will also require increased attention in the future.

Conclusively, I must again thank all members of the Expert Council and above all the Chairman, Univ.-Prof. Dr. Heinz Faßmann, for constantly supporting the development of the integration policy in Austria with their expertise and their annual integration reports. The fact that Austria was able to react so quickly in the refugee crisis and so quickly set up sustainable measures is also based on the excellent cooperation with the Expert Council for Integration.

I look forward to further cooperation,



Sebastian Kurz
Federal Minister for Europe, Integration and Foreign Affairs

Vienna, August 2017

Foreword

by the Chairman of
the Expert Council
for Integration



The immigration over the past years is still continuing to demand particular political and planning attention. Austria is faced with a real immigration situation with significant integration-political consequences that have not yet been wholly dealt with. 214,000 persons immigrated to Austria in 2015, in 2016 it was around 174,000 persons. In these two years alone, some 388,000 new citizens came to the country that have to be housed or assisted in some shape or form, for whom schools have to be found and who are coming onto the labour market. Of course, these immigrants do not remain permanently in the country, because Austria also saw an emigration of 211,000 persons in 2015 and 2016, but the net immigration was still +177,000, increasing the share of the population with a migrant background to around 1.9 million.

Apart from other factors, successful integration depends unquestionably on the number of persons to be integrated, and latter has been too high rather than too low in recent years. The integration policy support capacities for immigration on this scale do not yet exist, the rapidly growing supply of labour is leading to increased unemployment, and the stimulation of new housing construction generally needs a lead time of several years. In its revised government programme at the beginning of 2017, the Federal government therefore justifiably gave itself the mandate of “damping” migration¹.

In actual political terms, however, this is very complex. There are no simple answers in this area – and anyone who claims to have these is definitely mistaken. Austria is an attractive high-wage country with social security and a free or inexpensive tertiary education system. If we don't want to give this up, we have to reckon with a continuing high migration rate that can be controlled to only a limited extent at national level. The Red-White-Red card as a fundamentally sensible instrument for national control shows this quite clearly. Why should nationals of third countries have to satisfy the conditions of the Red-White-Red card when at the same time, an asylum system exists that is unable to ensure a distinction between people needing protection according to the Geneva Refugee Convention on the one hand, and labour migration on the other, within a reasonable space of time? That is without doubt one of the greatest weaknesses of the existing control system.

But Austria is also part of a common European migration zone, and the freedom of establishment is one of the fundamental pillars of a common Europe. In the light of a liberal labour market, that is also a benefit, as Austria can draw on a flexible and broadly qualified supply of labour. Relatively young and generally well-qualified people from Germany, Hungary, Romania, Poland, Slovakia and other states of the European Union come to Austria, find a job and thereby displace older and less qualified persons, often also those with a migrant background. Growing unemployment among migrants and rising employment at the same time are a reflection of

¹ Bundeskanzleramt (2017), Für Österreich. Arbeitsprogramm der Bundesregierung 2017/2018, p. 27.

this development. The unemployment rate in 2016, for example, among Turkish nationals was roughly 20%, among Romanian and Bulgarian nationals roughly 14%².

The phase of continuing high migration has not yet come to an end, because little has changed in the causes for the migration of the refugees, because the reform of the Common European Asylum System is still far from having been concluded, and because Austria is still highly attractive for the neighbouring European states. The family reunification of those entitled to asylum alone will result in a continuing high migration from the Middle East in the coming years, and the migration of asylum seekers can very quickly start again if it is not possible to revive the Common European Asylum System. In the light of this, the political nonchalance, particularly at European level, is both surprising and alarming.

As already indicated, integration depends on the number of people to be integrated, but at the same time also on their structural characteristics. The anecdotal claims heard from time to time that the migration of refugees brings only highly qualified persons or only illiterate persons to Austria have been displaced in the meantime by validated statistical reports and scientific analyses. Today we know much more about the refugees and can therefore organise the integration work with a sharper focus. The present integration report compiles the corresponding studies and statistics and presents a summary of these. They confirm on the one hand the observation that the migrants are predominantly young and generally male persons, who have a strong intention to find a job and to reunite with their families subsequently. They have come to Austria first and foremost to escape from the crises, conflicts and wars in their home countries and to begin a life in peace, security and prosperity. They haven't chosen Austria *per se*, but they have stayed here for various reasons, in particular for reasons of the expected security and the implicit promise of prosperity.

The empirical surveys show that the refugees appreciate the openness, liberalness and social security in Austria³. At the same time, it is to be seen that they are influenced by religion – interestingly the younger people more than the older people – and frequently practice a conservative Islam with traditional gender roles. The majority of the refugees can look back on a completed school and vocational qualification, the refugees from Syria and Iraq far more differentiated and pronounced than those from Afghanistan, whose integration into the Austrian labour market will not be easy due to their lack of German and lack of formal qualifications. In this context, the general public should not be under any illusions, and the isolated examples of medical staff, artists or technicians who have quickly achieved the breakthrough highlighted in the media should not be allowed to obscure the fundamental problems. The studies dealing with the fiscal effects document very clearly that the taxes and duties paid by the refugees surpass the cumulated costs for the provision of basic welfare during the asylum procedure and for the needs-based minimum income paid after a positive decision only after many years. The admission of refugees is mandatory from a human rights point of view, but is not a fiscal benefit. The latter is proven in the study by the Joanneum⁴, but only on the basis of the specific and not necessarily transferable assumptions.

The framework conditions already described made the past year a difficult year from the point of view of integration policy. The population, questioned as part of the

2 Arbeitsmarktdatenbank des AMS und BMASK (2017), Bali.

3 Kohlbacher, J., Rasuly-Paleczek, G., Hackl, A. and Bauer, S. (2017), Wertehaltungen und Erwartungen von Flüchtlingen in Österreich.

4 Prettenthaler, F., Janisch, D., Gstinig, K., Kernitzkyi, M., Kirschner, E., Kulmer, V., Niederl, A. and Winkler, C. (2017), Ökonomische Effekte von Asylberechtigten in Österreich. Analyse der arbeitsmarktrelevanten Zahlungsströme.

annual integration monitoring, has started to question again whether integration will succeed. Integration pessimism is unfortunately starting to spread again, after years in which an improvement in the sentiment was to be observed. The number of people agreeing with the claim that “integration in Austria is working quite well or very well” has fallen by almost 12 percent. The images driven by the media of a disorganised migration of asylum seekers from the Middle East, the reports of sexual assaults by asylum seekers and repeated acts of terrorism in European cities in which refugees were also involved are having their effect. In a less differentiated perception, the spin-off of the Middle East conflict to Europe is mingled with the situation of the migrants who came many years or even decades ago.

Added to this is the specific action of the political leadership in Turkey that is influencing the population with Turkish migrant background either directly or via institutions steered by the leadership. The famous dictum of the Turkish president in 2008 that assimilation is a crime against humanity, but also the political activation of the population with Turkish migrant background, even if these have taken on the nationality of their country of residence, have not failed to have the desired effect. An alienation process has started. The percentage rejecting the style of life in Austria (somewhat disapprove or totally disapprove) among people questioned with Turkish migrant background is around one-third, among people questioned with a Croatian, Bosnian or Serbian migrant background the figure is below 10%. Among the people questioned with Turkish migrant background the rejection has increased by roughly 16 percent, while it has remained stable among all the other groups. 57% of the people questioned with Turkish migrant background have an ethnic affiliation with the country from which they or their parents come. Among those questioned with a Croatian, Bosnian or Serbian migrant background the figure is only 31%.

Attachment and Austrian identity can neither be decreed nor enforced. That is obvious. The state’s integration policy can therefore essentially only establish the preconditions for structural integration, and in the further course be the precondition for a new sense of belonging. Politics should therefore continue to be active in the areas of education, qualification, German teaching and the conveying of the common fundamental values. But it should also address delicate topics: The diaspora policy in Turkey that ensures that migrants remain emotionally tied to their home country, or the role of religiously oriented institutions in conveying a conservative religious and segregative conception of the world. An immigration country should and must define the conditions for coexistence, which, in spite of all diversity and plurality, also needs a solid foundation and structure. And these include loyalty to Austria, the observance of democratic principles, the equality of man and woman, religious pluralism and the separation of church and state. These topics must be addressed openly and also actively demanded, because a pluralistic society without a common basic consensus has a great potential for conflict and is therefore less sustainable in the future.

The Expert Council will continue to actively support the ministry responsible in the issue of how an immigration society can be shaped sustainably. From the point of view of social policy, this question has possibly become one of the most important of all. Furthermore, the Expert Council has been enshrined for the first time by law, in the adopted and enacted Integration Act 2017, certainly a sign of the need to orient the policy in this area in a rational and evidence-based manner.

A precondition for the successful political advisory activity is the quality of the reports and recommendations as well as an open and cooperative style of discussion, which prevails in the Expert Council, as well as the excellent cooperation with the integration section of the BMEIA. The present integration report is also based on

this cooperation. The Expert Council defined the topics to be dealt with as well as the coherent structure of the report and, with the support of unit VIII.2.a (Research, Knowledge Management and Integration Monitoring), prepared a first textual presentation, which was then discussed, corrected, expanded or abridged in several meetings of the Expert Council. The final version was unanimously adopted by all members of the Expert Council.

As Chairman of the Expert Council I would like to sincerely thank the members of the Expert Council, namely Gudrun Biffli, Eva Grabherr, Kenan Güngör, Ilan Knapp, Klaus Lugger, Wolfgang Mazal, Arno Melitopoulos, Rainer Münz, Thomas Oliva, Katharina Pabel, Rainer Rößlhuber, Christian Stadler and Hans Winkler, as well as the employees of the Department for Coordinating Integration for the extensive commitment and the uncomplicated and open cooperation.

On behalf of the Expert Council,



Heinz Faßmann
Chairman of the Expert Council for Integration

Vienna, August 2017

List of abbreviations

AHS

Allgemeinbildende Höhere Schule [Grammar School]

ALQ

Arbeitslosenquote [rate of unemployment]

AMIF

Asyl-, Migrations- und Integrationsfonds [Asylum, Migration and Integration Fund]

AMS

Arbeitsmarktservice [Austrian Public Employment Service]

APFIG

Ausbildungspflichtgesetz [Compulsory Education or Training Act]

Art. 15a Agreement on the Mandatory Kindergarten Year

Agreement pursuant to Art. 15a B-VG on the free half day and compulsory early support in institutional child education and care facilities in the kindergarten years 2015/16, 2016/17 and 2017/18

Art. 15a Agreement on Linguistic Advancement in Kindergarten

Agreement pursuant to Art. 15a B-VG on early linguistic advancement in institutional child care facilities for the kindergarten years 2015/16 to 2017/18

ÄrzteG

Ärztegesetz [Act on Medical Profession]

ASKÖ

Arbeitsgemeinschaft für Sport und Körperkultur in Österreich [Austrian Association for Sport and Physical Culture in Austria]

ASVÖ

Allgemeiner Sportverband Österreichs [Austrian General Sports Association]

AuBG

Anerkennungs- und Bewertungsgesetz [Recognition and Assessment Act]

Bali

Datenbank für Budget-, Arbeitsmarkt und Leistungsbezugsinformationen des BMASK [Database on Budget, Labour Market and Beneficiary Information system of BMASK]

BAMF

Bundesamt für Migration und Flüchtlinge [German Federal Office for Migration and Refugees]

BFA

Bundesamt für Fremdenwesen und Asyl [Austrian Federal Office for Immigration and Asylum]

BFRG

Bundesfinanzrahmengesetz [Austrian federal budgetary framework law]

BIP

Bruttoinlandsprodukt [Gross Domestic Product]

BJV

Bundesjugendvertretung [Austrian National Youth Council]

BMASK

Bundesministerium für Arbeit, Soziales und Konsumentenschutz [Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection]

BMB

Bundesministerium für Bildung [Austrian Federal Ministry of Education]

BMEIA

Bundesministerium für Europa, Integration und Äußeres [Austrian Federal Ministry for Europe, Integration and Foreign Affairs]

BMF

Bundesministerium für Finanzen [Austrian Federal Ministry of Finance]

BMFJ

Bundesministerium für Familien und Jugend [Austrian Federal Ministry for Families and Youth]

BMGF

Bundesministerium für Gesundheit und Frauen [Austrian Federal Ministry of Health and Women]

BMI

Bundesministerium für Inneres [Austrian Federal Ministry of the Interior]

BMJ

Bundesministerium für Justiz [Austrian Federal Ministry of Justice]

BMS

Bedarfsorientierte Mindestsicherung [Austrian needs-based minimum income system]

BMWFW

Bundesministerium für Wissenschaft, Forschung und Wirtschaft [Austrian Federal Ministry of Science, Research and Economy]

bOJA

Bundesweites Netzwerk Offene Jugendarbeit [National Network for Open Youth Work]

BSO

Bundes-Sportorganisation [Austrian Sports Organisation]

B-VG

Bundes-Verfassungsgesetz [Austrian federal constitutional law]

BVwG

Bundesverwaltungsgericht [Austrian Supreme Administrative Court]

CEURABICS

Center for European-Arab and Islamic-Christian Studies, University of Vienna

DiPAS

Displaced Persons in Austria Survey

ECTS

European Credit Transfer and Accumulation System

EMN

Europäisches Migrationsnetzwerk [European Migration Network]

EMRK

Europäische Menschenrechtskonvention [European Convention on Human Rights]

ESF

Europäischer Sozialfonds [European Social Fund]

EU

Europäische Union [European Union]

EVS

European Values Study

GFK

Genfer Flüchtlingskonvention [Geneva Refugee Convention]

HMKW

Hochschule für Medien, Kommunikation und Wirtschaft [University of Applied Sciences for Media, Communication and Management]

HVB

Hauptverband der österreichischen Sozialversicherungsträger [Main Association of Austrian Social Security Institutions]

IAB

Institut für Arbeitsmarkt- und Berufsforschung [Institute for Employment Research]

IIASA

International Institute for Applied Systems Analysis

IJG

Integrationsjahrgesetz [Integration Year Act]

IntG

Integrationsgesetz [Integration Act]

IOM

Internationale Organisation für Migration [International Organisation for Migration]

JUFF

Integrationsreferat Tirol (JUFF – Jugend, Frauen, Familie, Senioren, Integration) [Integration Department of Tyrol (Youth, Women, Family, Seniors, Integration)]

MA 17

Magistratsabteilung 17 (Integration und Diversität), Wien [Municipal Department 17 (Integration and Diversity), Vienna]

NAG

Niederlassungs- und Aufenthaltsgesetz [Settlement and Residence Act]

NAP.I

Nationaler Aktionsplan für Integration
[Austrian National Action Plan for Integration]

NGO

Non-government organisation

NÖGKK

Niederösterreichische Gebietskrankenkasse
[Regional health insurance organisation for
Lower Austria]

ÖAW

Österreichische Akademie der Wissenschaften
[Austrian Academy of Sciences]

ÖDaf

Österreichischer Verband für Deutsch als
Fremdsprache/Zweitsprache [Austrian
Association for German as a Foreign/Second
Language]

OECD

Organisation für wirtschaftliche Zusammenar-
beit und Entwicklung [Organisation for Econo-
mic Cooperation and Development]

OeNB

Österreichische Nationalbank [Central Bank
of Austria]

ÖFB

Österreichischer Fußball Bund [Austrian Foot-
ball Association]

ÖIF

Österreichischer Integrationsfonds [Austrian
Integration Fund]

ÖJRK

Österreichisches Jugendrotkreuz [Austrian
Youth Red Cross]

OÖGKK

Oberösterreichische Gebietskrankenkasse
[Regional health insurance organisation for
Upper Austria]

ÖRK

Österreichisches Rotes Kreuz [Austrian Red
Cross]

SOEP

Sozio-oekonomisches Panel [Socio-Economic
Panel]

StVO

Straßenverkehrsordnung [Road Traffic Code
1960]

SVR

Sachverständigenrat deutscher Stiftungen
für Integration und Migration [Expert Council
of German Foundations on Integration and
Migration]

TGKK

Tiroler Gebietskrankenkasse [Regional health
insurance organisation for Tyrol]

TIES

The Integration of the European Second
Generation

UEFA

Union of European Football Associations

UNHCR

Flüchtlingshochkommissariat der Vereinten
Nationen [United Nations High Commissioner
for Refugees]

uniko

Österreichische Universitätenkonferenz
[Austrian Universities Conference]

VfGH

Verfassungsgerichtshof [Austrian Constitutional
Court]

VwGH

Verwaltungsgerichtshof [Austrian Supreme
Administrative Court]

waff

Wiener ArbeitnehmerInnen Förderungsfonds
[Vienna Employment Promotion Fund]

WIFO

Österreichisches Institut für Wirtschafts-
forschung [Austrian Institute of Economic
Research]

WKÖ

Wirtschaftskammer Österreich [Austrian
Chamber of Commerce]

WU

Wirtschaftsuniversität Wien [Vienna University
of Economics and Business]

WVS

World Values Survey

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INTERIM EVALUATION OF REFUGEE INTEGRATION



This year’s integration report has two main concerns: firstly, a kind of interim evaluation of the implementation of the 50 Action Points on refugee integration, and secondly, addressing the integration of immigrants from the European Union (EU) and all other third countries. The immigration of refugees from the past years has superimposed everything else on the media, measured by the population of foreign nationals or with migration background, this represents the comparatively smaller share. The representation of the successes of integration as well as the open points is based on data, figures and statistical facts, which form the basis for the following chapters.

1. Interim evaluation of refugee integration

1.1 Data, figures and statistical facts

1.1.1 Asylum statistics EU

In the EU Member States, a total of 1,259,955 asylum applications were submitted in 2016, a decrease of 4.8% compared to 2015. Asylum applications continued to be above average in 2016, even when taking this slight reduction into account. However, some of these high figures are due to the fact that in Germany, in particular, a large proportion of applicants have already entered the country before 2016. Thus, almost 750,000 asylum applications have been submitted in Germany in 2016, but only 280,000 asylum seekers have actually entered the country in the calendar year 2016, most of them having come to Germany already in 2015¹. The official statistics therefore show almost half a million more applications than people actually having entered the country.

Number of asylum applications lodged (EU 28)
January 2015–March 2017

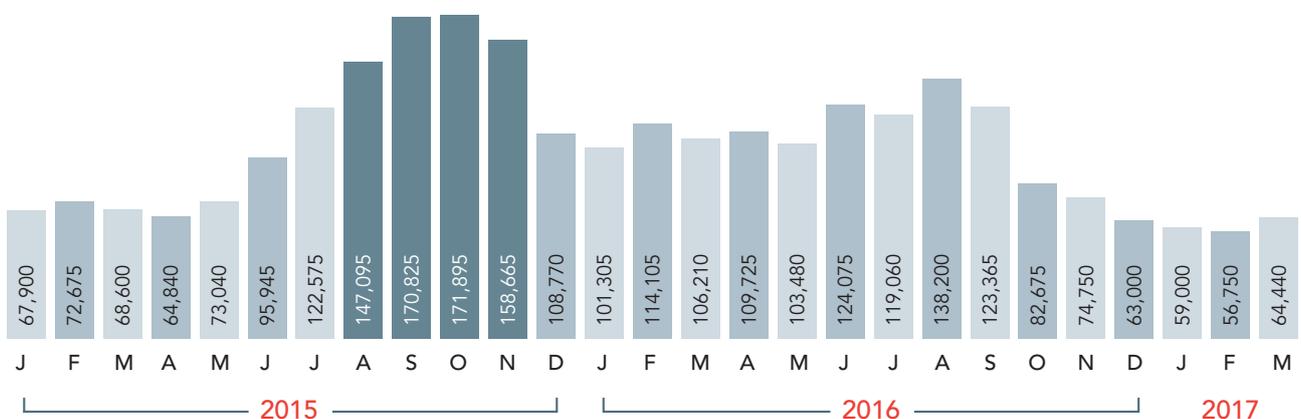


Fig. 1

Source: Eurostat (Asylanträge); own presentation

¹ Bundesministerium des Innern, Deutschland (2017), 280.000 Asylsuchende im Jahr 2016.

In 2016, a high concentration of asylum applications can still be observed in a few Member States. Germany², even if only the 280,000 asylum seekers who actually entered the country in 2016 are considered, is on the first place, ahead of Italy, France and Greece. Austria is ranked fifth in the overall European comparison (in 2015: third place, behind Sweden and Germany). Particularly noteworthy is the situation in Sweden, the second-strongest application country in 2015, where the number of asylum applications fell by more than 80% compared to the previous year, from 162,450 to 28,790.

Distribution of asylum applications (EU 28) 2016

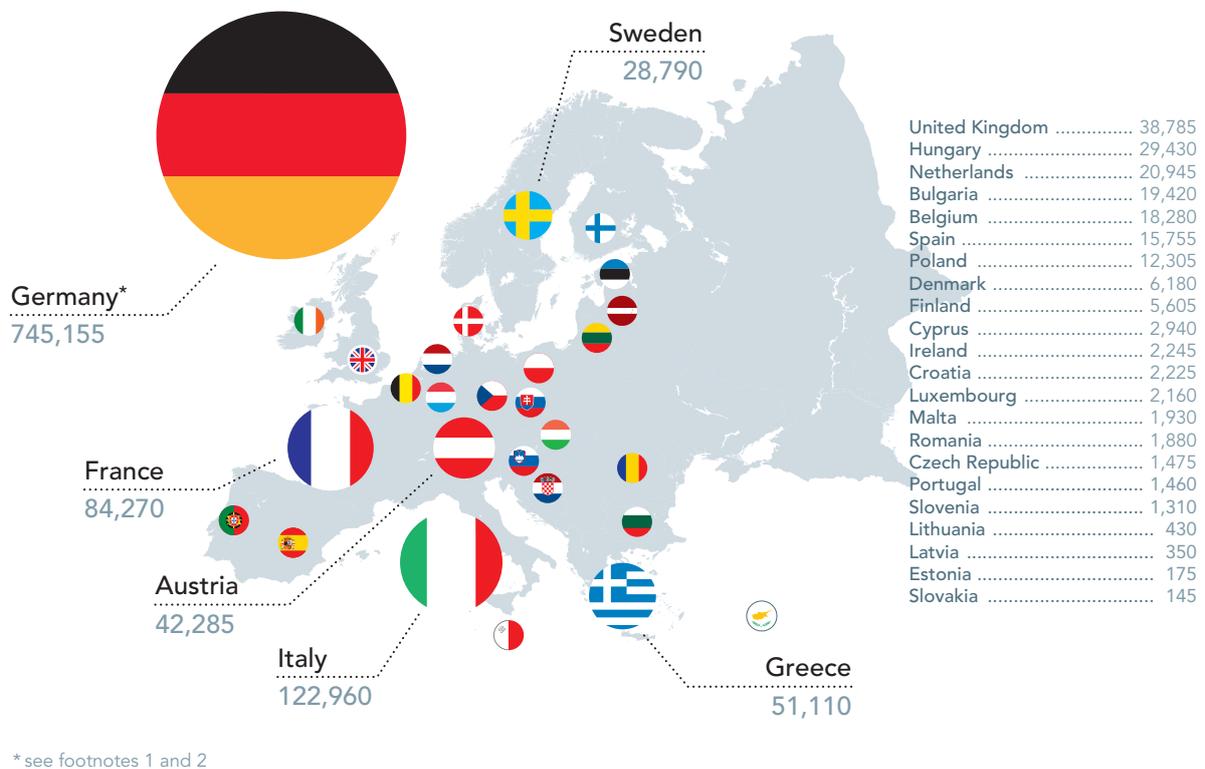


Fig. 2

Source: Eurostat (Asylanträge), BMI (Asylstatistik 2016); own presentation

2 Note to the figures in Germany: In fact, about 280,000 asylum seekers entered Germany in 2016. The number of 745,155 asylum applications for 2016 (Eurostat) results from a substantial backlog of asylum applications from persons who have already entered Germany, but who were unable to lodge the asylum application until 2016. The applications of these persons were included in the annual statistics 2016 (Bundesministerium des Innern, Deutschland (2017)). A similar discrepancy between actual persons entering the country and asylum applications submitted could also be observed in 2015 in Germany. 476,510 asylum applications (Eurostat) were lodged, the actual number of asylum seekers, however, amounted to 890,000 (Bundesamt für Migration und Flüchtlinge (2016), p. 10 and Bundesministerium des Innern, Deutschland (2016)). For the sake of completeness, it should also be mentioned that in 2016, Greece also recorded 15,000 asylum applications additionally to the data stated here, as these were also taken into account only in the following year (Hellenic Republic (2017)).

In order to be able to compare the real reception performance of individual countries, it is necessary to present the asylum application figures proportionally to the population size. It becomes apparent that Germany is clearly at the top with 9.1 asylum seekers per 1,000 inhabitants. This high figure, however, is in turn due to the fact that there has been a backlog of asylum applications from asylum seekers who have already entered Germany in the previous year. In fact, approximately 280,000 refugees came to Germany in 2016 and applied for asylum. The number of 745,155 asylum applications for 2016 therefore results from a considerable backlog of asylum applications from persons, who have already entered Germany in 2015, but could not lodge the asylum application until 2016.³ If only the number of asylum seekers who actually entered the country in the calendar year 2016 is considered, almost 3.4 asylum applications per 1,000 inhabitants were lodged in Germany, ranking Germany on sixth place in the European comparison. As a result of this calculation method, Austria (4.9) and Greece (4.7) are at the top of the European comparison of asylum applications lodged proportionate to the size of the population.

Number of asylum applications lodged per 1,000 inhabitants (EU 28) 2016



* see footnote 2 – discrepancy between the number of asylum applications lodged in 2016 (9.1 applications per 1,000 inhabitants) and the number of asylum seekers who actually entered the country (3.4 applications per 1,000 inhabitants)

Fig. 3

Source: Eurostat (Asylanträge, Bevölkerung am 1. Jänner 2016); own presentation

3 Bundesministerium des Innern, Deutschland (2017), 280.000 Asylsuchende im Jahr 2016.

Compared to the year 2015, there is also a noticeable change, especially as Sweden was at the top with 16.7 asylum applications per 1,000 inhabitants, followed by Austria with 10.3 asylum applications per 1,000 inhabitants. Although the EU average remained largely stable, with 2.6 applications in 2015 and 2.5 applications in 2016, and the applications in Austria fell significantly, 2016 still shows a strong concentration of refugee migration to a few EU countries.

A certain degree of continuity can also be observed with regard to the main countries of origin. In 2016, more than half of all asylum applications in the EU were lodged by persons from Syria (26.9%), Afghanistan (14.8%) and Iraq (10.3%), followed by asylum seekers from Pakistan, Nigeria, Iran, Eritrea, Albania and Russia. In Austria, too, the three most important countries of origin are in line with the EU trend, with almost twice as many applications lodged from Afghanistan in Austria than in the rest of the EU Member States.

Countries of origin of asylum seekers (EU 28, Austria) 2016

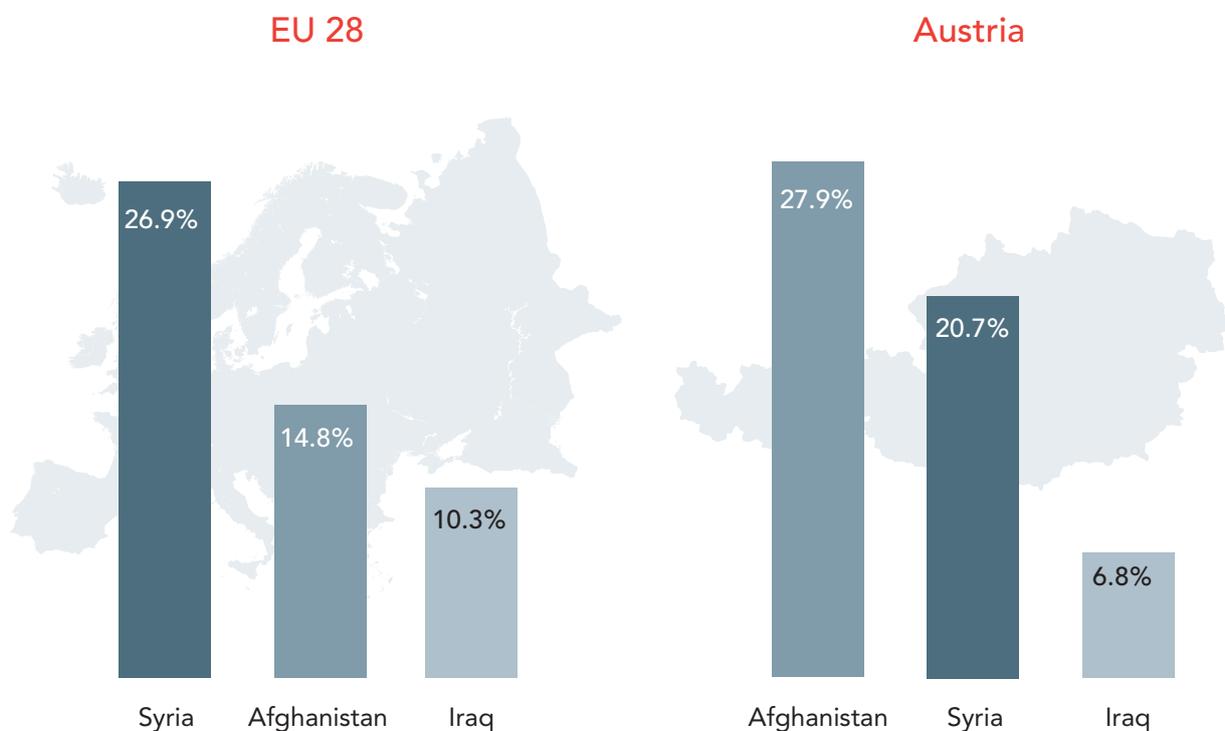


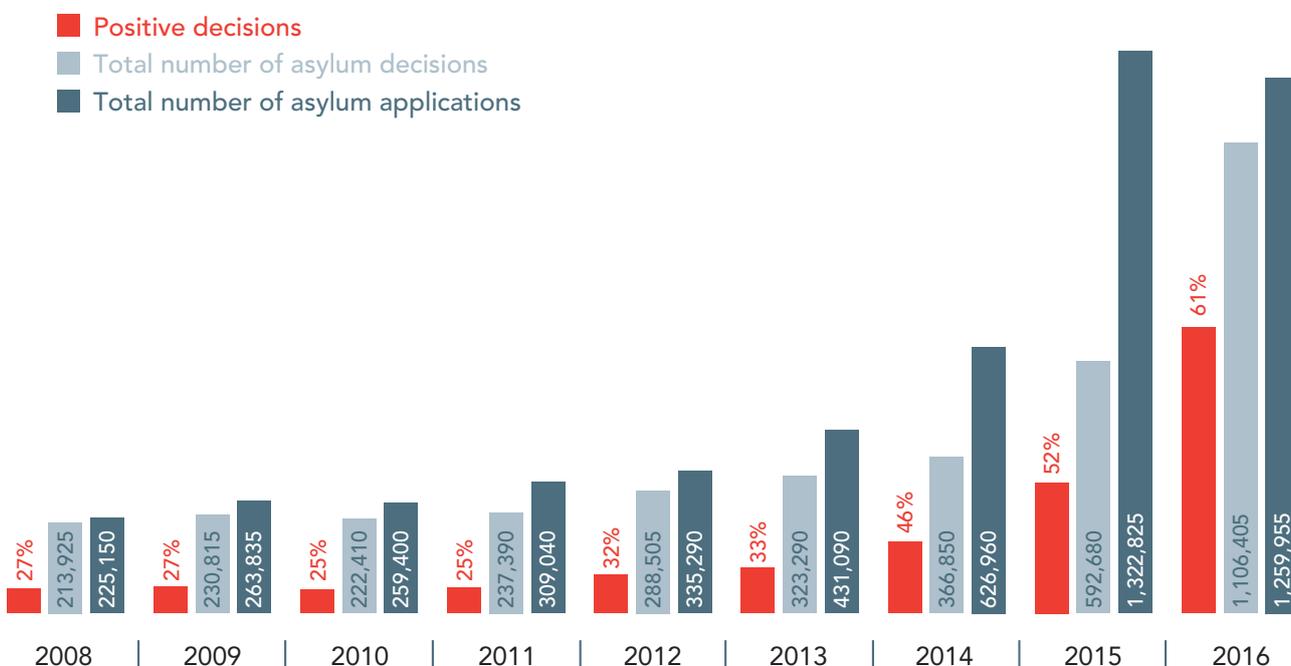
Fig. 4

Source: Eurostat (Asylanträge), BMI (Asylstatistik 2016); own presentation

The increasing number of asylum decisions can be interpreted as an echo effect on the high number of applications. In 2016, more than 1.1 million first-instance decisions (1,106,405) were made, a “peak” compared to the past years. At the same time, the percentage of positive decisions on international protection reached a new high level in the EU Member States: across the EU, more than 60% of all decisions were positive, although highly different decisions are taken within the EU. As the Expert Council of German Foundations on Integration and Migration (SVR), for example, stated in its Annual Report 2015⁴, the recognition rate for asylum seekers from Afghanistan in Italy in 2013 was more than eight times higher than in Greece. The fact that this difference is a significant problem does not need to be emphasised further. It reinforces the presumption that, in the individual Member States, the practice of granting asylum is not harmonised, despite a common European asylum system. To change and unify this is an important future task of a common system.

Number of applications for and decisions on international protection (EU 28)

at first instance, 2008–2016



The lodgement of an asylum application and the asylum decision are not made at the same time, but have a delay. The asylum decisions shown in one year can therefore also relate to asylum applications lodged in previous years.

Fig. 5

Source: Eurostat (Asylentscheidungen); own presentation

4 SVR (2015), Jahresgutachten 2015, p. 73.

1.1.2 Asylum statistics Austria

In 2016, 42,285 asylum applications were lodged in Austria, meaning that their number has more than halved in comparison to the year 2015. These figures show in particular the effect of the reintroduction of border controls in March 2016, and the control of valid passports and visas along the Balkan route. Despite the significant decline, the number of asylum applications in 2016 reached the second highest level since 1999 and thus remains above-average.

Number of asylum applications in Austria 1999–2016

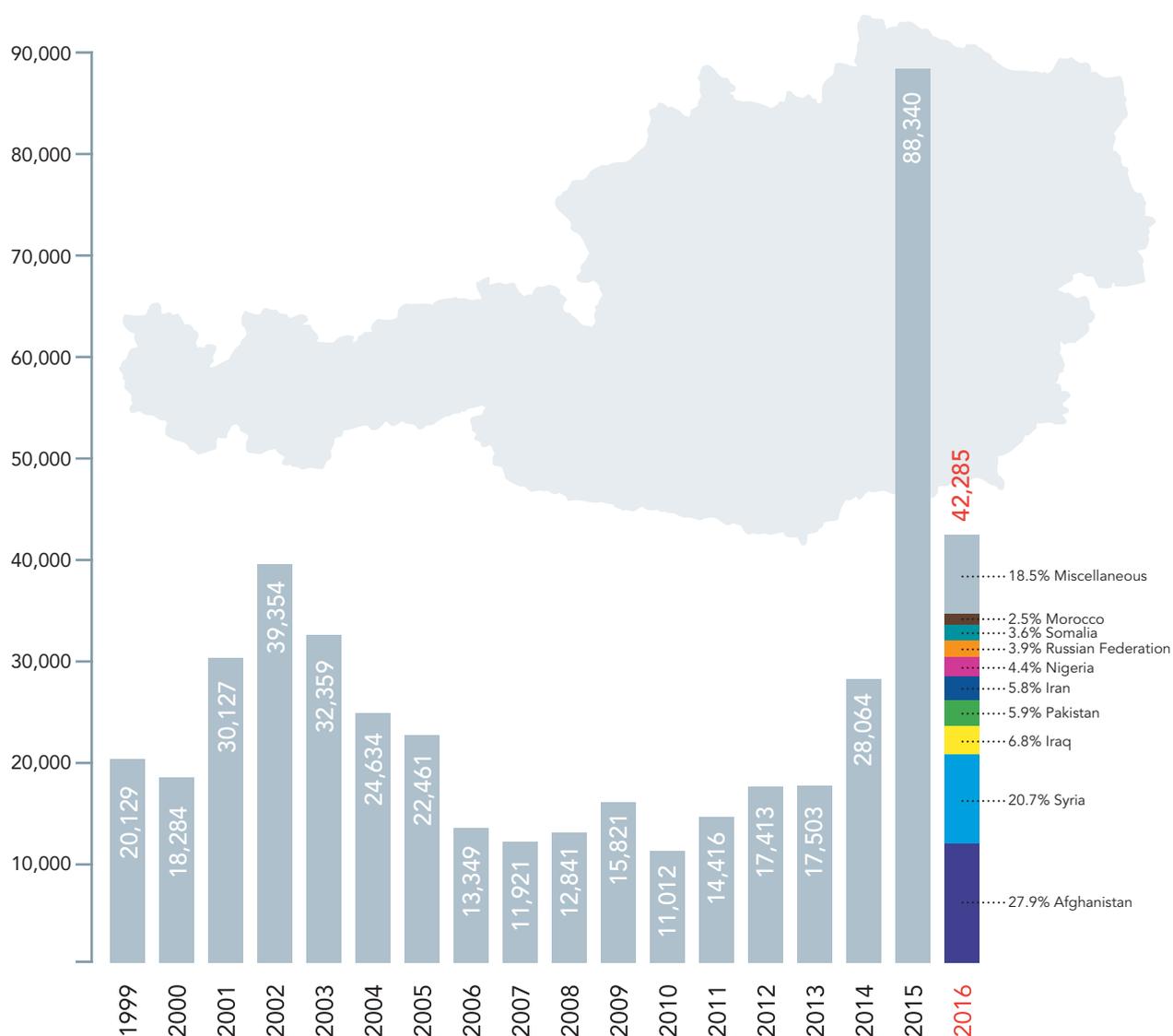


Fig. 6

Source: BMI (Asylanträge seit 1999; Asylstatistik 2016); own presentation

In 2016, most of the asylum seekers in Austria came from Afghanistan (11,794), followed by Syria (8,773) and Iraq (2,862). Looking at these main countries over the last seven years, it is clear that Afghanistan, with the exception of the years 2010, 2013 and 2014 (in each case second place), has always been the country of origin with the most applications. Asylum seekers from the Russian Federation were also always in the top rank of the countries of origin in the years 2010–2014, until the refugee migration from the Near and Middle East shifted the centre of origin from 2014 onwards and now – besides Afghanistan – Syria and Iraq are in the top 3 of countries of origin of asylum seekers.

Number of asylum applications in Austria January 2015–May 2017

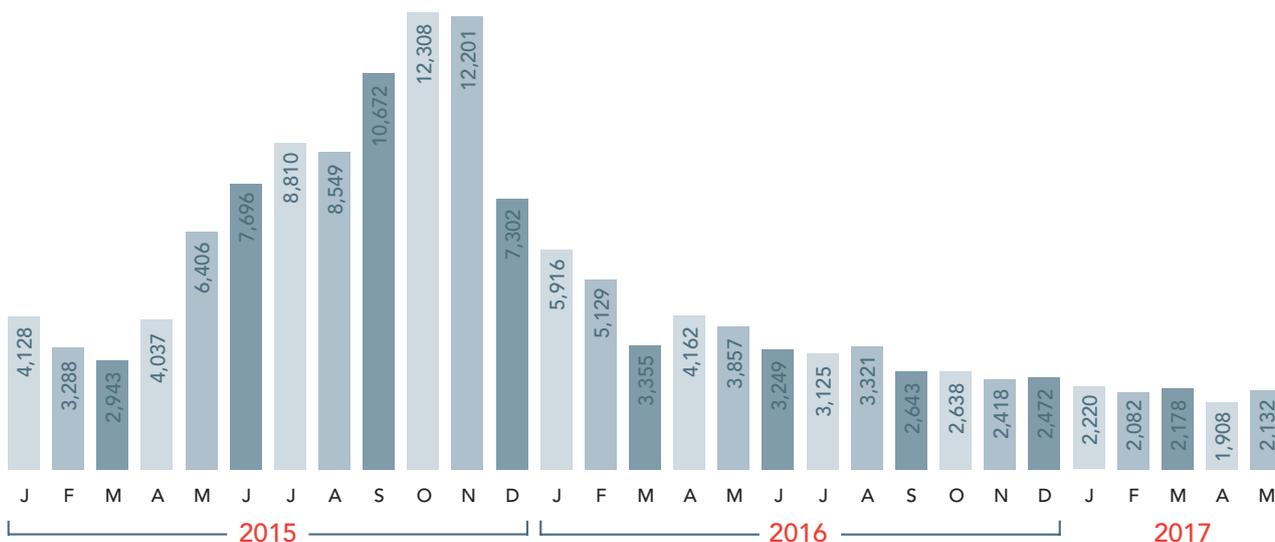


Fig. 7

Source: BMI (Asylstatistik 2015, 2016, Vorläufige Asylstatistik Mai 2017); own presentation

Development of the countries of origin with the highest number of asylum applications lodged in Austria 2010–2016

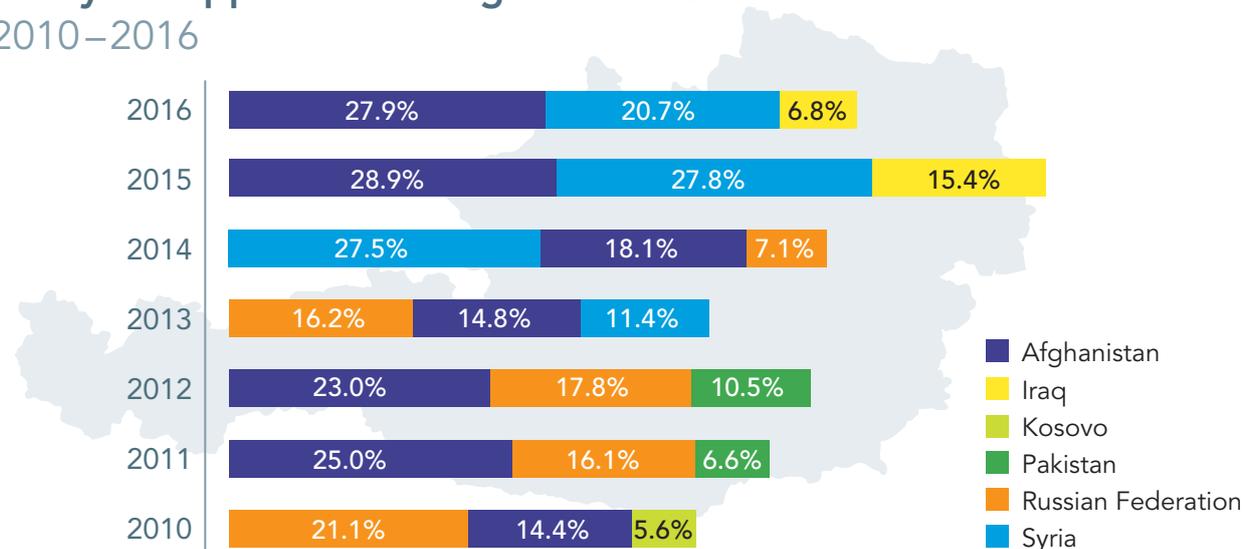


Fig. 8

Source: BMI (Asylstatistik 2010–2016); own presentation

3,900 of the asylum applications were lodged by unaccompanied minors in 2016 (compared to 2015: 8,277 applications), of which 9.5% were under 14 years of age. Sometimes families are separated from each other by different circumstances during their flight, so that minors apply for asylum in Austria alone. Sometimes, however, minors are sent to the EU alone by their families, because they are more likely to flee successfully, and to apply for family reunification afterwards. The motifs and causes for the high number of minor and unaccompanied refugees are manifold.

Asylum applications by unaccompanied minors in Austria 2016

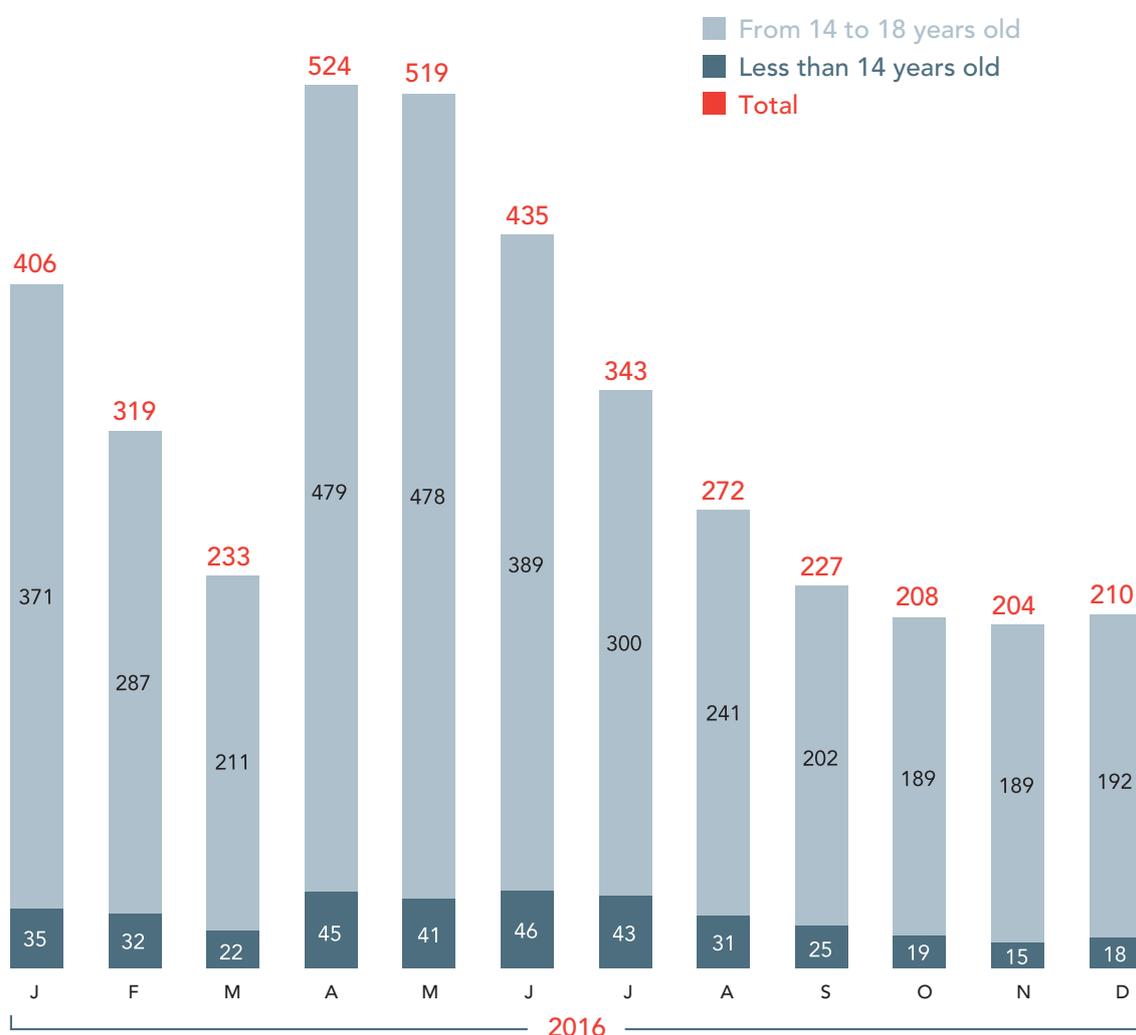


Fig. 9

Source: BMI (Asylstatistik 2016); own presentation

An overview of the decisions taken over the past 10 years clearly shows that there has been a sharp increase in the number of decisions since 2014. In 2016, a total of 22,307 asylum procedures were decided legally binding and positive (that makes about a third of all decisions). The number of legally valid positive asylum decisions rose by around 55% compared to the previous year. In addition, in 2016, subsidiary protection was granted in 3,699 cases (compared to 2,478 cases in the previous year).

Decisions on international protection in Austria 2016

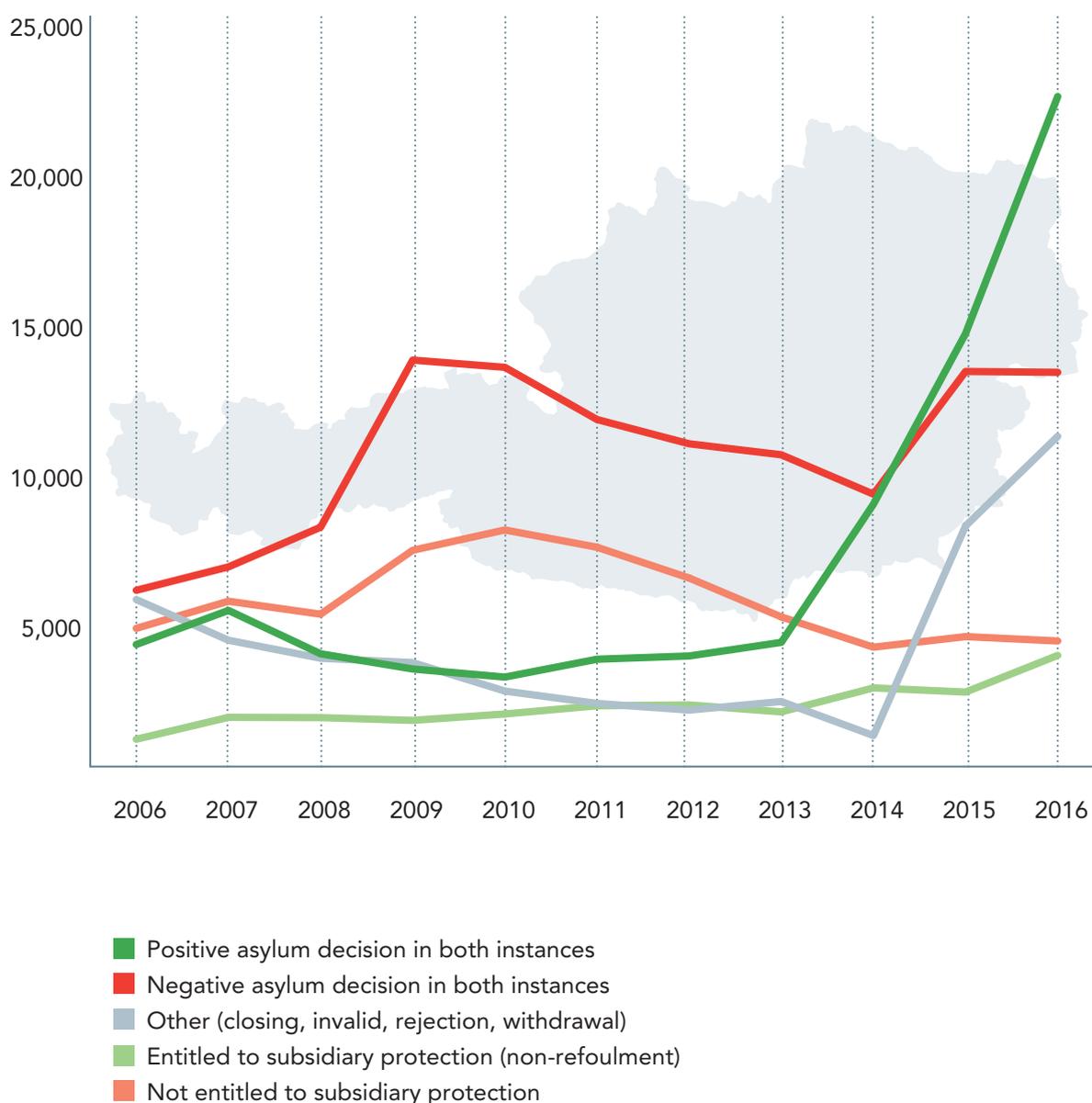


Fig. 10

Source: BMI (Asylstatistiken 2006 – 2016); own presentation

For the integration work, it is not only important to know the number of asylum applications and the corresponding decisions (i.e. the new arrivals per calendar year), but also the total stock of persons to be integrated who have ever come to Austria in the course of the refugee migration. In the absence of precise data, it is possible to infer the approximate population of the asylum seekers from the information of origin in the statistics of the residential population. Those who come from Afghanistan, very likely came to Austria as refugees. The same applies to Syria, Iraq, or selected African countries. If the total number of asylum seekers from the Middle East in Austria is extrapolated from that, a figure of perhaps 100,000–150,000 persons results, because as of the deadline of January 1st, 2017, there was a total of about 45,000 Afghans, 42,000 Syrians and 15,000 Iraqis.⁵ In addition, there are also former refugees from Lebanon, Iran and selected Gulf States. However, these figures are only an approximation, since not only asylum and subsidiary protection persons appear in the dwelling population, but also foreign citizens with other residence permits.

1.1.3 Summary and conclusion

Even if a significant drop in the number of asylum applications in Austria took place in 2016 due to the reintroduction of border controls along the Balkan route, the figures are still very high in a European comparison. Austria is still in second place in the per capita rate of asylum applications in Europe (clearly behind Germany, but slightly ahead of Greece). However, taking into account the fact that only 280,000 asylum seekers actually entered Germany in 2016⁶, Austria and Greece were proportionally affected most by the refugee migration in 2016, despite the fact that their total numbers fell.

It is also noteworthy that the number of asylum applications in Europe in 2016 has scarcely decreased compared to the record year 2015. Here, too, it is necessary to draw attention to calendar effects between entry and application, especially in connection with the German and Greek application numbers. With regard to the regions of origin of asylum seekers, the differences between Europe as a whole and Austria are becoming more and more evident: In comparison to the average of the EU 28, almost twice as many applications are lodged by Afghans (27.9% of all applications in Austria from Afghanistan, 14.8% on average in the EU 28).

1.2 Literature review: Core results of relevant studies on the topic of refugee integration

The refugee migration of the years 2015 and 2016 presented Austria with the challenge of laying the main attention of the integration policy on a completely new and as yet little researched group. As a basis for the development of integration policy measures, it was therefore also necessary to rapidly generate solid knowledge about this new target group of integration policy.

Hereinafter, relevant studies with Austrian reference will be presented on the two topics of integration policy that have shaped the last year: the economic effects of the refugee migration, as well as the refugees' attitudes to life and values. However, this chapter does not claim to be a complete representation of the research landscape – this would go far beyond the scope of the integration report. Rather, the

⁵ Statistik Austria (2017), Bevölkerung nach Staatsangehörigkeit und Geburtsland.

⁶ Note on figures from Germany: In fact, approximately 280,000 refugees entered Germany in 2016 and applied for asylum. See footnote 2.

most important core results on relevant issues shall be clearly depicted and briefly summarised.

1.2.1 Economic effects and fiscal costs

In the past two years, a total of four studies have been dealing with the issue of the short-term and medium-term impact of the strongly increased refugee migration on the Austrian economy and the labour market. Each study focused on different aspects, but the core results most relevant from the perspective of integration policy are presented in an overview.

Costs and revenues

The study by EcoAustria and Danube-University Krems⁷ deals with the evaluation of the economic effects of refugee migration. One of the most important aspects is the presentation of the costs of refugee migration, whereby only the largest expenditures (provision of basic welfare support to refugees, asylum system, needs-based minimum income system, family benefits, health care⁸, schooling, integration and active labour market policy as well as other costs, e.g. assistance deployment of the armed forces, refugee transport, etc.) are considered here. In addition, the study calculates only those additional costs that arise when more than 17,500 asylum applications (i.e. the number of the year 2013) are lodged in Austria.

Study by EcoAustria and Danube-University Krems (2016)

Title:

Economic Analysis of the Refugee Immigration to Austria

Institutions:

EcoAustria / Danube-University Krems

Authors:

J. Berger, G. Biffi, N. Graf, U. Schuh and L. Strohner

Aim:

Estimation of the fiscal costs and economic effects of the current refugee migration to Austria

Research period:

2015–2019

For the years 2015–2019⁹, an additional expenditure of around 8.1 billion euros is expected, with the provision of basic welfare support to refugees and the minimum income system for persons entitled to asylum accounting for almost 80% of these costs (6.187 billion euros). In comparison, the share of integration and labour market measures amounts to only 6% (484 million euros). The total cost for this period is, however, estimated at 10 billion euros. These expenditures, provided that they are made in Austria, generate income from taxes on the increased consumption, through additional income and new entrepreneurial activities, but also from additional social insurance contributions. These revenues are estimated at around 4.1 billion euros for the years 2015 to 2019. In sum, the integration of admitted refugees in the first few years thus costs more than it yields.

7 Berger, J., Biffi, G., Graf, N., Schuh, U. und Strohner, L. (2016), *Ökonomische Analyse der Zuwanderung von Flüchtlingen nach Österreich*.

8 In addition, it should also be mentioned that social insurance funds have made their own calculations as well. An estimate by the Main Association of Austrian Social Security Institutions (HVB) assumes that the health insurances have a funding gap of around 41 million euros for the year 2016 (HVB, TGKK).

9 The analysis scenario is based on 395,000 asylum applications for the period 2015–2018, although this number already includes family reunification (see page 27 of the study). To this extent, the asylum upper limit introduced in January 2016 has not yet been taken into account in this study, but has been taken into account in follow-up studies (e.g. Berger, J. and Strohner, L. (2016)).

Costs of refugee integration – additional expenses for the years 2015–2019

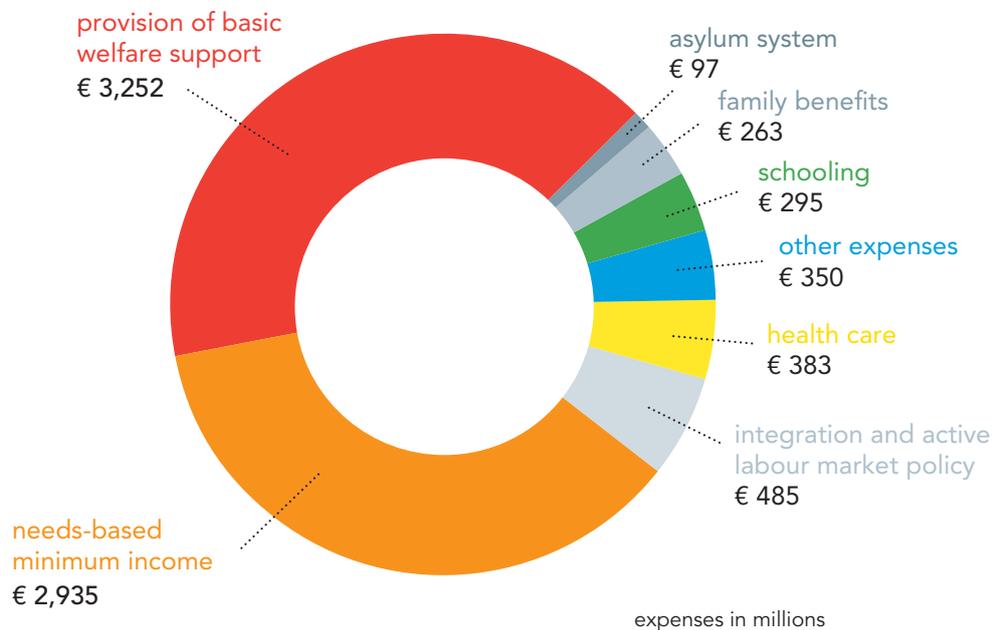


Fig. 11

Source: Berger et al. (2016), Ökonomische Analyse der Zuwanderung von Flüchtlingen nach Österreich; own presentation

In this context, Holler and Schuster (2016) furthermore calculated the long-term effects of refugee migration on the public budget. Due to increasing educational participation and labour market integration, yet long-term increases in pension and health expenditures, the debt (without interest burden) will amount to 14 billion euros, or 163,000 euros per refugee.

Effects on the labour market

In addition to the comparison of financial input and output, developments on the labour market are another important economic factor that three studies have concretely discussed.¹⁰ All three studies conclude that an increase in the unemployment rate will occur in the short and medium term. This increase will primarily affect the group of refugees themselves, and to a lesser extent those of the low-skilled population. Specifically, Berger and Strohner¹¹ (2016), similar to Berger et al. (2016), conjecture an increase in unemployment of 0.4% by 2020, which will affect the group of low-skilled persons – and thus also refugees –

Study by Holler and Schuster (2016)

Title:

Long-term Effects of the Refugee Migration 2015 to 2019 to Austria

Authors:

J. Holler and P. Schuster

Aim:

Estimation of the long-term budgetary effects of the current refugee migration on the public budget

10 Berger et al. (2016), Ökonomische Analyse der Zuwanderung von Flüchtlingen nach Österreich; Berger, J. und Strohner, L. (2016), Migration. Gegenwart und Zukunft; Holler, J. und Schuster, P. (2016), Langfristeffekte der Flüchtlingszuwanderung 2015 bis 2019 nach Österreich.

11 Both studies use the same economic model, but Berger, J. und Strohner, L. (2016), Migration. Gegenwart und Zukunft, take the application numbers for 2015 as well as the asylum limit introduced since 2016 into account.

more strongly (+1.5% by 2020). This projected increase should also be considered against the background of the current skill level of the unemployed – 45% of the unemployed persons registered in May 2017 (approximately 140,000) have no school education or only compulsory education.¹²

Increase in employment and unemployment until 2020 and 2030

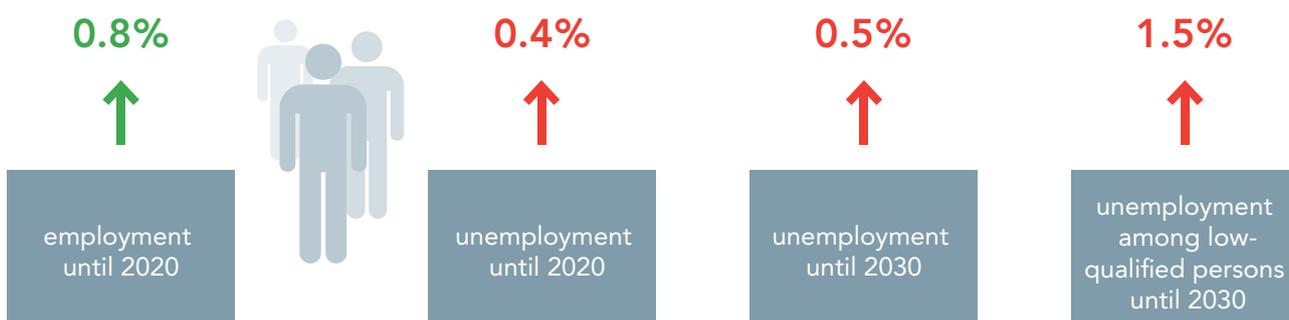


Fig. 12

Source: Berger und Strohner (2016), Migration. Gegenwart und Zukunft; own presentation

Study by Berger and Strohner (2016)

Title:

Migration: Present and Future

Institution:

EcoAustria

Authors:

J. Berger and L. Strohner

Aim:

Study of the economic impacts and the long-term perspectives of refugee migration (especially in connection with social security and its financing)

Investigation period:

2015 until 2030 and 2060

Gross domestic product (GDP)

Another interesting economic factor to consider is the GDP. All three studies came to the conclusion that GDP will rise as a result of the increase in population numbers as a result of the refugee migration and the resulting increase in consumption. However, due to the lower productivity of the refugees and their longer-term employment integration, the GDP per capita will decline. As the studies differ slightly from one another in their calculation methods and basic assumptions, the precise estimation of the effects on GDP also differs.

Berger et al. (2016)¹³ assume an increase of 1% in the GDP by 2020 or 1.5% by 2030 compared to the base scenario. Conversely, Berger und Strohner (2016), who assume a smaller number of refugees, expect weaker effects, i.e. a GDP increase of approximately 0.4% by 2020 and 0.8% by 2030. The GDP per capita is also expected to fall by around 1% by 2020, before the trend slowly reverses. The study by Holler and Schuster (2016)¹⁴ also predicts an increase in the real GDP for 2060 compared to the reference scenario by 1.3%,

12 Arbeitsmarktdatenbank des AMS und BMASK (2017), Bali.

13 Berger et al. (2016), Ökonomische Analyse der Zuwanderung von Flüchtlingen nach Österreich.

14 Holler, J. und Schuster, P. (2016), Langfristeffekte der Flüchtlingszuwanderung 2015–2019 nach Österreich, pp. 20, 24.

while the real GDP per capita is expected to decrease by about 0.8% by 2020 and by approximately 0.3% by 2060. The GDP growth is generated mostly from public spending or government debt, especially in the first few years; only when the labour market participation rate of the refugees has reached an average level, the generation of GDP growth changes.

Other calculation approaches

Another study, by Prettenthaler et al. (2017)¹⁵, comes to completely different results. Contrary to the three studies mentioned above¹⁶, which use economic models to predict the future effects of the current refugee migration, Joanneum Research analyses in detail the effects of persons entitled to asylum on Austria's economy in the years 2000 to 2015. Specifically, with labour market data, the employment careers of 65,149 persons entitled to asylum were assessed, without taking asylum seekers into account. Thus, about half of the target group was faded out, which – as the three previous studies have shown – are causing economic costs, particularly in this initial phase. Moreover, only "labour market-relevant payment streams" were taken into account in the evaluation and "additional arising integration costs"¹⁷ were not included in the analysis. Therefore, the study is primarily to be understood as an analysis of the development of the labour market integration of former refugee cohorts. As an assessment of the future integration processes of the current refugee group, however, this assessment is only conditionally suitable, since it was a different refugee cohort, the economic situation was much better at least until the onset of the crises in 2008 than today, and, at that time, a much smaller number of refugees had to be integrated into the labour market.

The core results show that about 42% of refugees had a job from the fifth year after receiving asylum. However, this shall be assessed also an under-average result, given the lower age average of refugees compared to the majority of the population. As the studies did before, Prettenthaler et al. (2017) also assume that a population that is larger by refugee migration stimulates consumption and thus increases economic output. However, it must be pointed out that value creation is generated not only from its own income, but also from social benefits, particularly at the beginning of the integration process. Specifically, a gross value creation of about 7,350 euros as well as a net tax value of around +3,050 euros were calculated per person entitled to asylum and year.

Study by Prettenthaler et al. (2017)

Title:

Economic Effects of Persons entitled to Asylum in Austria

Institution:

Joanneum Research

Authors:

F. Prettenthaler, D. Janisch, K. Gstinig, M. Kernitzky, E. Kirschner, V. Kulmer, A. Niederl, C. Winkler

Aim:

Analysis of the economic effect of persons entitled to asylum

Research period:

2000–2015

15 Prettenthaler, F., Janisch, D., Gstinig, K., Kernitzky, M., Kirschner, E., Kulmer, V., Niederl, A. und Winkler, C. (2017), Ökonomische Effekte von Asylberechtigten in Österreich. Analyse der arbeitsmarktrelevanten Zahlungsströme.

16 Berger et al. (2016), Ökonomische Analyse der Zuwanderung von Flüchtlingen nach Österreich; Berger, J. und Stroher, L. (2016), Migration: Gegenwart und Zukunft; Holler, J. und Schuster, P. (2016), Langfristeffekte der Flüchtlingszuwanderung 2015 – 2019 nach Österreich.

17 Prettenthaler et al. (2017), Ökonomische Effekte von Asylberechtigten in Österreich. Analyse der arbeitsmarktrelevanten Zahlungsströme, p. 44.

1.2.2 Refugees' attitudes to life and values

In addition to assessing the economic effects of the refugee migration, a second issue was in the centre of social science research: the expectations and approach to life and values of refugees in Austria. From an integration policy perspective, these studies are valuable, as they provide an initial insight into the lifeworld of refugees, not just "counting heads," but also showing "what is in these minds – in terms of values, identities, skills and hopes"¹⁸. In essence, three studies were published last year in Austria dealing with these issues. The core results are presented exemplarily below.

Values and expectations of refugees in Austria – a study of the Austrian Academy of Sciences (2017)

As part of its study¹⁹, the Austrian Academy of Sciences (ÖAW) surveyed a total of 898 adult refugees from Syria, Afghanistan and Iraq, focusing in particular on the level of education, integration, religiosity and values.

With regard to the level of education, this study also demonstrates the strong origin-specific differences already identified by the Austrian Public Employment Service (AMS) competence check²⁰. Thus, 27.7% of the Afghan respondents did not have a basic school leaving certificate, while the respondents from Syria and Iraq only had 6.1% and 5.1%, respectively. Conversely, the percentage of academics in Iraqis (22.3%) and Syrians (21.2%) was roughly four times as high as among Afghans (5.4%).

Overall, respondents showed a high level of willingness to integrate, especially with regard to the learning of the German language (95.3%), compliance with the laws in Austria (82.9%), starting to work soon (81%), and completion of a vocational training (74.2%). At the same time, about half of all respondents assessed any shortcomings in school or vocational training as (rather) unimportant. In this respect, a discrepancy between a high willingness to integrate on the one hand and a lack of awareness of the importance of educational and professional qualifications on the other hand can be observed. This will be discussed in more detail in the final conclusion on page 37.

Values Study by ÖAW (2017)

Title:

Values and Expectations of Refugees in Austria

Institution:

Research cooperation under the leadership of the Austrian Academy of Sciences (ÖAW)

Authors:

J. Kohlbacher, G. Rasuly-Paleczek, A. Hackl, S. Bauer

Aim:

The study examines the values and expectations of refugees in different areas of life in Austria.

Design and sample:

Quantitative survey of 898 refugees from Afghanistan, Syria and Iraq

18 Buber-Ennser, I., Kohlenberger, J., Rengs, B., Al Zalak, Z., Goujon, A., Striessnig, E., Potancokova, M., Gisser, R., Testa, M. R. und Lutz, W. (2016), Displaced Persons in Austria Survey (DiPAS), p. 4 of the German translation (available under https://www.oeaw.ac.at/fileadmin/subsites/Institute/VID/PDF/Projects/DiPAS/dipas_2016_plosone_uebersetzung.pdf).

19 Kohlbacher, J., Rasuly-Paleczek, G., Hackl, A. und Bauer, S. (2017), Werthaltungen und Erwartungen von Flüchtlingen in Österreich.

20 See AMS Kompetenzcheck (2017). In this context, it must also be pointed out that the results of the AMS competence check must be assessed against the background of their lack of representativeness, probably resulting in too positive results (e.g. compared to far more representative data from Germany or Sweden).

Own contribution to integration

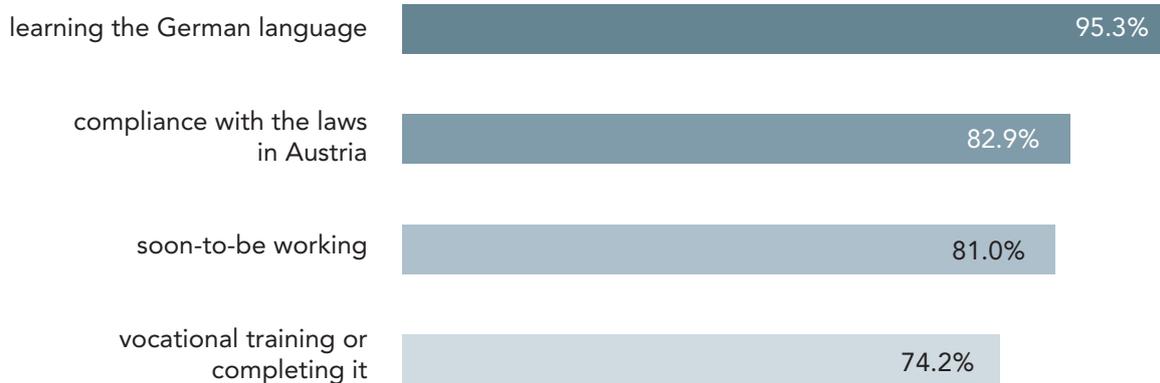


Fig. 13

Source: Kohlbacher et al. (2017), Wertehaltungen und Erwartungen von Flüchtlingen in Österreich; own presentation

Regarding attitudes towards life and values, overall “contradictions in the answers to general questions on the one hand and concrete questions about the personal way of life (e.g. compliance with clothing regulations) on the other hand were found.”²¹ When respondents were questioned on generally formulated concepts such as equality or democracy, they overall showed a high agreement. However, if these general concepts were broken down to the individual daily life of the interviewees, there was much less consent. Therefore, the authors of the study came to the conclusion that “the freedoms of the liberal constitutional state are accepted as an abstract principle”, but that the refugees have not yet “internalised” these principles for themselves.²²

For example, 87.2% of respondents said that they accept the Austrian lifestyle in general. At the same time, however, 38.2% also declared that these living habits are too liberal for them. Similar responses were also made regarding the role of religion. While 53% unreservedly and 29.4% more likely agreed that different religions are equal, only 39.2% would unreservedly agree to a marriage of their own child with a partner from another religious community, with such a marriage being categorically rejected by 29,1% respondents. In total, respondents were rather religious (50.7%) or very (9.7%) religious, with 23.5% of Afghan respondents showing the highest proportion of very religious respondents. The agreement to equality between men and women on an abstract level was also very high, with a total of 84.8%. At the same time, the overwhelming majority of respondents (80.6%) argued that a headscarf or veil should be worn in public, and a good third of respondents spoke out for gender-separated swimming and gymnastics lessons at schools. The approval of democracy as an ideal form of state organisation was also very high, at 91.3%.

21 Kohlbacher et al. (2017), Wertehaltungen und Erwartungen von Flüchtlingen in Österreich, p. 5.

22 Kohlbacher et al. (2017), Wertehaltungen und Erwartungen von Flüchtlingen in Österreich, p. 5.

Attitudes to Austrian living habits

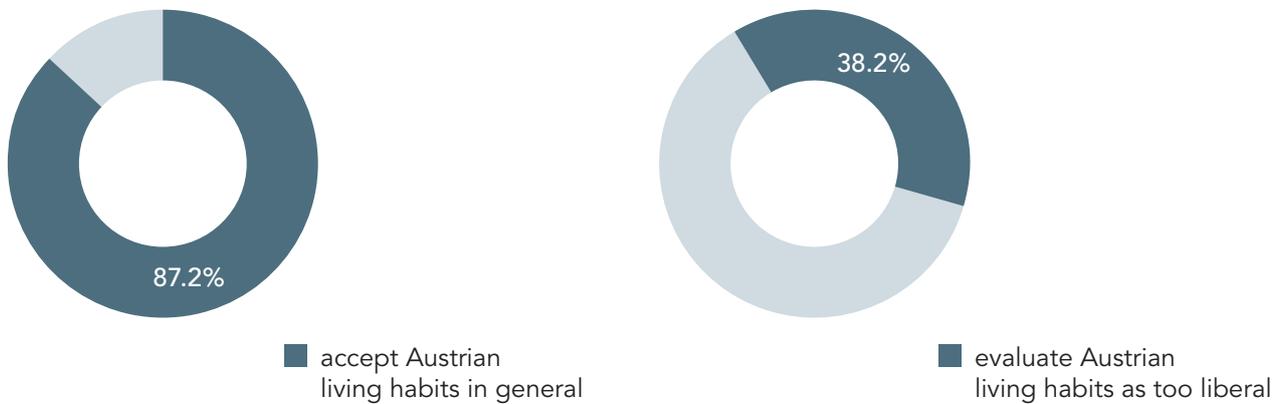


Fig. 14

Source: Kohlbacher et al. (2017), Wertehaltungen und Erwartungen von Flüchtlingen in Österreich; own presentation

In a qualitative preliminary study on the German IAB-BAMF-SOEP survey²³, refugees were asked about their gender roles. It also shows that respondents support the equality of men and women “as an abstract principle”²⁴, but often sceptically see and partly reject the predominant image of women (e.g. division of labour in the household, appearance, clothing). Another German study²⁵ refers to more “anti-liberal” attitudes towards sexuality, homosexuality, marriage and partnership as well as to reservations about alternative ways of living or living arrangements (e.g. housing communities).

Displaced Persons in Austria Survey (DiPAS) – Study of the ÖAW, WU and IIASA (2016)

Within the Displaced Persons in Austria Survey (DiPAS) study²⁶, a total of 514²⁷ refugees were interviewed in emergency quarters in and around Vienna, focusing on demographic characteristics, human capital, integration potentials, and attitude towards life and values. The results of the study have to be considered against the background of the specific sample selection. The questioned target group consisted of 38% Iraqis, 36% Syrians and 16% Afghans. Considering that in 2015, 29% of all asylum seekers came from Afghanistan, 28% from Syria and 15% from Iraq, it is clear that the Afghan population as the refugee group with the highest number of applications in the sample of the DiPAS study is strongly

23 Brücker, H., Kunert, A., Mangold, U., Kalusche, B., Siegert, M., Schupp, J. (2016): Geflüchtete Menschen in Deutschland – eine qualitative Befragung.

24 Brücker, H. et al. (2016), Geflüchtete Menschen in Deutschland – eine qualitative Befragung, p. 12.

25 Freytag, R. (2016), Flüchtlinge 2016. Studie der HMKW zu Demokratieverständnis und Integrationsbereitschaft von Flüchtlingen 2016.

26 Buber-Ennser et al. (2016), DiPAS.

27 The interviewees also provided information on 877 family members living in Austria and abroad, so that a total of 1,391 responses could be evaluated in this study. However, this type of survey was not suitable for questions about attitudes and values.

underrepresented, while Iraqis are strongly overrepresented.²⁸ Consequently, the results of the study cannot be representative.²⁹ In addition, an education bias, i.e. an overrepresentation of higher-educated respondents in the sample, cannot be excluded and is even likely. This becomes particularly clear when one considers that refugees from Iraq – the largest group surveyed in the study – have the highest completed education, while Afghans entitled to asylum and subsidiary protection – the biggest group in relation to asylum applications lodged, yet strongly underrepresented in the study – are by far the weakest in terms of education (according to the AMS competence check, over 50% completed none or only primary school). Therefore, the significance of the DiPAS study must always be assessed against this background.

Once again, this study also reveals strong origin differences regarding the educational level. While 27% of Syrians and 31% of Iraqis visited a tertiary educational institution (e.g. university), 58% of the Afghan refugees surveyed – the largest refugee group in Austria – had at most a completed or abandoned primary school education.³⁰ Although the study shows that refugees living in Austria show higher educational qualifications compared to the population in their home countries, this recognition is irrelevant from an integration policy point of view, since only the persons entitled to asylum and subsidiary protection actually living in Austria are the target group of the integration measures and their actual – or lack of – qualifications are the basis for further integration steps. As also shown in the ÖAW values study, there is a high degree of willingness to integrate. In response to their plans for the future, 67% of respondents of the DiPAS study with a previous work experience answered “looking for work” or 30% “continuing school/study”. Despite these promising results, it should be borne in mind that integration processes – especially in the light of the heterogeneity of the target group – need time, and the willingness to integrate alone will not lead to successful integration overnight.

Regarding attitudes to values, among others, gender roles were surveyed within the DiPAS study. Here, too, partially contradictory data appeared. On the other hand, 85% of women and 68% of men affirmed that “having a job is the best way for women to be an independent person”. At the same time, almost half of respondents (54% of women and 48% of men) agreed that “when jobs are scarce, men should have more right to a job than women”. Since questions of the World Values Survey (WVS) were used, a comparison with the countries of origin and Austria was possible. Thus, it could be shown that refugees had a more liberal attitude com-

DiPAS Study: Human Capital, Values, and Attitudes of Persons seeking Refuge in Austria in 2015 (2016)

Title:

Displaced Persons in Austria Survey (DiPAS)

Institutions:

Vienna Institute of Demography (ÖAW), Department for Socioeconomics (WU), World Population Program (IIASA)

Authors:

I. Buber-Ennser, J. Kohlenberger, B. Rengs, Z. Al Zalak, A. Goujon, E. Striessnig, M. Potancokova, R. Gisser, M.R. Testa, W. Lutz

Aim:

Study of sociodemographic characteristics, the human capital, and the integration potential of refugees in Austria.

Design and sample:

Quantitative study of 514 direct respondents as well as information on other family members of the direct respondents (in total, information about 1,391 persons)

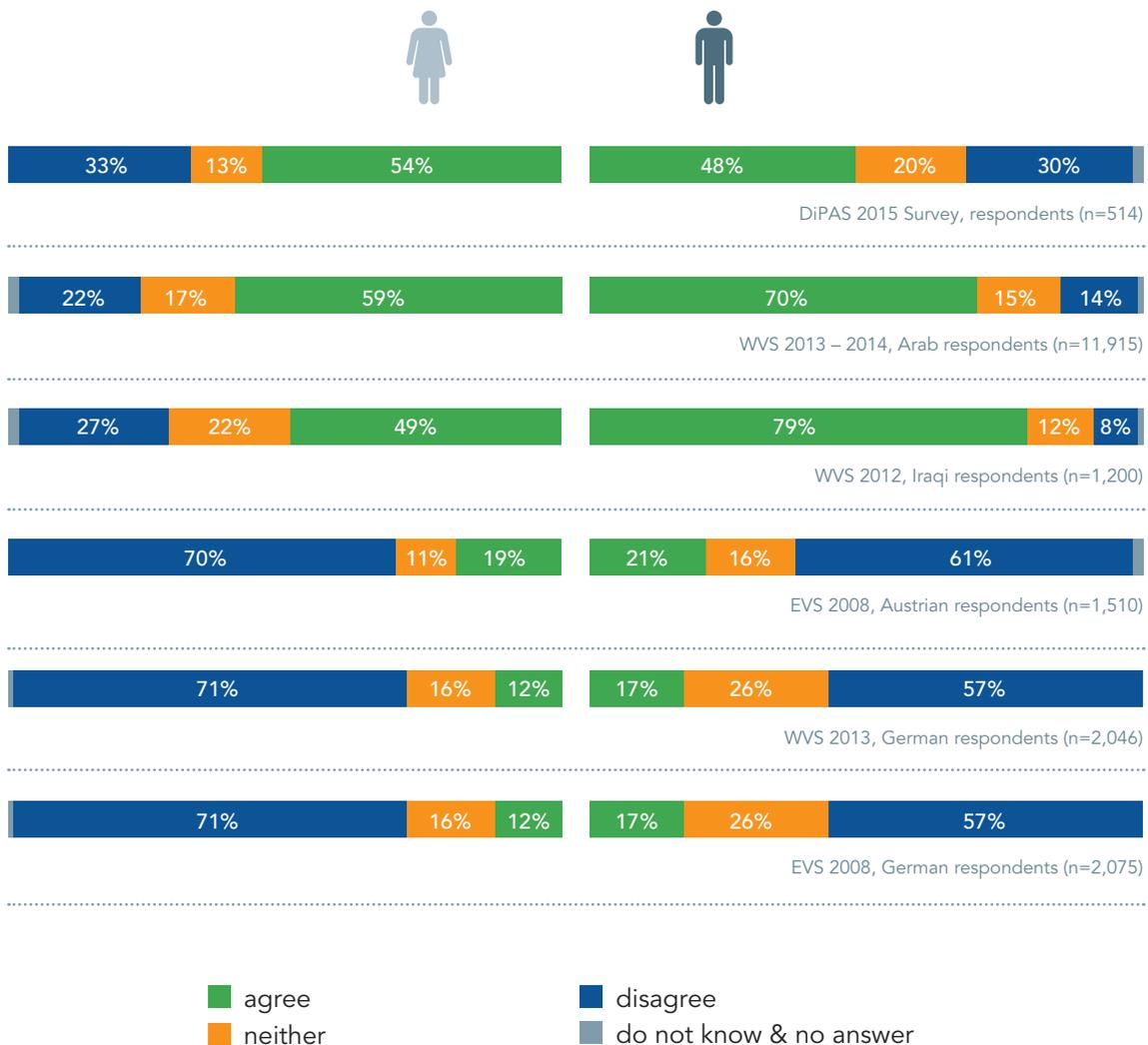
28 The authors assume, however, that the study has recorded 15% of asylum seekers living in Vienna in emergency accommodations at the time (in particular Syrians and Iraqis) and thus can provide reliable results for this very narrowly defined target group. For the total population of all asylum seekers in Austria, however, the above-mentioned potential effects of the selected sample formation must still be taken into account.

29 The authors also openly admit this as a methodological restriction (see e.g. Buber-Ennser et al. (2016), DiPAS, p. 23).

30 Buber-Ennser et al. (2016), DiPAS, p. 11 fig. 3.

pared to their countries of origin (e.g. Iraq: agreement of 49% of women and 79% of men), but that compared to that, the agreement values in Austria were significantly lower (19% of women and 21% of men). Again, it is important to bear in mind that from an integration policy perspective, only the view of the refugees actually living here as well as the comparison with the Austrian population are relevant.

Agreeing with the statement “When jobs are scarce, men should have more right to a job than women”



Source: Buber-Ennser et al. (2016), DiPAS, German translation (see https://oeaw.ac.at/fileadmin/subsites/Institute/VID/PDF/Projects/DiPAS/dipas_2016_plosone_uebersetzung.pdf), p. 21, image 7; own presentation

Fig. 15

Motivations for Austrian internal migration of persons entitled to asylum and subsidiary protection – study by Peter Hajek Public Opinion Strategies (2017)

As a considerable part of the asylum seekers move to Vienna after receiving a positive decision, Peter Hajek surveyed the background and motivation for this movement in Austria within an explorative, qualitative study.

Thus, it became clear that for 40% of respondents, the different amount of the Austrian needs-based minimum income system (BMS) is a rather or very important reason for a move to Vienna. In this group of respondents, 90% also knew about the different levels of the minimum income system, which suggests that the different levels of BMS represent an additional aspect or at least a catalyst for internal migration to Vienna for a considerable proportion of refugees. In addition, the factor big city, which played a role for 67% of all interviewees, was also seen as a synonym for more chances and opportunities, e.g., to get in touch with Austrians (22%) and thus to learn German more easily (64%), to find a job more easily (53%) or pursue an education (31%). These results are seen primarily as a perception, an expression of the hopes, and less of a mirror of reality, to be assessed somewhat more cautiously in the face of the anonymity of the big city and high unemployment in Vienna. In this discrepancy between great hopes and the somewhat sober reality, there is also a potential for disappointment and frustration.

1.2.3 Conclusion

Hand in hand with the increasing interest in reliable information on the newly arrived refugees, the number of studies investigating the effects of the refugee migration on the economy and society in Austria also rose last year. This chapter summarises the most relevant research results from last year and allows the following conclusions to be drawn:

There is – also from an economic point of view – no alternative to integration, particularly as the refugee migration in 2015/16 causes great costs, especially in the early years. Despite the different prioritisations and calculation methods, all four economic studies³¹ presented in this chapter show that the refugee migration will lead to an increase in government spending. Positive economic effects will only be seen when those entitled to asylum have been successfully integrated into the Austrian labour market. If labour market integration is not achieved, however, the economic costs will outweigh the economic benefits, and that will have negative socio-political effects on Austria also in the long term due to the size of the refugee migration of 2015.

Study on Internal Migration by Peter Hajek (2017)

Title:

Motivations for Austrian internal Migration of Persons entitled to Asylum and subsidiary Protection to Vienna

Institutions:

Peter Hajek Public Opinion Strategies

Authors:

P. Hajek

Aim:

Study of motivations of persons entitled to asylum and subsidiary protection for moving to Vienna after receiving their positive asylum decision

Design and sample:

Exploratory study of 58 persons entitled to asylum and subsidiary protection from Afghanistan, Syria and Iraq, who have recently moved from another Austrian province to Vienna

31 Berger et al. (2016), Ökonomische Analyse der Zuwanderung von Flüchtlingen nach Österreich; Berger, J. und Strohner, L. (2016), Migration. Gegenwart und Zukunft; Holler und Schuster (2016), Langfristeffekte der Flüchtlingszuwanderung 2015–2019 nach Österreich; Pretenthaler et al. (2017), Ökonomische Effekte von Asylberechtigten in Österreich. Analyse der arbeitsmarktrelevanten Zahlungsströme.

A positive note in this context is that refugees demonstrate a great willingness to integrate, learn German quickly and wish to enter the labour market, as shown by the two studies³² on attitudes towards life and values. The willingness to integrate alone, however, is not an indicator in itself for the success of the actual integration processes. In view of the very heterogeneous level of qualification³³, the fact that people from Afghanistan as the largest group of refugees have the lowest level of education (50% no schooling or only primary school) and in some cases the lack of “understanding of the system” (e. g. when a lack of school education or vocational qualification is dismissed as being unimportant for the success of the integration), it can be assumed that the actual integration will take a very long time. Added to this is the fact that with respect to their social attitudes, values and lifestyle, they are still more or less closely tied to the context of their national origin. The studies show that although abstract principles such as gender equality, democracy or equality among religions are accepted in general, they are not yet accepted in individual cases. “In other words: As far as their values are concerned, the refugees have not yet really arrived in the host country, Austria, since changes in attitude generally take a certain amount of time”³⁴.

The integration of the refugees of the past years does not, however, mark the end of the socio-politically important task. As soon as asylum seekers receive a positive decision, they can under certain circumstances have their family members join them. The BAMF calculates, for example, a “reunification of 0.9 to 1.2 family members per Syrian refugee entitled to protection”³⁵. If we put these figures into an Austrian context, then the roughly 27,000 Syrian refugees granted asylum in 2014, 2015 and 2016 would be joined by between approx. 24,500 and 32,500 family members. This numerical approximation, however, does not take into consideration the current tightening of asylum laws (e. g. the stricter regulation of the family reunification for persons entitled to asylum, and no possibility of family reunification for persons entitled to subsidiary protection) aimed at reducing the family reunification. It will also be interesting to observe how the situation in Syria will continue to develop, and how high the migration pressure due to the security situation will be in future. Irrespective of the consequences of a growing population, the integration tasks will arise again.”³⁶

32 Kohlbacher et al. (2017), Wertehaltungen und Erwartungen von Flüchtlingen in Österreich; Buber-Ennser et al. (2016), DiPAS.

33 See AMS competence check (2017): 25% of Afghans do not have a high school diploma, 25% only have a primary school diploma. On the other hand, Syrians and Iraqis are much more likely to have a university degree (31% of female Syrians, 24% of male Syrians, 38% of female Iraqis, 32% of male Iraqis). In this context, it should be noted that the results of the AMS competence check, due to their lack of representativeness and the consequent positive outcomes (e. g. compared to much more representative data from Germany or Sweden), can only give certain indications.

34 Kohlbacher et al. (2017), Wertehaltungen und Erwartungen von Flüchtlingen in Österreich, p. 5.

35 Grote, J. (2017), Familiennachzug von Drittstaatsangehörigen nach Deutschland. Fokusstudie des deutschen nationalen Kontaktpunkts für das Europäische Migrationsnetzwerk (EMN), p. 13.

36 In order to be able to observe these processes empirically, more research will be necessary, especially with a longitudinal perspective. The analysis of integration processes will be made easier with the success of stronger networking of the existing state databases.

1.3 Legal measures: The Recognition and Assessment Act, the Integration Act and the Integration Year Act

At the beginning of the refugee crisis, not least through the high number of volunteers, a set of integration measures for this target group was quickly established. In order to secure the long-term, structured integration of the refugees, it was necessary, however, to turn the individual initiatives into a regulatory structure and to embed the integration measures institutionally throughout Austria. At federal level, three legislative initiatives were introduced that will significantly facilitate the integration process of refugees in the future. At the federal province level, the immigration of refugees has affected legislation as well. As an example, aspects of refugee integration were included in the new regulations for the needs-based minimum income system (BMS), which was enacted specific to the respective federal provinces in the absence of a consensus on a common 15a-Agreement. There are new provisions, focussing specifically on the target group, in the federal provinces Lower Austria, Vorarlberg, Upper Austria, Tyrol and Burgenland. The establishment of unequal standards in the individual federal provinces in the course of this is unfortunate, as it is clear, with empirical evidence, that due to the different standards, a secondary movement of refugees within Austria towards those federal provinces that guarantee higher social standards is taking place and thus an uneven distribution of efforts is being reinforced.

Through laws from single initiatives to a regulatory structure

The following national legislative initiatives have the largest effect on the area of integration: The Recognition and Assessment Act (AuBG), the Integration Act (IntG) and the Integration Year Act (IJG).

	RECOGNITION AND ASSESSMENT ACT (AuBG)	INTEGRATION ACT (IntG)	INTEGRATION YEAR ACT (IJG)
Entry into force	12.07.2016	09.06.2017 Provisions for persons entitled to asylum or subsidiary protection; 01.10.2017 Provisions for other third country nationals	01.09.2017 Provisions for persons entitled to asylum or subsidiary protection; 01.01.2018 Provisions for asylum seekers
Target group	Persons with qualifications that were acquired abroad	Persons entitled to asylum or subsidiary protection, other third country nationals	Persons entitled to asylum or subsidiary protection as well as asylum seekers with a high probability of recognition
Core content	Recognition and assessment of foreign qualifications	Language training and communication of values, establishment of integration bodies, integration monitoring, amendment of the Integration Agreement	Employment-policy measures
Specific integration measures for refugees	Special procedures for persons entitled to asylum or subsidiary protection without documents	Language courses at A1 and A2 level, values and orientation courses; with the amendment of the Asylum Act (AsylG) it will be possible from 01.01.2018 to offer language courses for asylum seekers with a high probability of recognition (§ 68 AsylG)	Competence clearing, language courses from A2 level, clarification and support for the recognition of qualifications and certificates, values and orientation courses, vocational orientation- and application training, work preparation measures, job training in the sense of community services, other measures
Obligations to cooperate and sanctions		Obligations to cooperate in training measures linked to a reduction of welfare benefits or unemployment benefits in case of non-compliance	Obligations to cooperate in training measures linked to a reduction of welfare benefits or unemployment benefits in case of non-compliance

Chart 1: Comparison of national legislation measures in the area of integration

Special procedures for persons entitled to asylum and subsidiary protection

1.3.1 Recognition and Assessment Act

The Recognition and Assessment Act (AuBG) entered into force on July 12th, 2016. The central provision for recognised refugees is article 8 of this act. It lays down special procedures for persons entitled to asylum or subsidiary protection, who involuntarily cannot provide any documentation of their qualifications. The act thus allows the target group to gain access to recognition and assessment procedures for the first time, thus fulfilling a long-standing request of the Expert Council for Integration. The aim is to promote the real labour market integration, in particular at a medium- and high qualification level. Concrete results and a first evaluation can be expected only after the expiration of the first statistical reference period.

Redesigning of the recognition portal

Besides improvements relevant to the procedure, an important step towards a better practical use of the service facility by the persons concerned was made through the redesign of the online recognition portal, which can be accessed under www.berufsanerkennung.at. The recognition portal recorded about 150,000 visits in the period from January to June 2017 alone – throughout the whole of 2016, there were 232,958 and in 2015 in total 160,163 visits to the website.³⁷ The figures prove how important it is to make service facilities user-friendly and which positive outcomes can be achieved as a result. In addition, a new funding programme of the Austrian Integration Fund (ÖIF) will ensure the nationwide support of costs incurred by refugees in the framework of recognition and assessment procedures.

1.3.2 Integration Act

The Integration Act (IntG), whose essential part concerning the integration of refugees became effective on June 9th, 2017, is part of a consolidated act that also entailed amendments to the Settlement and Residence Act (NAG), the Asylum Act, the Aliens Police Act, the Citizenship Act, the Road Traffic Code 1960 (StVO) and the enactment of the Anti-Face-Covering Act. This set of measures addresses different aspects and challenges, such as language training and the communication of values as well as the strengthening of social peace, to name but a few.

Promoting and demanding integration

The aim of the Integration Act is promoting and demanding integration, whereas both aspects are built on an institutional and structured basis. The Integration Act regulates the central framework conditions for the integration of third country nationals living in Austria, who settle down in Austria for a long-term period. It takes up the programmatic explanation of the government programme and legally embeds a comprehensive concept of integration following the Austrian National Action Plan for Integration (NAP.I). The Integration Act follows a holistic approach: It defines the integration process with distinct responsibilities on the part of the state and concrete integration steps on the part of immigrated persons. The Expert Council welcomes the fact that thus, for the first time, it is possible to speak of binding integration standards, which are enabled by a uniform and coordinated approach throughout Austria.

Communicating values as a focal point

The two main focus areas lie on the language promotion and the communication of values to persons entitled to asylum or subsidiary protection upon reaching the age of 15. This age limit follows compulsory schooling, in which school education provides younger refugees with the necessary knowledge of the German language and of the basic values and principles. The target group of asylum seekers with a high probability of recognition will be offered language courses in the framework of integration support, as stipulated in the Asylum Act.

37 ÖIF, internal query.

With the regulation on language promotion, the current responsibility distribution of the start package German and Integration³⁸ up to the language level A2 is laid down. In addition, knowledge on values and orientation becomes a compulsory part in all German courses to enable an early communication of values. The Austrian Public Employment Service (AMS), as the responsible body for the execution of the language courses at A2 level, shall, in the framework of these, give attention to conveying language skills specific to employment in order to prepare the persons at the best for entering the Austrian labour market. To ensure that not only the target group of the AMS – meaning employable persons entitled to asylum or subsidiary protection – can make use of these integration measures, the offer of the language courses, which are organised by the Austrian Integration Fund (ÖIF) is also directed towards persons, who are not available to the labour market due to care responsibilities or their advanced age, for example. This expanded offer will ensure that people with specific needs, such as women entitled to asylum or to subsidiary protection with care responsibilities for small children, can quickly learn German and integrate into society. In addition to German courses, the values and orientation courses of the ÖIF will be set by law.

Language promotion

In order to implement these measures effectively in the sense of a reciprocal integration process, the Integration Act provides for the introduction of an integration declaration. By signing, persons entitled to asylum or subsidiary protection declare on the one hand to adhere to the fundamental values of the legal and social order and, on the other hand, to fulfil the legal obligation of participating in the offered German- and values course measures, to contribute to them and to complete them. The lack of participation in integration measures will be sanctioned nationwide by the establishment of a fundamental provision.

Integration declaration

With regard to the integration of other third country nationals, the integration agreement was reorganised and transferred from the Settlement and Residence Act (NAG). Hereby important changes in the sense of a nationwide uniform integration exam, higher quality standards, penalties and better controls were made.

Important institutional measures in the Integration Act relate to the establishment of the Expert Council for the first time as well as the transfer of regulations relating to the Advisory Committee on Integration from the Settlement and Residence Act (NAG), to combine both integration bodies into one legal matter. Moreover, the act establishes integration monitoring and the creation of a research coordination office, which should contribute to cross-competence networking in addition to existing integration indicators.

Legal anchoring of the Expert Council

Within the framework of the consolidated act, the Road Traffic Regulations (StVO) will also be amended and the Anti-Face-Covering Act will be enacted. The amendment of the StVO prohibits distribution activities by groups, which pursue problematic purposes. The addition of an examination of potential violations of public order and security prior to the approval of a planned project can call a halt to distribution activities through Salafist groups that plan these activities with the purpose of spreading radical ideas.

The second regulation of the consolidated Act, which provides for a ban on the complete concealing of facial features in public, rests on the fundamental idea that integration is based on the interaction between people and that it is therefore essential to ensure interpersonal communication for a peaceful co-existence and to enable the participation in society through personal interaction.

Anti-Face-Covering Act

38 See the detailed report of the Expert Council (2016), Integration report 2016, p. 48.

1.3.3 Integration Year Act

The Integration Year Act (IJG) was adopted at the same time as the Integration Act. The laws are interrelated by reciprocal references. The target group of the Integration Year Act comprises persons entitled to asylum or subsidiary protection as well as asylum seekers with a high probability of recognition. A target group of around 15,000 people, who are no longer subject to compulsory schooling and are able to work³⁹, is expected.

Special measures for labour market integration

Special measures for labour market integration seem to be urgently needed, considering the high numbers of unemployed among persons entitled to asylum or subsidiary protection: In April 2017, for example, around 29,000 people of this target group were registered with the Austrian Public Employment Service (AMS), the majority of whom were in Vienna (around 18,000).⁴⁰ The duration of integrating this target group into the labour market can currently only be estimated based on experiences: A study by the Organisation for Economic Cooperation and Development (OECD) and the European Commission, which examined the labour market integration of recognised refugees before 2014, concluded that on average it takes about 15 to 20 years for the employment rate of refugees to reach the level of locals.⁴¹ For Austria, a study commissioned by the Fiscal Advisory Council estimates that the employment rate of about 70 percent is reached with a residence time of more than 10 years.⁴² The goal must be to reduce this duration as far as possible and to understand the integration process even more than today as an accompaniment on the path to financial self-sufficiency.

Vocational training in the context of community work

For these reasons, the integration year – not to be confused with the voluntary integration year⁴³ – was incorporated into law. It is module-based and provides for, among others, competence clearing, German language courses from the language level A2 as well as values and orientation courses. Thereby, the language component of the Integration Act is being pursued further, which is complemented by the aspect of vocational integration. Job trainings constitute another essential component and shall be performed in the framework of community work at bodies where young people can complete the national alternative service. This will allow for the first valuable work experience to be collected, which later on facilitates the entry into the labour market. Participation is obligatory and non-compliance can be penalised by sanctions through a reduction of social benefits.

In addition to the measures within the framework of the Integration Year Act, the subsequent consultation and training offer of the Austrian Public Employment Service (AMS) will be decisive for the long-term success of the labour market integration of persons entitled to asylum or subsidiary protection. The aim must be to reduce the 15 to 20 years⁴⁴ that the employment rate needs to adjust to the domestic level, as expected in studies, as far as possible.

39 The Act restricts the target group to persons entitled to asylum and subsidiary protection, who received their status after 31.12.2014, or asylum seekers who have been admitted to the asylum procedure after 31.03.2017 for at least three months.

40 AMS (2017), internal query.

41 OECD, European Commission (2016), How are refugees faring on the labour market in Europe? A first evaluation based on the 2014 EU Labour Force Survey ad hoc module. Working Paper 1/2016, p. 21.

42 Holler, J. und Schuster, P. (2016), Langfristeffekte der Flüchtlingszuwanderung 2015 bis 2019 nach Österreich, p. 10.

43 The voluntary integration year is available to persons entitled to asylum and subsidiary protection, whose status has not been awarded more than two years ago, and who are beneficiaries of the needs-based minimum income system (BMS). Depending on the agreement, participation may take between six and twelve months. This is not an employment relationship, but a work-based training that can be undertaken at publicly-oriented and non-profit institutions as well as at bodies where young people can complete the national alternative service and can be supplemented by integration support measures.

44 OECD, European Commission (2016), How are refugees faring on the labour market in Europe? A first evaluation based on the 2014 EU Labour Force Survey ad hoc module. Working Paper 1/2016, p. 21.

1.4 The implementation of the 50 Action Points: An interim evaluation

The 50 Action Points, compiled in 2015, is the interpretative document for the integration of persons entitled to asylum or subsidiary protection and includes measures from all areas of life in the implementation of which the federal government, federal provinces, municipalities, social partners and the civil society are involved. A key focus is placed on language learning, entering the labour market and the communication of values. A first interim evaluation of the 50 Action Points was presented within the framework of the Integration Report 2016; the current state of implementation, just less than two years after the presentation of the plan, is contained in the following chapter.

1.4.1 Field of action language and education

German language skills are the prerequisite for participation in social life and thus form the basis for a successful integration process. Their importance for the pursuit of education, the entry into the labour market and mutual social interaction with members of this society cannot be assessed highly enough. Especially for the group of persons entitled to asylum or subsidiary protection, who sometimes show a lack in literacy, it is a particular challenge to learn the German language, and the support with targeted measures is all the more necessary. Educational institutions (schools, kindergartens) have a particular role to play in this task, as they constitute stations on the integration path for most migrants over a longer period of time.

The 50 Action Points provides for measures at all stages of the educational process, from kindergarten to school to university access and also calls for the establishment of a structured, cross-institutional approach in the adult education sector.

What has been achieved?

When evaluating the status of implementation, it has to be pointed out that since the introduction of the 50 Action Points, important structural steps have been taken in Austria's integration work, particularly in the area of language acquisition for refugees.

1. With the adoption of the Integration Act and the amendment of the Labour Market Integration Act, the support scheme of the initially only limited government programme Starter Package German and Integration has been legally anchored in the structured language promotion of adult refugees and thus secured for the future. With the new laws, for the first time, state responsibilities are defined and a legally binding offer created, also linking obligations of the target group to cooperate and participate to this government offer. Thus, the scope of the German courses spans from literacy measures for asylum seekers with a high probability of recognition to German language courses at A2 level, which will be offered by the Austrian Public Employment Service (AMS).⁴⁵
2. In the area of school education too, refugee migration has called for the establishment of new structures. As of May 2016, it has been possible to

Structured language promotion

⁴⁵ The inclusion of asylum seekers in on-going asylum procedures in integration measures is considerable, in view of the previous integration strategy, based on the Austrian National Action Plan for Integration (NAP.I), foreseeing that integration measures should only begin with the acquisition of a long-term residence permit. The restriction to those asylum seekers with a high probability of recognition is certainly a viable middle way in the context of the efficient use of resources with consistently high numbers of asylum seekers.

Language support
formats for refugee
children

establish language start groups for all those children, who still do not speak German as a language of education well enough. Accordingly, individual language support formats for refugee children were established in classes with refugee children in Vienna and Upper Austria, for example, as well as “welcome classes” in Salzburg. The Austrian Federal Ministry of Education (BMB), among others with the funds of the Integration Special Fund, has supported language start groups and language support courses for refugee children of eleven hours per week. In addition, in most of the federal provinces, different activities promoting learning are offered for children with a refugee background.⁴⁶ In the context of the long-standing political debate surrounding so-called “ghetto classes”, this step is significant and also necessary in view of the challenges: The high level of immigration and the specific age structure of immigrants must also be met in the school sector and the introduction of language starter classes is reasonable from a practical point of view. Here, it is important to turn the project approach into a regulatory structure and to establish a consistent, Austria-wide system. In order for this to happen reasonably, the various models of integrated, partially integrated or completely separate language support systems must be systematically checked in order to be able to formulate binding framework conditions.

Compulsory education
until the age of 18

3. Apart from measures targeting school-aged children, significant steps have been made in the training of young persons entitled to asylum and subsidiary protection. With the Compulsory Education or Training Act (APfG), which provides for compulsory education until the age of 18, the legislator has sent the clear signal that the educational careers of young persons entitled to asylum or subsidiary protection, who passed the compulsory school-age should also be promoted. However, the corresponding measures, which are to be derived from the claim of the law, still have to be developed and implemented throughout Austria. An example that responds to the needs arising out of the law is the youth college of the AMS in Vienna, where young refugees are qualified for entry into a secondary school or vocational training within a system of different modules.⁴⁷ However, the results of the measures and the impact on the educational careers of the young people are still to be awaited and need to be systematically reviewed.

Recognition of
qualifications

4. For the rather small target group of persons entitled to asylum, who bring university qualifications to Austria⁴⁸, the AuBG provides the basis for an easier recognition of these qualifications. Refugees are granted access to recognition procedures by the law, despite the lack of documents and reports that were lost while fleeing, and may, where appropriate, participate in compensation measures by universities.⁴⁹ The possibility to receive financial support during the on-going nostrification procedure has been recently established by the Austrian Integration Fund (ÖIF).⁵⁰ The latter is an important signal

46 For example, in the federal province of Styria through Innovative Sozialprojekte GmbH (ISOP) and the Caritas or in Lower Austria through the Hilfswerk.

47 Furthermore, Caritas offers transitional levels for teaching German and basic knowledge for young people who are no longer of compulsory-school age. Through the OMEGA – SCHULE project, the target group is being prepared for secondary schools as well as apprenticeships and jobs by the association OMEGA.

48 See e.g. AMS Kompetenzcheck (2017); Kohlbacher et al. (2017), Wertehaltungen und Erwartungen von Flüchtlingen in Österreich.

49 In the area of promotion of access to higher education for the target group, the MORE initiative of the Austrian Universities Conference (uniko), in which all 21 universities in Austria participate, should be particularly pointed out. It enables refugees to participate in certain programmes of the universities as extraordinary students. In addition, the initiative Flüchtlinge fördern, Flucht erforschen of the ÖAW gives persons entitled to asylum, who have a scientific background, the opportunity to gain insight into the research landscape through internships.

50 Berufsanerkennung.at, financial support.

to those who decide to pursue the long path of nostrification in relation to tertiary education.

5. In order to prevent discrimination and radicalisation in schools, different initiatives were put in place, however, no uniform Austria-wide structure was established in schools. At this point, the work of the DERAD association, which takes up extremist ideologies in school workshops and discursively elucidates their dangers, may be pointed out as an example. The initiative Together:Austria of the ÖIF, which helps to reduce prejudices during school visits with integration ambassadors, has also proven to be successful. The Danube University Krems deals with the topic of radicalisation within the course of studies Neo-Salafist Islamism. Foundations – analysis – prevention, and thus offers specialists, such as teachers or social workers, an opportunity for further training in this field.
6. Finally, the commitment of volunteers working in the field of refugee integration has to be emphasised. Many volunteers especially support refugees in learning German, but also accompany them to appointments at public authorities or to job interviews. The AMS uses this potential and, for example, integrates volunteers as part of its German courses, as well as its competence checks. The ÖIF has created a comprehensive range of support services for volunteers throughout Austria and provides a large number of German-learning materials for volunteers to be downloaded at www.sprachportal.at.⁵¹

Prevention of
discrimination and
radicalisation

Voluntary engagement

What remains to be done?

1. The second compulsory kindergarten year for children who need German language support measures remains a central concern of the Expert Council. In the first approaches, this requirement was partly complied with by the Art. 15a-Agreement on the Mandatory Kindergarten Year, according to which a recommendation for a half-day visit to an institutional childcare centre in the penultimate kindergarten year should be given. In addition, reference should also be made to Art. 15a-Agreement on Early Language Support, which has been allocated a total of 60 million euros for the years 2015/2016 to 2017/2018; a first evaluation will be published soon. The Expert Council therefore specifically welcomes the initiative in the Federal Government's Work Programme 2017/18 to introduce the second compulsory free kindergarten year as a pilot project, and to enter into negotiations in this regard by autumn 2017. At the same time, the Expert Council calls on the federal provinces and the Austrian Federal Ministry of Families and Youth (BMFJ) to also make appropriate funds available for this important area in the coming years.
2. The importance of early childhood education cannot be emphasised enough; the first steps for the further integration process are set here already. Therefore, childcare facilities must be increasingly perceived in their role as the first educational institutions, since the visit of the kindergarten is of great importance, not only for the cognitive but also for the social learning of all children. However, for targeted support, it still appears necessary to establish minimum quality standards both in the area of the training of the entire care staff as well as regarding the establishment of requirements for the set-up of kindergarten groups and the check of their compliance. This is necessary in view of the wide range of private operators of childcare facilities. In some federal provinces, however, measures have been taken in this

Second compulsory
kindergarten year

Minimum quality
standards in institutional
child care

⁵¹ Further examples of initiatives: ÖIF Treffpunkt Deutsch or okay. zusammen lernen by okay. zusammen leben.

regard (for example, the extension of training periods for caregivers or the increase of control resources). The Expert Council nevertheless reiterates its recommendation to provide comprehensive quality assurance in kindergartens by the federal provinces in order to provide teachers with the necessary competences for dealing with diverse children's groups.

Increased school social work

3. The demand for increased social work at schools was originally taken up by the BMB in the form of mobile intercultural teams and financed from the temporary Integration Special Fund. The teams combine expertise from the fields of psychology, social work and social education and support young people, teachers and parents in the integration of refugees into the school and class. However, incorporating them into the structured school organisation by the BMB, which goes beyond temporary funding, is currently unclear, but would be necessary in the context of conflict and violence potential in schools.

Inclusion of integration and migration content in curricula

4. Approaches of conveying content related to integration and migration in schools, for example with the use of role models⁵² and the targeted focus on specific and delicate topics in the classroom (from freedom of religion, traditional circumcision to radicalisation) have proven to be effective. In order to provide teachers with an improved content-based assurance, these specific topics should be included in the relevant curricula, in particular in the subjects of geography and economics as well as history and social studies/political education.

Support measures for the voluntary sector

5. The voluntary sector is a central element of refugee integration. Especially for teaching German volunteers have been playing a significant role. The Expert Council recognises the challenge of keeping up this commitment over a longer period of time, which will require sustainable support structures. The Expert Council recommends not only to expand voluntary work and the foreseen supporting measures, but to make them more visible. This could take the form of a coordinating body at regional or local level. However, specific deductions connected to income and wage tax are also to be considered, since, as a matter of fact, the public sector saves a number of measures in return.

1.4.2 Field of action work and employment

Economic self-sufficiency and participation in the labour market are central factors for the long-term success of integration processes. Given the often lacking or insufficient language skills, qualifications and networks, this area poses, by experience, one of the greatest challenges for refugees and persons entitled to subsidiary protection.

For the rapid entry into the labour market, the 50 Action Points recommends for example a nationwide survey on acquired qualifications, state-support during ongoing recognition procedures or the support for companies for the introduction of refugees in the company structure. By means of post-qualification measures (such as completing the compulsory school-leaving certificate) and an increased offer of job-specific language courses, refugees should be made fit for a professional career. An extension of mentoring programmes can also help to build social contacts and provide advice and informal knowledge about the professional world.

52 ÖIF Zusammen:Österreich (together:Austria).

What has been achieved?

1. With the AuBG it has been embodied in the law for the first time that refugees, who cannot provide documents or reports due to having fled their country, have access to recognition- and assessment procedures for qualifications that were obtained abroad. Following this, within the framework of individual funding, the ÖIF offers a nationwide refund of costs for recognition and assessment procedures, which have been completed under this act. There are also support measures specific to federal provinces available for refugees, who are in ongoing recognition procedures.
2. In the context of the Labour Market Integration Act adopted in 2017, the integration year for asylum seekers with a high probability of recognition as well as recognised refugees and persons entitled to subsidiary protection is introduced. The AMS provides modules which can also be completed in parallel: Competence clearing, career orientation and job application training as well as work training in the sense of community service. The community service must be undertaken at those institutions at which the national alternative service can also be completed. It enables the first contact with the Austrian labour market, creates a daily structure and at the same time offers a way to contribute to the common good. Within the scope of this integration year, German course measures at A2 level as well as values and orientation courses of the ÖIF are to be completed. The Integration Year Act requires a compulsory participation in the prescribed modules. Non-participation in such schemes leads to the reduction of financial benefits provided by the state.
3. Competence checks were also carried out by the AMS to assess the qualifications of persons entitled to asylum or subsidiary protection. A total of 7,144 competence checks was offered nationwide in 2016.⁵³ The results show a differentiated picture. The majority of refugees from Syria, Iran and Iraq have qualifications beyond the compulsory school level, while refugees from Afghanistan do not. Only 20% of them have completed education that goes beyond compulsory school education, 30% have completed compulsory education with a maximum of 9 school levels, 25% primary school education with a maximum of 5 school levels and 25% have no formal school education.⁵⁴ In any case, the AMS competence checks will be continued, since they form a valuable basis for further consultation and qualification measures. Relying exclusively on the self-assessments of the refugees, however, can only be seen as a partial solution, due to different educational systems in the respective countries of origin.
4. In some cases, companies have participated in the integration of persons entitled to asylum or subsidiary protection into the labour market and were able to rely on proven incentive systems. For example, subsidies to the wage and non-wage labour costs are granted by the AMS when companies employ persons entitled to asylum or subsidiary protection, who are registered at the AMS. In addition, the supra-regional apprenticeship placement agencies, a joint offer from the Austrian Chamber of Commerce (WKÖ), the AMS and the Federal Ministry for Science, Research and Economy (BMWFV), ensure that companies are prepared for an apprenticeship with young refugees with the help of apprenticeship coaches. The qualification promotion scheme for employees introduced by the AMS in 2016 gives companies the opportunity to receive financial support for further training activities – such

Recognition and Assessment Act

Compulsory integration year

Community service as an entry into the labour market

Survey of the qualifications of persons entitled to asylum and subsidiary protection

Companies support labour market integration thanks to incentive systems

53 AMS Kompetenzcheck (2017).

54 AMS Kompetenzcheck (2017).

as German courses – for employed refugees. As a link to the labour market, mentoring programmes have proved successful for persons with a migration background. The largest programme in Austria, Mentoring für MigrantInnen, is based on a cooperation between the ÖIF, the WKÖ and the AMS.

5. The Austrian Armed Forces and institutions providing national alternative service have shown flexibility at the height of the refugee movement and have made resources available for the integration of refugees. About 160 institutions committed to the integration of refugees are currently supported by persons performing national alternative service. At the moment, around 700 persons in alternative service are active in the area of refugee care.

What remains to be done?

In the field of action work and employment, the success of the implemented measures of the 50 Action Points must always be assessed in the context of the current labour market situation of refugees. In April 2017, some 29,000 recognised refugees were registered with the AMS, an increase of 28.2% compared to the previous year. Out of these approximately 29,000 unemployed refugees, almost two thirds lived in Vienna and around 70% have completed only compulsory school education.⁵⁵ These figures show that the starting point for successful labour market integration is demanding and the implementation of measures in this area is of even greater importance, especially since it is assumed that this regional concentration will intensify, at least as long as there are no uniform regulations by the federal provinces regarding the BMS.

1. It is also important to consider, whether the model of dual training, which is characteristic for Austria, Germany and Switzerland, can be better utilised for the labour market integration of refugees. The numbers of apprentices with refugee background are still low. It can only be assumed that the refugees perhaps know too little about the characteristics of dual education and that the regional discrepancy between open apprenticeships and places of residence of the young refugees is a reason for the low number of apprentices. The BMS, however, which is high in comparison to the apprentices' compensation, as well as the difficulty of a fundamental decision, also play a role: The young refugees, who have often not yet arrived mentally, must invest in their own qualifications in Austria in order to achieve higher incomes in the long-term. They have to think about themselves, to give family obligations in their home countries a secondary role and not be distracted from investing in their own human capital by the possibility of making easy money through auxiliary work.
2. A large number of various individual initiatives has been established in vocational counselling and qualification for persons entitled to asylum and subsidiary protection.⁵⁶ The Expert Council welcomes these initiatives and recommends the evaluation of individual measures and the introduction of a consistent system with standardised tasks and uniform quality standards. The Integration Year Act introduces preparatory measures for the entry into the labour market, however, it does not support the process and the further

⁵⁵ AMS (2017), internal query.

⁵⁶ In Upper Austria, the Volkshilfe provides support for the search for suitable employment opportunities on the labour market through its initiative IdA – Integration durch Arbeit (Integration through work). The Lower Austrian state government established the POLE Position project to integrate refugees as quickly as possible into the school, vocational or employment system. The Vorarlberg employment initiative Talent-College of Integra in cooperation with the AMS Vorarlberg and the state Vorarlberg strives to place young refugees in an apprenticeship or job. The association lobby.16 is also trying to find a match between refugees and apprenticeships.

Challenging starting position for labour market integration

Better use of the dual training system

Focusing on qualifications in Austria

development of labour market integration. Thus, support measures for entering the labour market are important, however, the level of uniformity and clarity needs to be increased.

1.4.3 Field of action rule of law and values

The socio-political mandate to provide persons entitled to asylum or subsidiary protection with basic principles which underlie the Austrian Federal Constitution as well as the resulting basic values of co-existence become more and more important in an increasingly plural society. Accordingly, the 50 Action Points addresses measures for value orientation for both adults and young people. As a first structural measure in the process of integrating this group of persons, German language courses play a key role in the area of value formation, since the early introduction of language measures offers a high potential for a systematic transfer of values. In addition, values and orientation courses are intended to communicate the basic values of co-existence as well as system knowledge of core society areas in a detailed and targeted way. For school-aged refugees, in particular, schools as institutional meeting places can offer the opportunity to deal with the basic principles and requirements of the social order within the framework of own obligatory classes such as political education or ethics.

What has been achieved?

1. As a result of the Integration Act adopted in 2017, values and orientation courses for persons entitled to asylum and subsidiary protection are now mandatory. Through a uniform format throughout the federal territory, the quality of communicating the basic values and principles of the Austrian legal and social order is ensured. The offer of values and orientation courses by the ÖIF, which has been well-established since the beginning of 2016, and reached more than 20,000⁵⁷ refugees so far, is thus legally anchored and secured by the cooperation obligation of the refugees.
2. In the future, an integration declaration must be signed by the person entitled to asylum or subsidiary protection, who is obliged to complete values and orientation courses as well as German courses. The high value attributed to the values and orientation courses by the federal government also means that a reduction in social benefits or unemployment benefits can be made in case of non-compliance.
3. Apart from the communication of values and orientation knowledge in the specifically planned courses, the recommendation from the 50 Action Points was also taken up in the Integration Act to establish language learning as a form of value formation. For the area of language promotion, it was stipulated that German courses for persons entitled to asylum or subsidiary protection should have a focus on values. The brochure *Mein Leben in Österreich. Chancen und Regeln* (My Life in Austria. Opportunities and rules)⁵⁸ provides the basis for the curriculum to be compiled. In order to comply with the legal requirements, new teaching materials and accompanying materials⁵⁹ for language courses have been set up, as well as training courses for language trainers with a particular focus on the communication of values.

Values and orientation courses now mandatory

Mandatory integration declaration

Communicating values in language courses

⁵⁷ ÖIF (2017), 20.000 Flüchtlinge mit Werte- und Orientierungskursen erreicht.

⁵⁸ BMEIA (2015), *Mein Leben in Österreich. Chancen und Regeln*.

⁵⁹ E.g. Coursebook volume 1 A1.1. *Deutsch in Alltag und Beruf plus Werte- und Orientierungsmodule* (2017). Doubek, M., Kaufman, S., Moritz, U., Rodi, M., Rohmann, L., Sonntag, R. und Zitzmann, E. M., Ernst Klett Sprachen GmbH in cooperation with the ÖIF.

Specialisation modules
for value and orienta-
tion courses

4. In order to be able to meet specific needs in addition to the basic module of the values course, specialised courses were developed throughout Austria. By now, there are special modules for the target group of unaccompanied minor refugees as well as specialised courses on the areas of work, health, women, the environment and the community, culture and society, security and police. For volunteers, the ÖIF offers special workshops in order to be able to pass on essential values and orientation knowledge to these important multipliers.

Further offers for the
communication of
values

5. Apart from the legally stipulated offer of the Ministry of Integration, there are also individual projects in some of the federal provinces for the communication of values and orientation knowledge. The City of Vienna for example, offers the so-called Viennese Charta Talks for refugees. Through its CulTrain programme, the International Organisation for Migration (IOM) provides cultural orientation trainings for young persons entitled to asylum and subsidiary protection throughout Austria. Within the framework of the Kompa initiative, Caritas Wien runs democracy workshops for unaccompanied minors in order to provide them with basic knowledge about Austrian society. Through its youth project Jugend im Dialog (Youth in Dialogue), Volkshilfe Oberösterreich offers the opportunity to discuss the basics of a successful co-existence in workshops for children and young people with or without a migration background. It is also worth mentioning the initiative Gemeinsam. Sicher (Together.Safe) of the Federal Ministry of the Interior (BMI), which offers nationwide workshops on various security topics in cooperation with various institutions, such as the Austrian Youth Red Cross (ÖJRK) or the fire brigade.

Political education as
a separate subject still
demanded

What remains to be done?

The Expert Council welcomes the institutionalisation of the discussion on values of co-existence in the integration process by the legal anchoring of the course format in the Integration Act and the Integration Year Act. A further recommendation from the Expert Council has also been implemented by increasingly incorporating the aspect of values into German language courses, which is now provided for by law.

1. The recommendation to set up a separate subject of political education instead of dealing with the topic within the already existing school courses on history and social studies, as well as the establishment of an obligatory ethics course for those students, who do not attend religious education, still remains open. Both would be subjects in which the common basic structures and the fundamental values of a plural society, which ought to be regarded as binding for all, could be communicated. Since changes regarding school subjects always entail a long-term process, initiating discussions in the area, possibly under the leadership of the Federal Ministry of Education, would be desirable.

1.4.4 Field of action health and social issues

The overarching objective of the 50 Action Points in the area of health and social issues is to promote the self-sufficiency of persons entitled to asylum and subsidiary protection through the rapid participation in the labour market and economic life from the very beginning. Participation in the society, in the labour market and in educational processes, however, is particularly influenced by the state of health, which is often severely impaired as a result of fleeing.

The 50 Action Points therefore recommends measures to strengthen mental health through the early use of psychotherapeutic and socio-educational measures as well as measures promoting better linguistic communication in medical care. In order to be able to start as early as possible, psychosocial factors should also be taken into account in the examinations of the Mutter-Kind-Pass (Mother-Child-Booklet) as well as in medical checks at schools and sufficiently trained school psychologists and social workers shall be employed. The goal must be to create a support network of psychologists, physicians, teachers, parents, schools and authorities and to promote the exchange of information between the various actors in order to achieve the widest possible health picture.

What has been achieved?

1. The 50 Action Points proposed the establishment of an individualised integration plan, also recommending linking it to the receipt of social benefits (e. g. BMS). This measure was initially taken up by individual federal provinces and gradually implemented (e. g. by Lower Austria, Upper Austria, Vorarlberg). However, the Integration Act and the Integration Year Act have provided for nation-wide regulations establishing mandatory integration and qualification measures (such as language and values courses and qualification measures for the labour market) for all refugees. In case these measures are not accepted, the competent authorities shall sanction these infringements by reducing the respective social benefits (e. g. BMS).
2. One focus of the 50 Action Points was to strengthen mental health. Refugees are often more at risk of having mental illnesses than the rest of the population because of traumatic experiences both in the country of origin and due to having fled their country. In the work program 2017/18 of the federal government, an agreement was made on the amendment of the Austrian Psychotherapy Law as well as the expansion and easier access to mental care.⁶⁰ The extent to which these projects will have direct effects on the mental care of certain immigrant groups remains to be seen. In addition, a coordination platform for psychosocial support for refugees and volunteers was established on behalf of the Federal Ministry of Health and Women (BMGF) at Gesundheit Österreich GmbH, with the aim of ensuring Austria-wide networking and an overview of all existing initiatives.
3. The attainment of medical professional qualifications by refugees was simplified by amending the Act on Medical Profession. If, within a reasonable period of time, refugees are able to prove that they cannot provide respective documentation of qualifications due to having fled their country, they may still complete the exam at the Austrian Medical Chamber. Access to (shortened) orthodontic training was explicitly anchored, as did the completion of a clinical traineeship for all those whose nostrification procedures are pending. On this basis, refugees with completed medical studies can perform at least small medical activities.⁶¹
4. In order to strengthen the knowledge about the Austrian health system, information documents were issued or offered by different institutions (e. g. the Red Cross) in simple language and in a language understandable for refugees. For example, the values and orientation course focusing on health, offered for refugees free of charge by the ÖIF in cooperation with the Main

Obligation to attend integration and qualification measures

Expansion and easier access to mental health care

Amendment to the Austrian Medical Act

Values and orientation course with focus on health

⁶⁰ Bundeskanzleramt (2017), Für Österreich. Arbeitsprogramm der Bundesregierung 2017/2018.

⁶¹ orf.at (2017). In January 2017, 119 doctors entitled to asylum were registered at the AMS Vienna, two thirds of them from Syria.

Association of Austrian Social Security Institutions (HVB) and regional health insurances, should be mentioned.

What remains to be done?

1. As far as health is concerned, asylum seekers and persons entitled to asylum have secure access to quality care, especially in emergencies. At the same time, the health system as a whole is confronted with migration-related challenges – when refugees, often due to a lack of system knowledge, are visiting much frequented outpatient clinics, in particular, instead of resident general practitioners. In addition, intercultural and linguistic differences – both for the refugees themselves and for the health system – often pose difficulties in the targeted use of medical services, which can lead to health and systemic disadvantages. Further efforts are needed in this area with regard to providing information and interpreting services, particularly in acute care, as long as the linguistic integration of the target group is not yet sufficiently advanced. On the part of the health sector, the creation, organisation and funding of a comprehensive offer for psychological assistance for the treatment of traumatic war experiences and experiences of fleeing undergone by many refugees, still remains open.

Migration-specific challenges in the health-care system

1.4.5 Field of action intercultural dialogue

Integration is a reciprocal process, thus a dialogue between people with different traditions, opinions and religious attitudes is necessary for the integration process. Such a dialogue must take place on the basis of the Austrian and European values, should promote mutual understanding and prevent radicalisation processes. The 50 Action Points include a wide range of concrete measures that are not aimed primarily at refugees and their specific integration challenges, but contain many topics of general relevance for the integration discourse. In particular, the 50 Action Points focus on strengthening preventive measures against radicalisation, the promotion of an Islam of a European notion and actions against racism, anti-Semitism and Islamophobia.

What has been achieved?

1. Last year, a large number of projects and initiatives were launched by state and civil society organisations on the subject of the reciprocal decline in respect and the prevention of radicalisation of young people. Examples of these are the activities of the BMFJ on No Hate Speech⁶² and the study by the City of Vienna into identities, situations and degrading attitudes on the part of young people in youth social work.⁶³ A notification centre against hate postings in the social media is also in the process of being set up.⁶⁴ The increase in the activities in this area is also the result of growing social tensions. Of late, for example, the number of xenophobic activities and racism-motivated hate postings has increased, particularly on the Internet.⁶⁵ The Islamic-motivated anti-Semitism⁶⁶ has also taken on an ominous level in the meantime.

Measures against the reciprocal decline in respect

62 BMFJ, No Hate Speech.

63 GÜNGÖR, K., SCHEITZ, I., SCHNELL, P., NIK NAFS, C. und RITTER, F. (2016), Jugendliche in der offenen Jugendarbeit. Identitäten, Lebenslagen & abwertende Einstellungen.

64 futurezone.at (2017), office for reporting hate mailing will come later this year.

65 BMI (2016), Verfassungsschutzbericht 2015; BMI (2017), Verfassungsschutzbericht 2016.

66 Forum gegen Antisemitismus (2017), Antisemitismusbericht 2016.

2. Particular attention in combatting these trends must be focused especially on the youth sector. The already mentioned study into the attitudes and identities of young people in youth social work in Vienna⁶⁷ clearly shows that disrespectful and antidemocratic attitudes are by no means a fringe phenomenon. Young Muslims, in particular, are frequently noticeably more homophobic, racist or anti-Semitic than others. Only 42% of the studied target group can be regarded as moderate and open-minded. Even if these results have to be seen in the perspective that the persons questioned were young people from in some cases difficult family backgrounds, the results have to be taken seriously.
3. In the field of prevention, many of the measures were continued that were introduced back in 2015 and which were mentioned in the integration report 2016. These have now taken effect. With respect to the prevention of Islamic-motivated extremism, the work of the Extremism Counselling Centre in the BMFJ can be positively highlighted. It created a nationwide offering for parents, teachers and other multipliers for the clarification of concrete individual cases. The work in prisons has also become increasingly more professional and was expanded with the DERAD⁶⁸ project.
4. The curricular preparations for the start of the study of Islamic theology at the University of Vienna were continued, and a professor for Koran exegesis has taken up his post in the meantime. At the University of Innsbruck, a web-based Austrian Islam portal was installed that is directed not only at the majority population, but also aims to stimulate an inner-Islamic discourse.⁶⁹ The promotion of an Islam of a European notion is therefore continuing, even if the measures described represent only individual steps in a complex and long-term process.
5. Finally, a number of research projects aimed at expanding our information on the refugees of recent years were concluded during the period covered by the report.⁷⁰ The study of values by the ÖAW⁷¹ in particular, shows a very much stronger religiosity, a belief in abstract principles of an open and secular constitutional state, but also an insistence on their imported traditions among the refugees questioned by comparison with the majority society. The marriage of a child to a partner from another religious group is partly rejected, women are not always regarded as equals, and some of those questioned also place religious rights above secular law. Plural societies with a larger refugee population will therefore have to ask themselves the question in future as to how they should deal with a stronger religiosity of individual sub-groups.

Focus on the youth sector

Measures for prevention work

Promoting an Islam of a European notion

Dealing with stronger religiosity

What remains to be done?

The intercultural dialogue in a plural society remains a fundamentally never-ending challenge. The dialogue between the different religious and ethnic groups has to be constantly promoted in order to achieve a mutual understanding and avoid a group-specific isolation. It is also necessary to break down essentialistic simplifications that hinder a successful intercultural dialogue.

67 Güngör et al. (2016), Jugendliche in der offenen Jugendarbeit. Identitäten, Lebenslagen & abwertende Einstellungen.

68 derad.at, DERAD – an initiative for social cohesion, prevention and dialogue.

69 islamportal.at, Universität Innsbruck, Islamportal Österreich.

70 e.g. Kohlbacher et al. (2017), Werthaltungen und Erwartungen von Flüchtlingen in Österreich; Buber-Ennser et al. (2016), DiPAS.

71 Kohlbacher et al. (2017), Werthaltungen und Erwartungen von Flüchtlingen in Österreich.

Segregation tendencies
in the education system

Increased coordination
of prevention work

De-radicalisation and
exit programme

1. Certain stereotype perceptions influence the picture of the migrants, in particular that of those with a Muslim background, but also of those from the “Western” society. In this area, the associations, multipliers and media are called upon to present and explain the realities in a more differentiated form. The picture of the woman wearing a headscarf and pushing a pram walking a few steps behind her husband is unfortunately a popular image in the media when reporting of the position of Muslim women. All the surveys among Muslim women, for example, show that max. 30 to 40% of the women who profess to Islam actually always wear a headscarf⁷² and there are naturally Muslim women who are successful in their careers.
2. Segregation trends in the education system that favour the development of a problematic environment must also be prevented in order that the intercultural dialogue can function. An explorative survey of nurseries in Vienna managed by Islamic operator organisations in 2016 drew attention to problematic developments in some institutions.⁷³ Further findings are now expected from a follow-up study to be published in autumn 2017. The problem here is less the religious sponsorship as such, but the fear of the forming and dissemination of an isolating and segregating Islamic view of the world. This results in the children and young people growing up in a parallel world with few possibilities of contact with the majority population or with institutions of the established structures. Such an educational pathway can result in the individual child or young person being prevented from having equal-opportunity access to the labour market and equal participation in society.
3. The large number of initiatives for the prevention of radicalisation requires better institutional organisation, so that in the long term a uniform, coordinated and Austria-wide process will be possible. A nationwide platform (possibly following the example of the Advisory Committee on Integration) could ensure such a coordinated approach. Furthermore, a targeted community strategy and multiplier programmes are still necessary in order to address young people, in particular, who until now have been difficult to reach. Local structures should be established together with parents, social workers, representatives of local authorities, teachers and the civil society that create meeting areas, strengthen trust and counter conflicts at the earliest possible stage.
4. Finally, attention must be paid not only to the prevention of radicalisation, but also to the de-radicalisation of persons already convicted and of returning “foreign fighters”. An exit programme as currently conceived by the BMI⁷⁴, should offer the possibility of breaking away from a violent extremist ideology and support a possible reintegration.

1.4.6 Field of action sports and leisure

The sports and recreation area has a high integrative potential, as it creates a wide range of networking opportunities between persons entitled to asylum and subsidiary protection and the majority population. The networking of volunteers with the various state and non-governmental institutions is therefore particularly important. The existing high level of volunteer engagement in Austria is to be coordinated by the public authorities and supported by efficient structures. The

72 Ulram, P. und Tributsch, S. (2012), *Muslimen in Österreich*, p. 23; BAMF (2009), *Muslimisches Leben in Deutschland*. Im Auftrag der Deutschen Islam Konferenz, p. 195.

73 Aslan, E. (2016), *Evaluierung ausgewählter islamischer Kindergärten und -gruppen in Wien. Tendenzen und Empfehlungen*.

74 derStandard.at (2017), *Sobotka will im Herbst „Aussteigerprogramm“ für Islamisten starten*.

establishment of long-term integration assistance is the main focus, which is why the creation of incentives promoting the sustainable willingness and motivation of the volunteers, is emphasised by the 50 Action Points. The integration of refugees into the voluntary work will, on the one hand, strengthen the sense of belonging of the immigrants and, on the other hand, provide an opportunity to build up the confidence of the majority population against the newcomers to the country.

Through a meaningful leisure offer, the situation of refugees in Austria shall be improved and at the same time establishing social contacts made easier. Joint encounters lead to mutual tolerance and, in addition, respect and acceptance of rules can also be experienced and learned in a playful way. The expansion of buddy systems in the areas of sports, leisure and education plays an important role, especially in the form of co-operation between the various institutions.

What has been achieved?

1. In cooperation with the BMI and ORS GmbH, as sponsors of the refugee support of the Federation, the three broad sport associations Sportunion, the Austrian Association for Sport and Physical Culture in Austria (ASKÖ) and the Austrian General Sports Association (ASVÖ) are addressing the great refugee movements 2015 under the title *Sport verbindet uns* (Sport connects us) in federal and state care facilities. These measures not only contribute to a meaningful leisure activity, but also convey integrative messages through the rules of sport and the opening up of the regular club offer. This support can be maintained by extending the Ministry of Sport's funding commitment until the end of 2018.
2. In order to reinforce integration aspects in the promotion of sports, an Austrian-wide initiative of the three sports umbrella organisations ASKÖ, ASVÖ and Sportunion was initiated. With this initiative 'Kleinprojekte Integration', a total of 64 associations, which address the topic of integration, have been supported and financially promoted since 2016. In 2017, Sportunion also promotes clubs with the project *Sport verein(t)* (Sport unites), which additionally to integration addresses the areas of gender equality, social responsibility and inclusion. In order to support trainers in dealing with cultural diversity in teams, the educational format *Interkulturelle Kompetenz im Sport* (Intercultural Competence in Sports), which is provided by a cooperation between the Ministry of Sport, ASKÖ, ASVÖ, Sportunion and the Austrian Sports Organisation (BSO), was established.
3. In the area of recreation, measures in the extracurricular youth work in particular have positive integration effects on young people. The BMFJ has devoted itself to this area by focusing on extracurricular youth education and youth work. For instance, the Ministry established the priority in the extracurricular youth field with Diversity – Integration – Inclusion for the years 2017 and 2018. Projects, which communicate that violence is not a means of resolving conflicts, and/or which have integration – in a broad sense – as their aim or subject, are primarily promoted.⁷⁵
4. The Expert Council welcomes the in 2016 regionally launched networking meetings on the topic *Beiträge der Jugendarbeit zur Integration* (contributions of youth work to integration) in all federal states, which were adopted at the conference of the state youth referents in cooperation with the BMFJ and with the participation of the Austrian National Youth Council (BJV) and

Care offer "Sport connects us"

Integration aspects in the promotion of sports

Funding priority in the extracurricular youth field

Networking and strengthening youth work

75 BMFJ, Förderschwerpunkte 2017/2018.

the National Network for Open Youth Work (bOJA). The regional participants, who are active in youth work and integration, as well as those responsible in cities and municipalities, BJV, bOJA and the Federal Ministry for Europe, Integration and Foreign Affairs (BMEIA), are invited to the meetings. This project is aimed at networking and strengthening the parties involved in youth work as part of their activities in the field of integration.

What remains to be done?

Improving the framework for volunteering

One can look back at the achievements with a certain satisfaction. A lot has been achieved in organised sport and, with the exception of an amendment to the Federal Sports Promotion Act, which is due to enter into force at the beginning of January 2018 and where adequate support for integrative sports projects is envisaged,⁷⁶ the future measures should focus more on the area of non-organised sports and leisure activities. This was and is supported by the voluntary and civil society involvement within the Austrian population. The countless – usually small – projects show that there is fundamentally a great willingness of volunteers. However, as there is often a lack of structures and sufficient regional coordination, an overview of the various offers and a supporting coordination structure is necessary to ensure that voluntary commitment and motivation can be maintained in the long term. Creating a suitable regional framework and structural support offers still remain central recommendations of the Expert Council.

1.4.7 Field of action housing and the regional dimension of integration

Integration begins in the social environment of a person, directly on the ground, in the settlements in the neighbourhood, in the municipalities and cities. It is therefore particularly important that integrative measures and housing policy are coordinated. Urban metropolitan areas, in particular, face the challenge of ensuring a social and ethnic balance of the population on the ground, in order to minimise possible integration-inhibiting factors. The 50 Action Points therefore recommend measures for the creation of affordable housing, an even regional distribution of refugees in Austria and support in communicating housing. On the other hand, the role of the municipalities in the integration process is also addressed, which is to be expanded, in particular, by strengthening the political responsibility in the municipalities, for example through the creation of municipal councillors for integration affairs.

What has been achieved?

The most important responsibility for housing policy lies with the states, since they are responsible for the legislation and execution of the promotion of housing, the building law and regional planning. The Austrian municipalities also play an important role in the field of housing policy, having legal competence, in particular, for local spatial planning and participation in subsidised residential construction. In addition, there are the different residential developers, which are either oriented towards profit or have committed themselves to the community. The many stakeholders and the differentiated legal responsibilities have not led to the expectation that measures of great significance will be implemented. Selectively, the following initiatives can be presented:

Assistance in finding housing

1. In order to assist in the communication of private apartments, various online platforms have been set up, for example heimatsuche.at or asylwohnung.at, where private residential applicants can provide long-term living space for refugees. In addition to the webpages, there are various facilities helping with the search. For example, Caritas helps and advises on finding a place

76 Parlamentarische Materialien (2017), Bundes-Sportförderungsgesetz 2017 – BSFG 2017.

to live and, together with the Diakonie and the Red Cross, offers a start-up support with the focus on neighbourhood management for recognised refugees across Austria. The immo-humana association looks after and advises single pregnant women and single mothers with children in housing shortages. The women are helped with their own, affordable apartment for themselves and their children. In the Kardinal König House in the Zinnergasse in Vienna, the ÖIF rented 126 apartments to persons entitled to asylum and subsidiary protection for three years. On site, integration offers are made to the target group. The Vienna Immigration Fund, founded in 1971 by the city of Vienna and the social partners, offers people who want to migrate to Vienna from Austria and abroad, furnished short-term living space.

2. There are also numerous jumpstart projects for persons entitled to asylum and subsidiary protection, which provide for a short-term provision of housing. One example is the mobile integration consulting provided by the Caritas in Styria, which also supports moving into the first apartment after recognition of the status with practical help and, given integration efforts, also financially.
3. In this context, reference may be made to the *Guideline for Socially Integrative Flat Allocation*⁷⁷ developed by the Expert Council. The aim of the guideline is to support both municipalities as well as non-profit building associations in the implementation of a socially-inclusive grant management system.

Jumpstart projects

Guideline for socially integrative flat allocation

What remains to be done?

In summary, it can be stated that in the field of housing and the regional dimension of integration, a lot remained open. It is not possible to speak of a uniform housing policy which is socially acceptable and has integrative effects. Three developments are to be emphasised once again.

1. Asylum seekers, i.e. persons still in the asylum procedure, are distributed in Austria within the federal states according to a specific quota based on the population. By granting the status of refugee, persons entitled to asylum and subsidiary protection may reside without restriction in the federal territory. Significant effects of internal migration to large cities, especially Vienna, are noticed. The reasons for this migration are, according to an empirical study⁷⁸, very different individually. In addition to the expectation of finding better offers of education and jobs, there is also the hope of finding a good apartment quickly. These results, however, are seen primarily as an expression of the great hopes and less as a true-to-life assessment of the actual situation. In addition, respondents' differences in allowances via the needs-based minimum income system in the federal states are not the only determining factor for a move, but a further argument for the move to Vienna. Due to the strong immigration into the Austrian agglomeration areas, there is at least a secondary immigration within Austria, which interrupts the integration process that has begun, and aggravates the lack of housing in the big cities: It is estimated that around 70 per cent of all recognised refugees in 2016 were settled in Vienna. There is also the risk that segregation tendencies within the city will intensify because due to the structures of the housing market, a disproportionate part of refugees lives in urban districts,

Internal migration of refugees to Vienna

⁷⁷ BMEIA (2014), Gut Wohnen und Zusammenleben. Leitfaden für sozial-integrative Wohnungsvergabe.

⁷⁸ Hajek, P. (2017), Motivationen für österreichische Binnenmigration von Asyl- und subsidiär Schutzberechtigten nach Wien.

in which often only people with a similar ethnic or social background live.⁷⁹ A time-limited residence requirement for persons entitled to asylum, connected with receiving social benefits, could be envisaged to mitigate the pull effects to Vienna. The standardisation of the BMS would, however, be the basic prerequisite for that.

Need for intensified new housing construction

2. There is still the need for intensified new housing construction. The currently observable residential construction is too low to meet the expected housing needs. The population is growing at a high rate, but the number of households is increasing even more, and more and more households are also in need of two locations, whether for professional reasons or for leisure activities. A further rise in housing prices is to be expected and will particularly affect the low-income households, including the households of the refugees. A sufficiently large range of affordable living space is currently not in sight.

Nationwide installation of municipal councillors for integration affairs

3. Finally, it must be stressed that the nationwide installation of municipal councillors for integration affairs has not yet taken place in the municipalities. Even if there is no reliable empirical material, it can be assumed that this took place only in the larger municipalities. However, such municipal councillors for integration affairs would be important in order to be able to deal with the issue on the ground competently and to be available as political contact persons for the many volunteers. It would be perceived as a process of recognition if the volunteers did not have to act in a political vacuum.

1.4.8 General structural measures

The 50 Action Points emphasised that a growing number of asylum applications as well as recognised refugees in Austria had to be accompanied by an increase in personnel and financial resources: both for the personnel resources in the Austrian Federal Office for Immigration and Asylum (BFA), responsible for asylum procedures, and in the integration budget in the language, education and labour market sectors.

Also, the claim of an academic accompanying research, in particular to the better understanding of the life prospects of recognised refugees, their expectations and attitudes towards the state and society, as well as their relations to the country of origin, were anchored in measure recommendations. This also stimulated better networking between the competent authorities for the comprehensive collection of statistical data.

What has been achieved?

Introduction of a central integration monitoring

1. The Integration Act has established a central integration monitoring that records integration-relevant data and statistics from all relevant government departments. This enables cross-competence networking as well as a data exchange between the relevant stakeholders, resulting in an improvement of the overall data situation in the sense of continuous monitoring. In order to capture the data as best as possible in the context of the integration monitoring, a legal research coordination office is set up, established in the integration department and which started its work in a first step with a survey of the Austrian-wide research status on refugee integration. The structures in the responsible integration department have also been further developed, in particular a new organisational unit, *Koordination Flüchtlingsintegration*

⁷⁹ Berger, T., Czerny, M., Faustmann, A., Perl, C. (2014), Sozialraumanalyse. Konzepte und Empfehlungen zur Umsetzung von Integration in Niederösterreich.

(coordination of refugee integration), which is to be used for the development of strategic measures for the refugee integration and the monitoring of implementation.

2. In 2015, the Federal Ministry of Finance (BMF) set up its own Special Integration Fund in the amount of 75 million euros. In addition, 70 million euros are made available for the active labour market integration for persons entitled to asylum. With the Federal Budgetary Framework Law (BFRG) 2017 entering into force by 2020, the integration funds were increased by an additional 55 million euros in the mentioned year as compared to the original budget proposal 2016.⁸⁰
3. In 2016, the BFA made a total of 72,299 decisions under the Asylum Act. By comparison, in 2015 it was 41,312.⁸¹ While the BFA had only 895 employees available in 2015, the number of new employees was increased by 389 in the course of staff increase in 2016, employing 1,284 staff members by the end of the year. In addition, seven new branch offices were set up in the federal states as well as a uniform training course Austria-wide.⁸² Since the beginning of 2016, the ÖIF has also set up integration centres in Lower Austria, Burgenland and Vorarlberg, thus expanding its integration programs across Austria.
4. There are also structural enhancements at the federal state level. In Vorarlberg, the project office 'okay.zusammen leben' has existed since 2001, which is a central bridge function between the parties of the integration work. Since then, Tyrol has had its own integration department (JUFF – Youth, Women, Family, Senior Citizens, Integration) and Upper Austria has also set up a coordination unit for integration. In 2004, the Municipal Department for Integration and Diversity (MA 17) was initiated in Vienna, which replaced the since 1992 existing Viennese Integration Fund. In addition, comprehensive integration guidelines have emerged in several federal states (Tyrol, Upper Austria, Lower Austria, Salzburg and Vorarlberg). Styria decided in April 2016, based on the principles of the Charter on Living Together in Diversity, to develop a package of measures for targeted integration of refugees.⁸³ As the last federal state, Carinthia has now decided to adopt integration guidelines in January 2017.

Special Integration Fund

Staff increase in the BFA

Structural enhancements at federal state level

What remains to be done?

The Integration Act has improved the cooperation on the provision of aggregated data and has created a central integration monitoring system. It is also worth mentioning the realisation of a data exchange between BMI, ÖIF, AMS and the federal states with the aim of establishing integration measures for refugees in the sense of a coordinated, resource-efficient integration offer.

However, from the point of view of the Expert Council, it is necessary that the research area be systematically developed and financially strengthened. There is still a lack of quantitative and reliable data on the life and integration situation of refugees and other immigrants, especially in the health sector, as well as of long-term studies on various integration paths depending on origin, education, religion and other independent variables.

Strengthening and systematic expansion of the research area

⁸⁰ BMF (2016), Strategiebericht zum Bundesfinanzrahmengesetz 2017–2020.

⁸¹ BFA (2016, 2017), Jahresbilanz 2015 und 2016, preliminary figures according to the BFA homepage.

⁸² BFA (2016, 2017), Jahresbilanz 2015 und 2016.

⁸³ Landtag Steiermark (2016), written report. Committee Social.

1.5 Conclusion: Lessons learned from the refugee crisis

Since 2015, the refugee issue has been occupying Austria and Europe and will continue to do so, in view of the continuing high number of asylum applications. While Austria has completed the task of housing and is now dedicated to the integration of this target group, the EU is still discussing the future of the common European asylum system.

1.5.1 European Union: Reform of the European asylum system

The immigration of refugees has brought the EU into a major or minor crisis – depending on the point of view. The Dublin system was ignored by the first asylum states in 2015, and thus de facto suspended. The de facto free choice of the first country of asylum by the asylum seekers has led to a situation where a few Member States, including Austria, carry the main burden of refugee immigration. Although the number of asylum seekers is declining altogether, they are still high by historical standards⁸⁴ and the consequences of refugee migration are far from being coped with. The current common European asylum system needs to be revised, so that a possible next “refugee wave” can be tackled.

This requires a clear regulation of who is responsible for what in Europe. This responsibility is currently being newly regulated within the Dublin IV reform, yet, despite all criticism, the first asylum states will continue to be responsible for the reception, accommodation and examination of the asylum procedure, anything else is difficult to implement. Further solutions such as initial reception centres in the countries of North Africa are prospectively justified, but they still have to be realised, and this is only possible in the medium to long-term.

In the context of a Dublin reform, a fairness agreement is also being discussed. In the event of a new refugee wave, redistribution of the asylum seekers would provide relief for the first asylum countries. It is also debated whether the first asylum states should in any case be responsible for the examination of the asylum procedures, and that discharge should not start until the asylum procedures have been completed. The SVR⁸⁵ developed a new idea in this context. Persons entitled to asylum could be given a freedom of movement on condition, which allows them to go where they also find specific work. Such a conditioned freedom of movement, linked to employment, would relieve the first asylum states and could give the admitting countries the complement of the labour supply they actually need.

However the outcome of the reform of the common European asylum system, it must be embedded in a strengthened protection of the European external borders, a comprehensive approach to combating the causes of flight and the willingness of the Member States to respond to the refugee question in solidarity. The EU has consistently attempted to solve crises, structural problems or enlargements solidly united, and the same must also be done in the area of escape and asylum.

1.5.2 Austria: Much accomplished – plenty to do, continuing to use the dynamic

At the beginning of the refugee crisis, issues such as accommodation and primary care were at the forefront. In this first phase, civil society has done a great deal

⁸⁴ See chapter 1.1 Data, figures, statistical facts on page 18 and following. In 2016, 42,285 asylum applications were lodged in Austria, which is less than half compared to the previous year, yet still twice or three times as high as the average of the years 2006 to 2014.

⁸⁵ SVR (2017), Jahresgutachten 2017.

Austria and a few EU countries carry the main burden

Reform of the European asylum system

Better redistribution of asylum seekers

Protecting external borders and combating the causes of flight

and carried out a large number of individual measures and initiatives. At the same time, the political level has also reacted rapidly to the subsequent integration and has created a superordinate strategy with the 50 Action Points⁸⁶. No new plans and strategies are necessary in this area. What seems to be more necessary, is a consolidation and an improved coordination of the existing measures, in order to reduce duplicity and to allow further development of existing projects and initiatives towards a control structure.

Continuing the consolidation of existing measures

An example where this has already been achieved is the Austrian restructuring of German courses and initial orientation courses⁸⁷, as well as the adoption of the Integration Act⁸⁸ and the Integration Year Act⁸⁹. It is certainly the overriding task to go from the individual project to the nationwide structure and to take into account other areas of society (education, housing). At the same time, education and work remain the focus of the integration work.

Education and work are the most important areas of successful integration policy, also given the high unemployment rate⁹⁰. Therefore, the rapid implementation of the second compulsory kindergarten year is just as important for those who need it for linguistic reasons as language learning courses in the afternoon and during summer holidays. Also, the introduction of the independent teaching subject of political education remains a matter of concern to the Expert Council. In connection with a successful acquisition of an employment, the Integration Year Act shall be emphasised, which should significantly improve the employability of the refugees. In order to enable professional integration, it is also important to continue to create offers through companies. Finally, attention must be drawn to the importance of dual education, which can provide an opportunity for the younger refugees. It is an important task to inform them and to motivate them to pursue this path of education and finally to connect them with vacant apprenticeships which may not be available at the place of residence.

Education and work paving the way for successful integration

The integration policy efforts of the past few years have focused particularly on refugees. This was right and important in light of real development. For the coming years, however, the other target groups must also be addressed. The immigration groups traditionally the most important for Austria, namely EU citizens and third country nationals apart from refugee migration, should once again become the focus of integration work. The success of their integration contributes significantly to the general integration climate.

Stronger focus on traditional immigration groups in the future

⁸⁶ See BMEIA (2016), speech of the Council of Ministers from January 26th, 2016.

⁸⁷ See BMEIA (2016), speech of the Council of Ministers from April 25th, 2016.

⁸⁸ The Integration Act obliges persons entitled to asylum and subsidiary protection to participate in German as well as value and orientation courses with the possibility of sanctions. The Integration Act also amends the integration agreement for third country nationals. In addition, the integration committees as well as an integration monitoring are anchored.

⁸⁹ The Integration Year Act obliges persons entitled to asylum and subsidiary protection and asylum seekers with a high probability of recognition, which are registered at the AMS and who have A1 language skills, to participate in the modular integration year with the possibility of sanctions.

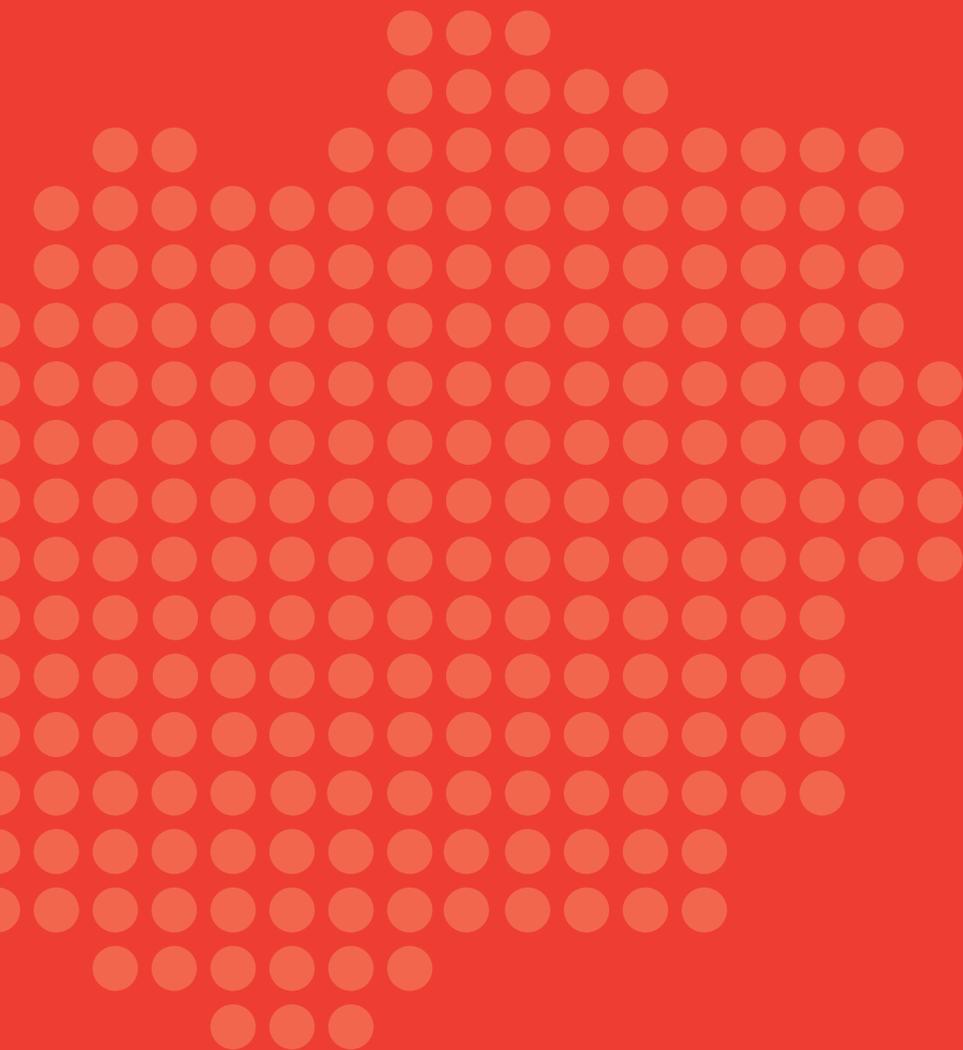
⁹⁰ In April 2017, about 29,000 recognised refugees were registered at the AMS.

AN OVERVIEW OF MEASURES



Implementation status of the 50 measures

In the following, the implementation status of the measures from the **50 Action Points-Plan for the Integration of Persons entitled to Asylum or Subsidiary Protection in Austria** is presented at a glance with the use of a traffic light system.



LANGUAGE AND EDUCATION

1. Second year of kindergarten, enhanced quality standards and more quality checks

Increase in early language support for the kindergarten years 2015/16 to 2017/18 (60 million subsidised by the government)

Key features of the Education Reform Commission: Including commitments to:

- The introduction of a uniform nationwide educational compass for all children from 3.5 years of age (pilot project in Upper Austria in the kindergarten year 2017/18 planned)
- A second compulsory kindergarten year for all
- Minimum qualification and training requirements for the elementary educational field and expansion of intercultural support personnel

2. Stronger link between mandatory year of kindergarten and language courses for mothers

Targeted project work, such as *Mama lernt Deutsch* [Mum is learning German]; *Beratung.Begleitung.Kompetenz* [Counseling.Companion.Competence] (*Be.Be.K*) or *Home Instruction for Parents of Preschool Youngsters (HIPPPY)*

3. Targeted language tuition at school: language support classes at school, language support courses after school and during school summer holidays

Language start groups and language support courses (a total of 442 posts for the school year 2016/17)

4. Comprehensive acquisition of skills by refugees who are no longer subject to compulsory schooling

Ausbildungspflichtgesetz [Compulsory Education or Training Act] / Integration Act

Start Wien – Das Jugendcollege [Start Vienna – The Youth College]

Extension of the Art. 15a Agreement on Basic Education / Alphabetisation

Transitional stages for young people who are not compulsorily in school anymore at selected vocational secondary and secondary schools

5. Introduction of pedagogic intervention measures in the afternoon outside normal school hours

First approaches through: Workshop via the association DERAD for the reappraisal of extremist ideology in class

Course of studies *Neo-Salafistischer Islamismus. Grundlagen – Analyse – Prävention* [neo-Salafist Islamism. Fundamentals – analysis – prevention] for teachers and youth workers at the Danube University Krems

6. Using schools as platforms for sharing information on refugee integration

BMB pamphlet „Flucht. Asyl. Integration. Basisinformationen für den Bildungsbereich“ [Flight. Asylum. Integration. Basic information for the education sector]

Expansion of the *Zusammen:Österreich* initiative with a focus on refugee integration (since 2011, over 56,000 pupils reached throughout Austria; over 370 voluntary integration ambassadors)

Zusammen:Österreich [Together:Austria] *Learning platform* (learning materials and activities from kindergarten to upper secondary level)

The creation of targeted teaching material, e.g. *Aufbrechen. Ankommen. Bleiben* [Depart. Arrive. Stay] from UNHCR and ÖIF

Projects such as: *ZusammenReden* [TalkingTogether] (Caritas Wien), *Jugend im Dialog* [Youth in Dialogue] (Volkshilfe Upper Austria) and others

7. Social work in schools

Integration special fund: Mobile intercultural teams consisting of qualified social workers, psychologists and social education workers in schools

8. Structured promotion of adult language skills

Coordinated language support strategy as well as obligations to cooperate and compulsory participation in German courses by the Integration Act:

- A1 for persons entitled to asylum and subsidiary protection through BMEIA/ÖIF;
- A2 for persons entitled to asylum and subsidiary protection through AMS

§ 68 Asylum Act allows language support for asylum seekers who are very likely to be granted international protection, taking into account existing experience

9. Supporting access to higher education

Anerkennungs- und Bewertungsgesetz [Recognition and Assessment Act]

MORE-Initiative [MORE initiative] of the Austrian Universities and uniko

Internships for highly qualified refugees via ÖAW

10. Targeted support to volunteers who provide German language tuition

Development and expansion of targeted German formats with volunteers with tailored learning materials, e.g. *Treffpunkt Deutsch* [meeting place German] (over 600 learning groups formed since project start) and *Deutsch-Lernbox* [German learn-box] by the ÖIF

Education and training formats for volunteers e.g. via ÖDaF Workshops and teaching materials for volunteers of different supporters, e.g. ÖIF

WORK & EMPLOYMENT

11. Comprehensive survey of available skills and qualifications

Comprehensive competence checks of the AMS

Competence clearings within the Integration Year Act

Qualifikationspass [qualification pass] of the AMS Vienna and WAFF

Own procedures for refugees without documents anchored in the Anerkennungs- und Bewertungsgesetz [Recognition and Assessment Act] (AuBG)

12. Recognition and professional licencing procedures: financial support

WAFF: Promotion of fees for recognition procedures

ÖIF: Individual support for recognition and assessment procedures

13. Vocational guidance for young refugees

Regionally different projects available, such as: *JUST Integration, Back to the Future or Jugendwerkstatt* [Youth Workshop] of the AMS; *Start Wien – das Jugendcollege* [Start Vienna – the Youth College]; *POLE* Position of the Province of Lower Austria; *Bildungswege – ausbildungsbezogene Perspektiven für unbegleitete junge Flüchtlinge* [Educational pathways - training-related perspectives for unaccompanied young refugees] by lobby.16; *der 2. Weg* [the Second Way] of the association JUKUS; *Start2work* of the Caritas Vorarlberg, *die Chance* [the Chance] by die Chance Agentur and many more

14. Extended offer of vocation-specific technical language courses

Tuition of work-specific language skills within A2-German courses (sec. 4 (2) line b IntG)

Cooperation between ÖIF, interest groups and AMS: Offer of target group-specific courses in the divisions diploma care and nursing field, police, justice, pastoral care; practice-oriented language skills in a small approach through competence checks

15. Expanding support mechanisms for companies that foster their staff's acquisition of German skills

First approach over 'Bundesrichtlinie Qualifizierungsförderung Beschäftigte' [Federal Guideline Qualification Support for Employees] of the AMS

16. Increased deployment of persons completing national alternative or military service and Federal Army staff in refugee-related activities

Support of about 160 institutions in the field of refugee integration through persons completing national alternative service

Around 700 persons completing national alternative service employed in the area of support and consultation for refugees

17. Contact point for pro-active companies

AMS integration aids for recognised refugees

Specific AMS-offer for persons entitled to asylum and subsidiary protection

Website specialist potential: *Wir schaffen Chancen! Fachkräftepotenzial Flüchtlinge zur überregionalen Lehrstellenvermittlung* (WKÖ) [We create chances! Refugees with specialist potential to nationwide apprenticeship-placements, WKÖ]

Project *ProLehRe – Buddies für Lehrlinge in den Regionen* [buddies for apprentices in the regions]

Support within sponsorship projects such as lobby.16

Apprentice(company)coaching of the WKÖ

18. Mentoring programme for pro-active refugees

Mentoring für MigrantInnen [mentoring for migrants] from WKÖ, AMS and ÖIF: 2016/17 about 40 % persons entitled to asylum and subsidiary protection, since 2008 about 1,800 mentoring-pairs

THE RULE OF LAW AND VALUES

19. Values and orientation courses

Compulsory participation and cooperation in values and orientation courses anchored in the Integration Act and Integration Year Act

ÖIF-values workshops for volunteers

ÖIF-teaching magazine „Zusammenleben und Nachbarschaft“ [living together and neighbourhood]

The creation of course materials and a trainers' curriculum

Development of an own youth curriculum together with IOM

Course offers via ÖIF in all federal states created by the Integration Act; established advanced courses on the following 6 subjects: work and employment; women; health; environment and neighbourhood; culture and society; safety and police (in Vienna); in addition cooperation with the national headquarters of the AMS

Guideline of the ÖRK: *Angekommen! Sie sind in Österreich* [Arrived! You are in Austria]

Materials with focus on Austrian basic values at sprachportal.at

20. Acquiring language skills and understanding of values

Legally anchored curricula through the Integration Act, which encompass the values and orientation courses at the German language levels A1 until B2 as well as teaching of values within the Integration Agreement

21. "Political education" as a subject taught in schools

Political education established as a compulsory module from the sixth grade, but only as a subject combination with an unchanged focus determination

22. Compulsory ethics lessons for pupils who opt out of religion classes

No comprehensive, compulsory ethics teaching for those who do not attend religious education

HEALTH AND SOCIAL ISSUES

23. "Integration plan" for receiving needs-based minimum income

Decision by the Federal Government, the states, municipalities and cities at the asylum summit in January 2016: Coupling the claiming of the BMS with integration-specific obligations and reductions by unwillingness to integrate

Federal-specific regulations in Burgenland, Carinthia, Upper Austria and Styria regarding integration bonus and/or assistance when signing an integration declaration or taking part in integration measures

Basic provisions in the Integration Act regarding sanctions when lacking participation in integration measures

Introduction of a compulsory integration year by the Integration Year Act

24. Improving verbal communication in the healthcare sector

Increasing range of training opportunities (intercultural competence, community interpreting, amateur interpreters etc.)

Creation of a new range of services (multilingual apps, translation cards, etc.), multilingual information material

Foundation of SAVD Videodolmetschen GmbH and use of video interpreting in numerous health care facilities in Austria

Intercultural consultations and ambulances

Facilitated professional recognition for fugitive doctors by amendment of the ÄrzteG

25. Strengthening mental health

Securing quotas of psychotherapeutic assistance through multilingual professionals (NÖGKK, OÖGKK, TGKK)

Financing mobile intercultural teams consisting of psychologists, social workers and social education workers via BMB – around 80 teams until 2017

Creation of helpful guides and materials for teachers for dealing with traumatised pupils

Establishment of an intersectoral coordination platform for psychosocial support for refugees and helpers (BMGF)

Counseling facilities for traumatised persons (MA 17, Diakonie, Peregrina and many others)

26. Expansion of the services provided under the "Mother-Child-Booklet" (Mutter-Kind-Pass)

Technical working group of the BMGF since October 2014 for further development and enhancement of the "Mother-Child-Booklet"; results still open

27. Expansion and revision of examinations by school doctors

"Youth examination" by social security for apprentices between 14–18 years as a possible data source

INTERCULTURAL DIALOGUE

28. Preventing radicalisation

Establishment of a *Beratungsstelle gegen Extremismus* [counseling centre against extremism] (with hotline) by BMFJ

Initiatives in the states, such as *Netzwerk zur Deradikalisierung und Prävention* [network for deradicalisation and prevention] in Vienna

Cooperation between BMJ and the DERAD association for deradicalisation work in prisons

Establishing an exit programme for radical Islamists

Targeted project work: e.g. *Mütterschulen* [mothers schools], *Heroes*

National Committee *No Hate Speech* (BMFJ + bOJA)

29. Islam of a European notion

A revised version of the Islam Law as the basis for the establishment of Islamic theological studies in Austria

Classes begin in autumn 2017

Already 2 professorships occupied (as of April 2017), until autumn occupation of further professorships as well as the creation of the curriculum

30. Measures against racism, anti-Semitism and hostility towards Islam

Tightening of criminal law in the area of cyber hate: punishability of 'hate speeches' against minorities (now also including foreigners generally) upon reaching 30 instead of 150 people

Hotline against discrimination and intolerance established in the BMEIA as a clearing house

Targeted measures against anti-Semitism: among others, from the teaching training college Linz and the DERAD association

Targeted project work, e.g. *Likrat*, *Gekämpft wird nur im Ring*, [fighting takes place only inside the ring], *Wohnen im Dialog* [living in dialogue] and others

31. Authorised Community Representatives for the largest groups of origin

Zusammen:Österreich Akademie [Together:Austria Academy] of the ÖIF: Support programme for students

Authorised representatives for migration in the diversity team of the AMS Vienna

32. Information about religions in Austria

Addressing the importance of religious freedom over values and orientation courses of BMEIA/ÖIF

Numerous information brochures, including some of the ÖIF (e.g. in church newspapers, cooperation with the Archdiocese of Vienna to Christian traditions in daily life or also the Islam Glossary)

Establishment of the Center for European-Arabic and Islamic-Christian Studies (CEURABICS) at the University of Vienna

Islamportal of the University of Innsbruck

Brochure series *Perspektiven Integration* [perspectives integration] of the ÖIF

SPORTS & LEISURE

33. Further developing of voluntary structures in the field of refugee integration

Construction of controlled cross-linking structures in the states, in particular Vorarlberg and Salzburg

Information modules for volunteers in refugee and integrational work (ÖIF, MA 17)

Training series *Interkulturelle Kompetenz im Sport* [intercultural competence in sports] of the Ministry of Sports, ASKÖ, ASVÖ, SPORTUNION and BSO for trainers, functionaries and interested athletes in clubs and projects

34. Values sponsorships

Efforts, particularly from the integration offices of some states, to train volunteers in the field of values education

Project *Treffpunkt Österreich* [meeting point Austria] (ÖIF)

35. Promoting voluntary activity by persons completing compulsory national alternative or military service and Federal Army staff

Increasing the proportion of persons completing national alternative or military service and Federal Army staff who assist in refugee integration as part of their duties

Creation of the Voluntary Integration Year for persons entitled to asylum and subsidiary protection via AMS/BMASK

36. Development of nationwide buddy systems in the fields of sports, leisure and education

Different forms of buddy systems, mentoring programmes and sponsorships, especially at local and regional level

Pilot projects of the SPORTUNION in reception centres and national accommodation centres

ECTS credits in higher education for engagement with refugees

Zusammen:Österreich Akademie [Together:Austria Academy]: Full and partial scholarships (about 100 scholarship holders)

Zusammen:Österreich Teamplay ohne Abseits [Together:Austria Teamplay without Offside] – in cooperation with the ÖFB and national league (winner of the UEFA Grassroots Award 2016)

Supporting small projects of integration by ASKÖ, ASVÖ and SPORTUNION to associations

37. Enhanced involvement of service clubs in refugee integration

Rotary project *Talente für die Zukunft* [talents for the future] (Upper Austria, Salzburg and Tyrol) and Rotary project *Talente für unser Land* [talents for our country] (Vorarlberg): Language teaching or work experience placements by the clubs

38. Increased funding for integration project under the Federal Sports Promotion Act

Planned One-Stop-Shop Principle for the Federal Sports Promotion by drafting a Federal Sports Promotion Act 2017

39. Earmarking of funds in the non-formal youth sector

Greater focus on the prevention and intervention of extremism in the BMFJ projects

The establishment of a new funding programme „Friedliches Zusammenleben“ [peaceful coexistence] in the area of non-formal youth education and youth work at the BMFJ

Diversity, integration and inclusion as focus in 2017/18 of the BMFJ for youth organisations, youth initiatives, associations or youth projects

40. Training facilitators active in the fields of leisure activities

Targeted project work, e.g. project *docken.Begegnung – ein Elixier für eine vielfältige Gesellschaft* [docking.encounters – an elixir for a diverse society] from okay.zusammen leben [okay. living together] in Vorarlberg; since 2015 formats in this regard for refugee integration

HOUSING & THE REGIONAL DIMENSION OF INTEGRATION

41. Strengthening political responsibility for integration, establishing municipal councillors for integration affairs

Implementation of joint information meetings with mayors and councillors for integration affairs with BMEIA/ÖIF

Information documents for municipalities, including *Integration vor Ort: 50 Anregungen aus der Praxis* [local integration: 50 suggestions based on practical experience] of the ÖIF and forum Alpbach *Offenes Handbuch für Gemeinden* [Open Handbook for municipalities]

42. Provision of affordable housing

43. Early access to municipal and social housing against proof of integration progress

44. Even regional distribution of refugees

Discussions about an obligatory residence requirement

45. Assistance in finding housing

Wide range of individual initiatives to support in finding housing through NGO initiatives (e.g. Caritas, Diakonie, Rotes Kreuz [Red Cross], Volkshilfe [Peoples' Aid])

2017: Start-up projects for persons entitled to asylum and subsidiary protection through BMEIA in the amount of 3.3 million euros

GENERAL STRUCTURAL MEASURES

46. More financial and human resources for integration

Decision to increase the integration budget for 2017 in the amount of additional 56 million euros

For 2016 und 2017, funding of integration policy measures in the amount of approx. 500 million euros (especially means for German courses, labour market integration, programmes in schools)

Creation of a nationwide offer of integration centres by the ÖIF

47. More staff for the Austrian Federal Office for Immigration and Asylum (Bundesamt für Fremdenwesen und Asyl, BFA)

In 2016, approx. 400 new staff members were employed, 7 new branch offices created and an Austrian nationwide uniform training course developed

For the year 2017: Final expansion to approx. 1,400 staff members

48. Making better use of European Funds (synergy effects)

Making a clear definition of target groups in AMIF and ESF to avoid duplicate structures and to use the funds more efficiently

49. Interlinking of statistical data

The establishment of a Research Coordination Office was anchored in the Integration Act

Data exchange between the ÖIF and the AMS is anchored in the Integration Act and the Integration Year Act

50. Accompanying academic research

Establishment of a unit responsible for knowledge management in the BMEIA

Research on refugees in the ÖIF (e.g. Integrationsbarometer [Integration Barometer])

New special focus of the Jubilee Fund of the OeNB to support research projects on the integration of migrants into the labour market

Survey of the university research landscape by the BMEIA in cooperation with the BMFWF

IMMIGRATION FROM THIRD COUNTRIES: INTEGRATION ACHIEVEMENTS AND CHALLENGES



2. Immigration from third countries: Integration achievements and challenges

“Guest workers” and their descendants as a “traditional” target group of the integration policy

Apart from refugee integration, the “traditional” target groups of the integration policy remain the focus of attention. Quite rightly so, because the “guest workers” and their descendants are still structurally and emotionally not where they could be based on their long stay. Although there were regional offers for this target group in some of the federal states, integration measures could only be implemented after the institutionalisation of the integration policy at the federal level in 2011 and realisation of important initiatives in recent years.⁹¹ One need only think of the anchoring and improvement of early childhood education, in particular early childhood language education and the Compulsory Education or Training Act, which ensures that adolescents can and should continue to go to school after fulfilling the general mandatory schooling until the age of 18, complete an apprenticeship, or pursue any other further education. In addition, there is the clear communication and mediation of values (Zusammenleben in Österreich⁹²), as well as the use of integration ambassadors in schools (Zusammen:Österreich), who share their success stories as a source of inspiration with pupils with and without migration background.

Challenges and achievements

Due to the negligence of the integration policy at times of the migration of guest workers and the first wave of refugees, the integration of third country nationals could be better in some areas, yet in recent years much was achieved. The full-day visit of child-care facilities for non-Austrian children in pre-school age has risen from 50.0% in 2011 to 57.1% in 2014.⁹³ The proportion of foreign pupils in secondary school-leaving schools rose from 6.8% to 10.0% in general secondary schools, and from 5.6% to 9.2% in vocational secondary schools between the school year 2009/10 and 2015/16.⁹⁴

Finally, the annual survey of third country nationals reveals a stable and high level of a subjective sense of belonging to Austria, which, however, varies widely depending on the country of origin.

2.1 Statistical framework: Immigrants from third countries

The immigration of third country nationals to Austria has risen sharply in recent years. The strongest increase was recorded in 2015, the majority of which was due to refugee migration. In total, around 50% of the foreign population came from

91 For a comprehensive overview of all measures taken in recent years, see in particular: Experts Council for Integration (2015), Integration Report 2015.

92 BMEIA (2015), Zusammenleben in Österreich.

93 Statistik Austria (2013), migration & integration. zahlen. daten. indikatoren 2013, p. 43; Statistik Austria (2016), migration & integration. zahlen. daten. indikatoren 2016, p. 45.

94 Statistik Austria (2011), migration & integration. zahlen. daten. indikatoren 2011, p. 43; Statistik Austria (2017), migration & integration. zahlen. daten. indikatoren 2017, p. 47.

third countries in 2017, and nearly 50% from the EU. This has changed significantly in recent years in favour of EU citizens.

Foreign residential population as of: January 1st, 2017

Total: 1,341,930

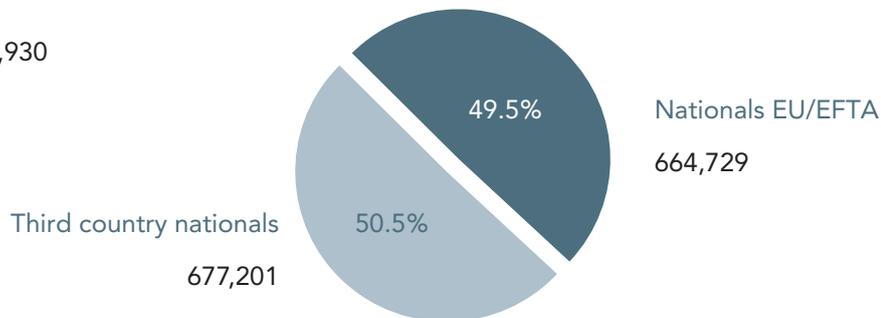


Fig. 16

Source: Statistik Austria (2017): Bevölkerung zu Jahresbeginn 2017 nach Staatsangehörigkeit; own presentation

The increase in the residential population from third countries is mainly attributable to persons from Asia⁹⁵, whose share in the course of the refugee migration of the last two years amounts to approx. 390% (from 36,889 persons in 2002 to 180,335 persons in 2017). On the other hand, the number of persons from European third countries⁹⁶ only increased by around 12% (from 379,697 persons in 2002 to 425,618 persons in 2017). Measured on the population, the “traditional” immigrant groups still dominate the population. At the beginning of the year 2017, 116,838 Turkish nationals, 118,454 Serbian nationals and 94,611 Bosnian nationals were registered in Austria. These are, at the same time, the three main groups of origin among third country nationals. In comparison, the main countries of the refugee migration show significantly fewer persons living in Austria (Afghanistan: 45,259 persons, Syria: 41,672 and Iraq: 14,802 persons).⁹⁷

Residential population from third countries 2017 – Top 3

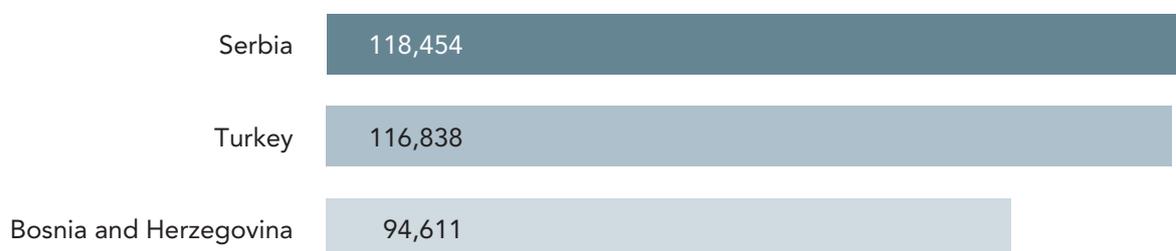


Fig. 17

Source: Statistik Austria (2017): Bevölkerung zu Jahresbeginn 2017 nach Staatsangehörigkeit; own presentation

⁹⁵ The main countries of origin of the refugee migration of 2015/16 – Afghanistan, Syria, Iraq – are also summarised by Statistics Austria in the category “Asia”.

⁹⁶ Statistics Austria combines the following countries into the category “European third countries”: Albania, Belarus, Bosnia and Herzegovina, Kosovo, Macedonia, Moldova, Montenegro, Russian Federation, Serbia, Turkey and Ukraine.

⁹⁷ Statistik Austria (2017), Bevölkerung zu Jahresbeginn 2002–2017 nach detaillierter Staatsangehörigkeit.

Apart from the refugee migration, the immigration of third country nationals can be, in a simplified form, reduced to two groups: the labour migration and the family reunification. In 2016, most of the new immigration was accounted for by family reunification from third countries (about 14,200 persons), while the immigration of key workers via the Red-White-Red Card or Blue Card – EU (around 1,200 persons) was significantly lower⁹⁸. The majority of third country nationals have not recently immigrated to the country: Around 42% of third country nationals, with the exception of refugees, had an indefinite permanent residence in Austria in 2017.⁹⁹

Over the past five years, family reunification (within the framework of the NAG) has accounted for about 1/3 of the inflow from third countries. Women were the largest target group of the residence permit (56%) issued in the context of family reunification in 2015, 24% were minors under the age of 15 years.¹⁰⁰ These figures are confirmed by a survey of migrants living in Austria, of whom more than 1/3 refer to the family reunification as a reason for immigration; 1/4 indicate labour market-related reasons.¹⁰¹ In particular, women from Turkey move above-average often to Austria within the family reunification (49.9%).¹⁰² This shows that family member immigration, especially of women, dominates immigration from third countries.

In addition to these two legal immigration categories, family immigration and labour migration, immigration for educational reasons shall also be mentioned. This is, however, less challenging from the viewpoint of integration because, on the one hand, it is the immigration of highly qualified migrants for the purpose of (further) education, who also quickly establish contact with the majority of society, for example within the framework of universities, which in turn facilitates the integration. This type of immigration is, however, particularly important for students from third countries.

2.2 Integration policy challenges

2.2.1 Emotional attachment

Within the framework of the statistical yearbook migration & integration¹⁰³, the integration climate and feeling is surveyed every year by questioning persons with and without a migration background. It is found that the consent of respondents with an immigration background (former Yugoslavia and Turkey) to the Austrian society and to the lifestyle cultivated in Austria is very high overall and has risen in recent years. In 2017, 83% very or generally agreed with the Austrian society and the lifestyle cultivated in Austria, in 2011 it was just 76%. Age and education are the two most important variables which influence the approval positively or negatively. Young respondents with an immigration background often agree with Austrian society and feel more frequently at home here and a belonging to Austria than older people. Respondents without a school leaving certificate, on the other hand, more frequently feel that they belong to their country of origin or that of their parents than persons with formal educational achievements.

Consent to Austrian society very high

98 Statistik Austria (2017), migration & integration. zahlen. daten. indikatoren 2017, p. 41.

99 Statistik Austria (2017), migration & integration. zahlen. daten. indikatoren 2017, pp. 40–41.

100 IOM (2016), Die Familienzusammenführung von Drittstaatsangehörigen in Österreich, pp. 61–62.

101 ÖIF (2017), Arbeit & Beruf. Statistiken zu Migration & Integration 2016, pp. 20–25.

102 ÖIF (2017), Arbeit & Beruf. Statistiken zu Migration & Integration 2016, p. 25.

103 Most recently, see: Statistik Austria (2017), migration & integration. zahlen. daten. indikatoren 2017, pp. 91–103. For comparison, see also the chapter "Subjective views on the climate of integration" in all statistical yearbooks "migration & integration" of the previous years.

Assessment of the integration process – immigrants

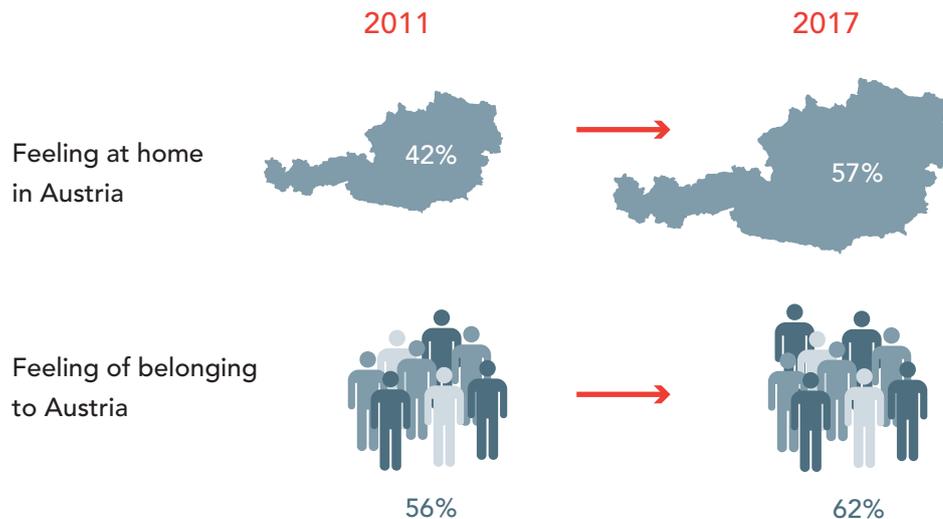


Fig. 18

Source: Statistisches Jahrbuch (2011, 2017): migration & integration; own presentation

A further revealing indicator is the sense of home, which shows how strong a person feels at home in Austria. There is a significant difference between the individual groups of origin. Only 42% of the persons from Turkey feel completely at home in Austria and around 9% do not feel at home at all. It is noteworthy that these figures have undergone a significant change compared especially to the previous year, when 51% felt completely at home and only 6% not at home at all. By contrast, people from the former Yugoslavia feel 66% completely at home (2011: 48%), but only 2% do not feel at home at all (2011: 3%). The fact that the feeling to be home in Austria of the respondents with a Turkish migration background dropped by almost 10 percentage points within one year (from 51% to 42%) is a significant development to be taken seriously.

Strong origin-specific differences in the emotional belonging to Austria

Other analyses come to similar conclusions. A survey conducted within the context of a study on open youth work in Vienna showed that 25% of Turkish youths feel strongly and 47% moderately strongly belonging to Austria, young people from the former Yugoslavia feel 22% strongly and 36% moderately belonging to Austria. The sense of belonging to Austria is the lowest among the Chechen youth, 45% of whom do not feel Austrian at all.¹⁰⁴ At the same time, the overwhelming majority of young people with an ex-Yugoslavian (81%), Turkish (80%) and Chechen (80%) migration background still feel very strongly related to their group of origin or that of their parents.¹⁰⁵

The TIES study Vorarlberg¹⁰⁶, which is based on a survey of the second generation of immigrants, also shows that the second generation of Turkish origin in Vorarlberg is reporting far less often a very strong and strong feeling of belonging to Austria than the second generation of respondents with roots in the countries of the former Yugoslavia. The second generation of Turkish origin surveyed has a similar strong sense of belonging to Turkey as persons without an immigration background to

Weaker feeling of belonging of Turkish immigrants

¹⁰⁴ GÜNGÖR et al. (2016), Jugendliche in der offenen Jugendarbeit. Identitäten, Lebenslagen & abwertende Einstellungen, p. 99.

¹⁰⁵ GÜNGÖR et al. (2016), Jugendliche in der offenen Jugendarbeit. Identitäten, Lebenslagen & abwertende Einstellungen, pp. 101–102.

¹⁰⁶ Grabherr, E. und Burtscher-Mathis, S. (2012), Zweheimisch als Normalität – zu identitären und kulturellen Dimensionen der Integration der 2. Generation in Vorarlberg.

Austria.¹⁰⁷ It is also noteworthy that the respondents of the second generation of all questioned groups of origin in all participating countries have relatively strong feelings of belonging to the cities in which they have grown up and live.¹⁰⁸ In this context, the study suggests that it is particularly easier for the second generation to develop a sense of belonging towards specific living environments than to society at an abstract national level.¹⁰⁹

Factors for a stronger sense of belonging

Good knowledge of the language of the receiving country, friendships with persons of other groups of origin, higher educational qualifications as well as a positive assessment of the relations between the own community and the majority society promote the belonging to the state and to the society in which the interviewees currently live.¹¹⁰ In addition, women tend to show a stronger sense of belonging to the country in which they are born than men. However, there are also reasons beyond structural integration factors, which have to be taken into account. Especially in families with an educational style that emphasises the male role, frustrations are pre-programmed in the egalitarian society of the destination area. The distinct diaspora politics of the Turkish government must also be addressed in this context, since it conveys more recognition precisely to those who wish to have more of it. Young people, in particular, are receptive to new nationalisms. A “we are someone!” can easily be claimed by anyone who feels part of this “we”. Although it is not beneficial for immigrants to be emotionally more connected to the society in the country of origin and, as a result, not to enter the new society in the country of destination, but it will be difficult to completely prevent that from happening.¹¹¹ There is a need for education, for the clarification of values and norms in the target society, for gestures of recognition, but also for a counter-narrative to the national presumptuousness, which resides inevitably in a “we are someone”, in order to build a framework where a common identity can arise without devaluating the origin of the individual.

Role of diaspora politics

2.2.2 Low employment rate among women

Women more frequently do not manage the leap into the labour market

Women of the first or second generation of immigrants, who frequently came to Austria via family reunification, often do not manage the leap (or return) into the labour market, which can be seen in both the higher unemployment¹¹² and lower employment rates¹¹³ compared to Austrians. In particular, the employment rate of women with a Turkish background of migration is significantly lower (42%) than that of women with a general migration background (57%), women with an ex-Yugoslavian background of immigration (59%) or women without migration background (70%).¹¹⁴ The group with Turkish immigration background is home to women of the first and second generation, albeit with a quantitative focus on the first genera-

107 Grabherr, E. und Burtscher-Mathis, S. (2012), *Zweiheimisch als Normalität – zu identitären und kulturellen Dimensionen der Integration der 2. Generation in Vorarlberg*, p. 10.

108 Grabherr, E. und Burtscher-Mathis, S. (2012), *Zweiheimisch als Normalität – zu identitären und kulturellen Dimensionen der Integration der 2. Generation in Vorarlberg*, p. 5.

109 Grabherr, E. und Burtscher-Mathis, S. (2012), *Zweiheimisch als Normalität – zu identitären und kulturellen Dimensionen der Integration der 2. Generation in Vorarlberg*, pp. 3–5.

110 Schneider, J., Fokkema, T., Matias, R., Stojcic, S., Ugrina, D. und Vera-Larucea, C. (2012), *Identities. Urban belonging and intercultural relations*.

111 Van Hove, S. (2016), *Emotionale Integration von Personen mit Migrationshintergrund. Vielfältigkeit und Ursachen der emotionalen Integration bei Aussiedlern und Personen mit einem Migrationshintergrund aus der Türkei*.

112 ÖIF (2017), *Frauen. Statistiken zu Migration & Integration 2016*, pp. 32–33: The unemployment rate of Serbian or Turkish citizens (a high rate of marriage migration is assumed here) is 40.9% and 21.9%, respectively; the unemployment rate of German or Italian nationals is 7.7% and 8.1%, respectively (Austrian citizenship 7.3%). The figures refer to research impact factors that are relevant to women's labour market participation: education, language skills and a labour market experience compatible with the new country (Khoudja, Y. und Fleischmann, F. (2014), *Ethnic Differences in Female Labour Force Participation in the Netherlands. Adding Gender Role Attitudes and Religiosity to the Explanation*, pp. 92, 99.)

113 In particular, the employment rate is interesting in this context, since it not only represents unemployment in the official sense as a cause for non-participation in the labour market, but among others also the whereabouts in the household and the takeover of care tasks often associated with it.

114 ÖIF (2017), *Frauen. Statistiken zu Migration & Integration 2016*, pp. 32–33.

tion. It must also be taken into account that marriage migration can potentially be linked to interruptions in the working biography of the moving partner. However, especially for the group with Turkish migration background, studies also show a lower employment rate of the second generation compared to the group from the countries of the former Yugoslavia and a group of the same age without migrating background.¹¹⁵ Again, factors such as education, which generally have a high value for explaining the labour market participation of women, have an effect. However, quantitative studies¹¹⁶ also provide supported evidence of traditional gender roles as an effective factor for a lower labour market participation of women with a migration background.

Explanation of low labour market participation

Similar to other dimensions of the integration process, research conjectures from an approximation of behaviour towards the majority society with an increase in the length of stay and in the course of the immigration generations.¹¹⁷ The critical question, however, remains how much time it will take, especially given the ongoing immigration of a new first generation within the framework of family reunification. It is also necessary to ask why the integration process of people with a Turkish migration background takes longer than that of other groups.

Participation in the labour market is a key element for comprehensive participation in the society of the admitting country, especially for immigrants. If it does not succeed, the probability of comprehensive segregation processes from the surrounding society and a weakly distinct feeling of belonging to the receiving society is high, with all the consequences, for example also for the family possibilities of supporting the children (girls and boys) in their socialisation. It is therefore important to educate women, especially (but not only) the newly immigrated ones, about the importance of their labour market integration. Women, in particular, can act as modernisation and integration catalysts in the family, help to determine the educational success of the children and change the patriarchal basic structure of families through the availability of their own income. The integration policy-relevant relevance of a weak labour market participation of women with a migration background is also due to the associated poverty risk, because family work and childcare can no longer reliably secure the financial existence of an individual. The long-term livelihood of an individual depends on his participation in the labour market. These connections must be conveyed at many levels, structurally through institutional offers, but also informally in the communities.

Participation in the labour market key for participation in society

115 Burtscher-Mathis, S. (2013), Arbeitsmarktposition im Gruppenvergleich und ihre Bedeutung im internationalen Kontext, pp. 8–9.

116 Khoudja, Y. und Fleischmann, F. (2014), Ethnic Differences in Female Labour Force Participation in the Netherlands. Adding Gender Role Attitudes and Religiosity to the Explanation, pp. 91ff.

117 Khoudja, Y. und Fleischmann, F. (2014), Ethnic Differences in Female Labour Force Participation in the Netherlands. Adding Gender Role Attitudes and Religiosity to the Explanation, p. 99.

EU IMMIGRATION: PROBLEM-FREE INTEGRATION?



3. EU immigration: Problem-free integration?

For a long time in Austria, EU internal migration was mainly characterised by immigration from Germany. Due to the same language, the comparable education system and the similar labour market, immigration from Germany was not seen as an integration policy problem. Citizens of the other “old” EU14 (Member States who joined the EU before 2004) were also not perceived as a relevant integrative policy group by the public. This public perception began to change only after the enlargement of the EU in 2004 and 2007, respectively, when immigration from Eastern and South-Eastern European countries increased. Thus, Romanians replaced German nationals as the largest migrant group from EU countries (regarding new immigration) in 2014.

Net migration from the EU to Austria (migration balance) 2006–2016

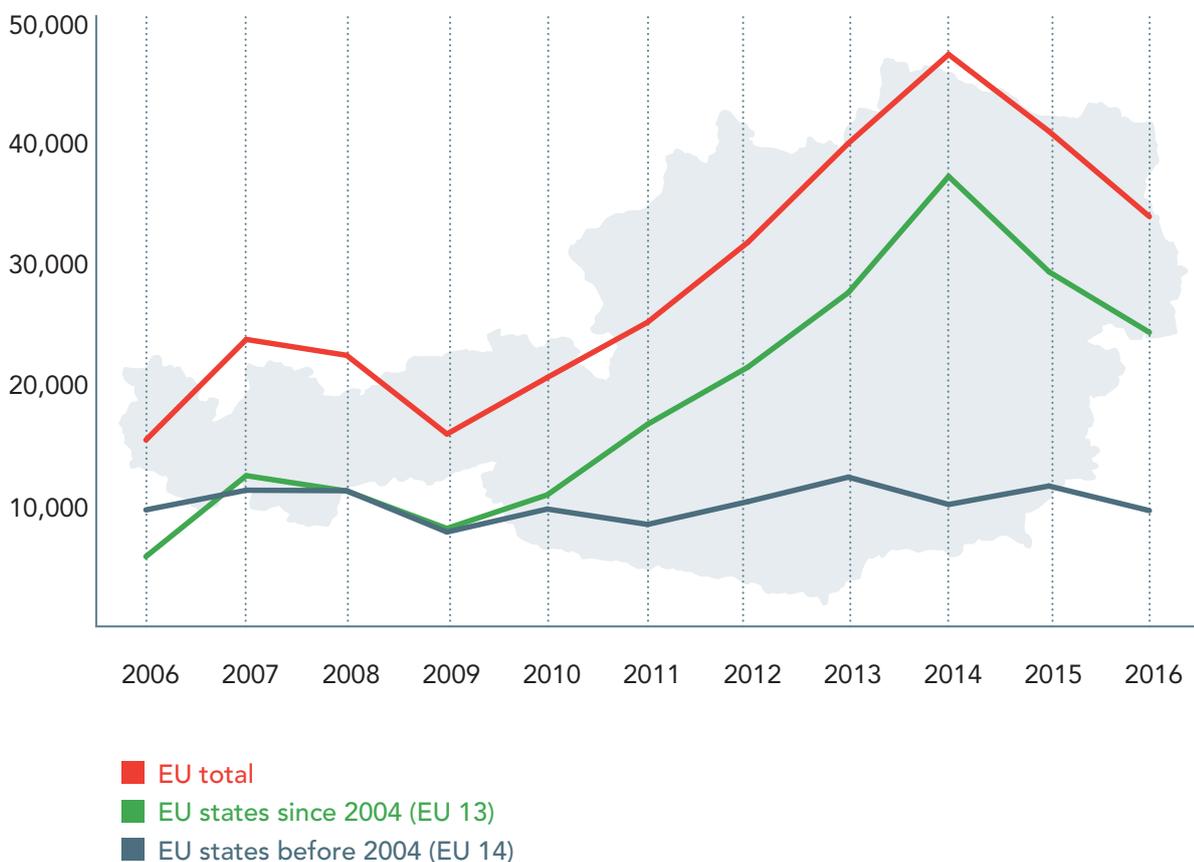


Fig. 19

Source: Statistik Austria (2006–2017): Wanderungen mit dem Ausland (Außenwanderungen); own presentation

3.1 The growing significance of EU immigration

Looking at immigration to Austria over the past few years, it becomes clear that the EU countries have become increasingly important as a region of origin. Since 2006, the inflow from the EU (2006: 45,694) was well ahead of that from third countries (2006: 36,488). This has only been postponed in 2015 due to the sharp increase in the refugee migration, which is also included in immigration statistics as immigration from third countries (90,772: immigration from the EU area, 107,042: third country immigration, while in other years immigration from the EU area was much higher). In this respect, 2015 can be assessed as an exceptional year, which does not alter the general significant gain of immigration from the EU area.

A closer look reveals that the EU's role of increased importance as the main region of origin derives mainly from the strong growth in net immigration from the new EU Member States (see figure 19). In particular, after the opening up of the labour market for the EU members joining the EU in 2004 and 2007, respectively, which took place in 2011 and 2014, respectively, there was a sharp increase in immigration from these countries (see figure 20).

Net migration from certain EU countries to Austria (migration balance)

2006–2016

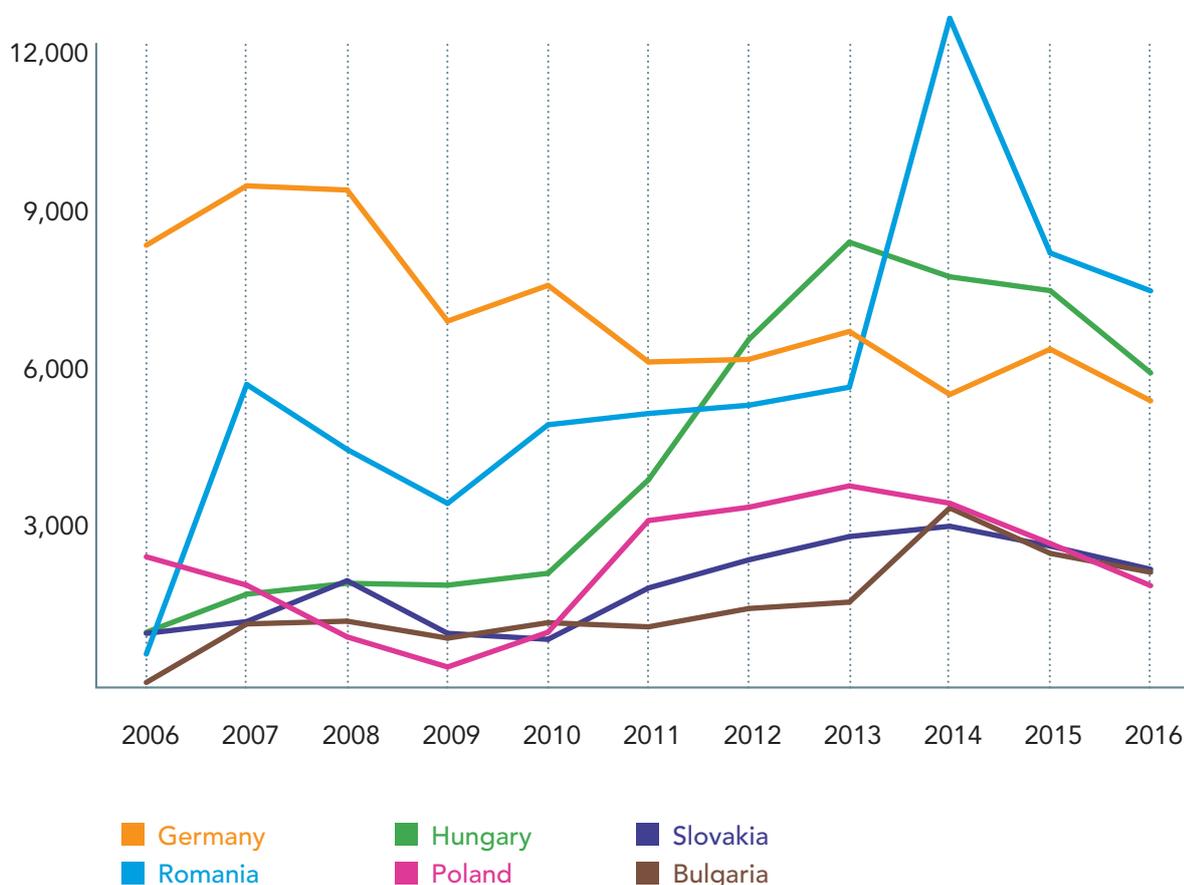


Fig. 20

Source: Statistik Austria (2006–2017): Wanderungen mit dem Ausland (Außenwanderungen); own presentation

Increasing immigration from new EU Member States

This is particularly evident in the migration balance (see figure 19): With the net immigration from the old and new EU countries being almost identical to 2010, it has risen sharply for the new EU Member States since 2010, before slightly decreasing again from 2014 on. This resulted in a “substitution of immigrants from ‘traditional’ guest-worker countries by immigrants from Eastern and South-Eastern European EU countries”¹¹⁸.

These trends can be seen particularly well with regard to individual countries of origin. While the immigration from Germany remained relatively stable during the ten-year period (with approximately 16,000 to 19,000 new arrivals per year; 2016: 16,103), there were very strong increases in Romanians (2006: 4,526, 2016: 16,665) and Hungarians (2006: 3,567; 2016: 13,326). Compared to this, new immigrants from Poland, Bulgaria and Slovakia were relatively less strong, largely stable and not characterised by such a large increase. A similar picture is also shown when looking at the net migration in the reference period (see figure 20).

Top 10 EU nationalities in Austria 2017

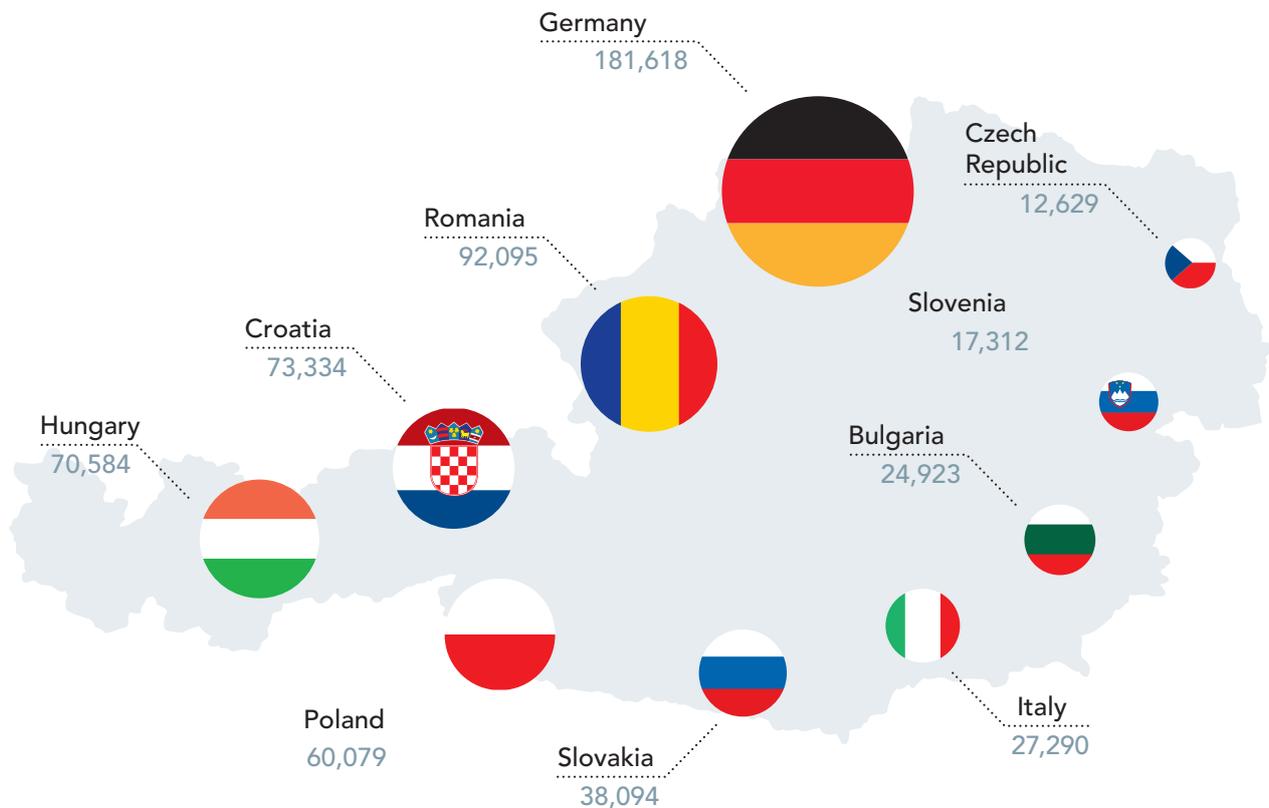


Fig. 21

Source: Statistik Austria (2017): Bevölkerung zu Jahresbeginn 2017 nach Staatsangehörigkeit; own presentation

118 Migrationsrat für Österreich (2016), Bericht des Migrationsrats, p. 21

Particularly noteworthy is the fact that Germans were the largest immigrant group since 1997, and that this position was kept up by far until including 2013, but that they have been overtaken by newcomers from Romania for the first time since 2014. Population changes are, in comparison to that, always slow. In terms of the population, the Germans thus remain by far the largest EU group of foreigners, followed by the Romanians, Croatians and Hungarians (see figure 21).

**Romanians overtake
Germans as the stron-
gest immigrant group**

If, however, the percentage changes in population are looked at by countries of origin, a different picture emerges, which in turn illustrates the importance of the new EU Member States (see table 2). While the foreign residential population (i.e. the non-Austrian citizenship population) rose by 68.4% to the absolute number of 1,341,930 between 2006 and 2017, the increase in persons from EU countries in this period was significantly higher at +112%. If the EU countries are differentiated, it becomes clear that the population of the EU Member States that joined the EU in 2004 and 2007 increased by 137% (population on January 1st, 2017: 392,721). Their numbers have grown twice as much as those of foreign residents in total (+137% versus +68%), and are much stronger than the population of the old EU countries (+83%). Looking at individual countries of origin, the population from Romania (+320%) and Hungary (+334%) had the strongest growth in the reference period.

	RESIDENT POPULATION ON JAN. 1 ST , 2006	RESIDENT POPULATION ON JAN. 1 ST , 2017	CHANGE FROM 2006 UNTIL 2017
Austrians	7,457,632	7,430,935	- 0.4% (-26,697)
Foreigners total	796,666	1,341,930	+ 68.4% (+ 545,264)
EU	308,877	655,524	+ 112.2% (+346,647)
EU old (EU 14)	143,473	262,803	+ 83.2% (+119,330)
EU new (EU 13)	165,404	392,721	+ 137.4% (+227,317)
Germany	100,439	181,618	+ 80.8% (+81,179)
Romania	21,942	92,095	+ 319.7% (+70,153)
Croatia	61,126	73,334	+ 20% (+12,208)
Hungary	16,284	70,584	+ 333.5% (+54,300)

Chart 2: Comparison resident population 2006 and 2017

Source: Statistik Austria (2017): Bevölkerung zu Jahresbeginn 2002 bis 2017 nach detaillierter Staatsangehörigkeit; own presentation

3.2 Structural integration

Positive picture of structural integration of EU citizens

Looking at the structural integration indicators for EU citizens living in Austria, the overall picture is very positive. Both in the core areas of education, but also in the labour market, EU citizens perform significantly better than persons with a migration background in general. In some areas, the results are even significantly better than those of Austrians. A particular example is the level of education of the population immigrated from the EU area (see table 3). While the majority (56.5%) of persons without a migration background have completed an apprenticeship training or a vocational secondary school (BMS), EU citizens have a comparatively higher rate of school leaving certificate (23.0%) or an academic degree (28.9%).

	COMPULSORY SCHOOL	APPRENTICESHIP, BMS	AHS, BHS, COLLEGE	UNIVERSITY, FH, ACADEMIES
Without migration background	10.7%	56.5%	15.9%	16.9%
With migration background	26.8%	34.3%	18.5%	20.5%
EU/EFTA	9.7%	38.4%	23.0%	28.9%

Chart 3: Level of education of the 25 to 64-year-old population 2016

Source: Statistik Austria (2017): migration & integration; special evaluation; own presentation

High labour market participation

The higher level of education of immigrants from the EU also leads to a higher participation in the labour market. The employment rate of the immigrants from the new EU Member States that have joined since 2004 amounts in total to 70%, compared to 63% among the population with a migration background. The employment rate for men from the new EU countries is 75%, and that of women from the same region at 67%, respectively, each with about 6 and 9 percentage points, respectively, above the employment rate of the population with a migration background and almost the same as the total population. However, there are citizens from the old EU countries, which show by far the highest employment rate in comparison with persons with an immigration background in general, but also in comparison with Austrians. These figures also show the high value of apprenticeships in the Austrian education system, as well as the fact that in most other countries there is no equivalent to the Austrian apprenticeship system.

	TOTAL	MEN	WOMEN
TOTAL	72%	75%	68%
Without migration background	74%	77%	71%
With migration background	63%	69%	58%
EU accession before 2004/EFTA	76%	79%	72%
EU accession since 2004	70%	75%	67%

Chart 4: Employment rate 2016

Source: Statistik Austria (2017): migration & integration; own presentation

Significant cohort-specific differences are also evident when looking closer at unemployment, in addition to employment. At first sight, it is noticeable that EU citizens also have a lower unemployment rate than foreigners (13.5%) in total (see table 5). However, this applies only to persons from the old EU Member States (7.7%) and to persons from EU countries who joined in 2004 (8.1%). The situation is quite different for nationals of the two younger EU members (EU 2), Bulgaria and Romania – their unemployment rate is 14.4%, almost twice as high as that of Austrians and also higher when compared even to the category “foreigners total”.

Significant cohort-specific differences in unemployment

If one goes further into detail and considers the unemployment rate for certain countries of origin, this trend becomes all the more clear, as 13.8% of the Romanian citizens living in Austria, and 17% of the Bulgarians are unemployed. However, unemployment rate is also above-average with Croatian (16.6%) and Polish (12.6%) citizens. This phenomenon will require a more detailed consideration in order to analyse the actual causes more precisely.

However, the comparatively high immigration of an EU-working population, which actually finds employment, also has its “price”. It displaces traditional immigrant groups, since the employment of usually qualified workers from the EU countries is legally simple and cost-effective from a wage point of view. Workers from the EU, especially from Eastern and South-Eastern Europe, have lower wage expectations and, in addition to higher incomes, benefit from the higher purchasing power of the euro wages in their home countries, where the bulk of their income is also consumed. The losers of this immigration are therefore longer-resident, older and poorly qualified immigrants.

A study by Brücker et al.¹¹⁹ shows that in the event of a rise in migration to Germany by 1% of the working-age population, the unemployment among the resident foreign population would increase in the short term by 3%, and would remain approx. 2.7% higher also in the longer term. Poorly qualified migrants are far more heavily impacted here by substitution effects and rising unemployment than moderately and highly qualified migrants and the domestic population.¹²⁰ The Austrian Institute for Economic Research (WIFO) showed in a study that in the early 1990s due to the fall of the Iron Curtain and the

NATIONALITY	RATE OF UNEMPLOYMENT ANNUAL AVERAGE 2016
Austria	8%
Foreigners total	13.5%
Third countries	18.8%
EEA without EU	8.4%
EU 15 without Austria	7.7%
EU 10 (joined 2004)	8.1%
EU 2 (joined 2007)	14.4%
Germany	7.1%
Bulgaria	17%
Romania	13.8%
Croatia	16.6%
Poland	12.6%
Slovakia	9.5%
Hungary	6.2%

Chart 5: (Register) unemployment rate: Annual average 2016

Source: Arbeitsmarktdatenbank AMS und BMASK (2017): Bali; own presentation

119 Brücker, H., Jahn, E. und Upward, R. (2012), Migration and Imperfect Labour Markets. Theory and Cross-country Evidence from Denmark, Germany and the UK.

120 Brücker, H., Jahn, E. J. und Upward, R. (2012), Migration and Imperfect Labor, Markets. Theory and Cross-country Evidence from Denmark, Germany and the UK, NORFACE MIGRATION, pp. 24–25.

Economic effects of immigration on the labour market

refugee migration from former Yugoslavia, “the rapid increase in the availability of foreign workers (...) led to a temporary over-supply in certain labour market segments”, resulting in an increase in employed foreign workers of 1% and in a rise in the unemployment rate for foreigners of 0.6%.¹²¹

In their evaluation of the economic effects of the refugee migration in 2015, EcoAustria and the Donau University Krems¹²² come to the conclusion that an increase in the unemployment rate of 0.7% is to be expected by 2030. Although this rise will be primarily concentrated on the refugees themselves, it is to be expected – albeit to a lesser extent – that the already resident lower-qualified population will also be affected. These results thus correlate with the results of the two studies presented above. And although it is predicted that these effects will predominantly impact refugees and less qualified migrants, the AMS expects similar substitution effects due to the growing migration from the EU.¹²³

Many sectors benefit from EU immigration

Despite the challenges described above, it must be said at the same time that the Austrian labour market benefits in many areas from the EU mobility. For certain sectors such as the care sector, and here in particular the 24-hour care, foreign workers from the EU are indispensable. But EU migrants are also employed in the building sector, the tourism sector and many service sectors. Added to these are the qualified segment of the labour market, an above-average share of which is taken up by migrant workers from the EU. Anyone who thinks in terms of individual evidence will immediately come up with individual examples: From the opera house director to the university professor, from the OMV director through to football coach – migrants from the EU (and sometimes also from Switzerland) can be found everywhere.

EU immigration has long not been considered as a focus of integration

For many years, EU migration – also in line with EU legislation that does not provide for mechanisms for the integration of nationals of other EU Member States – was not seen as a focus of the integration. This may also be due to the fact that historically speaking, Germans have been the largest EU migrant group since Austria joined the EU; due to them having the same language and a very similar education system, however, there was no need for structural integration measures. This situation has changed fundamentally, however, in recent years, as more and more migrants from other, predominantly Eastern and South-East European EU states¹²⁴ have come to Austria who are faced with similar integration challenges as third country nationals (e.g. with respect to the need to learn the language)¹²⁵ – also with respect to the comparatively higher unemployment for certain groups of origin.

Mobility within the EU increases significantly

The Austrian situation thus reflects the EU-wide trends, because the mobility within the EU has increased significantly in the last two decades, and in particular since the expansion of the EU in 2004.¹²⁶ It is also to be assumed that both the migration within the EU as a whole, and the migration from the other EU states to Austria will remain significant, particularly in the light of the growing differences in prosperity within the EU.¹²⁷ In 1968, the difference in prosperity (per capita GDP) between

121 Biffl, G. (2002), Ausländische Arbeitskräfte auf dem österreichischen Arbeitsmarkt, WIFO Monatsbericht 8/2002, p. 548.

122 Berger et al. (2016), Ökonomische Analyse der Zuwanderung von Flüchtlingen nach Österreich.

123 Profil (2016), Arbeitsmarkt. Österreich leidet unter der Zuwanderung aus Osteuropa.

124 Since 2014, Romanians have been the largest immigrant group.

125 Expert Council for Integration (2014), Integration report 2014.

126 European Commission (2015), Labour Market and Wage Development in Europe 2015, p. 4.

127 European Commission (2015), Labour Market and Wage Development in Europe 2015, p. 5.

the then poorest member – Italy – and the richest country – Luxembourg – in the EEC was still 1:1.9.¹²⁸ In 2015, the disparity increased significantly as a result of the expansion of the EU. The difference between the poorest country – Bulgaria – and the still richest country, Luxembourg, in 2015 was already 1:5.7.¹²⁹

If we therefore consider the growing internal migration within the EU, we can conclude on the one hand that the freedom of establishment that enables the inner-European mobility is recognised as a precious asset, because great use is made of it. On the other hand, it has to be considered that increasing migration movements have an impact on both the destination countries and the countries of origin, because every migration into a destination country is at the same time a migration away from the country of origin. For the economic development in the European growth regions it can be quite positive if their lack of qualified personnel can be countered with labour from other EU states, particularly if the migrants would be potentially unemployed in their country of origin and can take up a specific job offer in the destination country.

At the same time, it becomes clear, however, that the disintegration of the European migration zone on the one hand, and the national social zones on the other result in upheavals. The non-uniformity of the social zones and the differing application of the country of origin or destination principle when calculating social transfers inevitably raise the question of what is fair. Should, for example, the family allowance for children living abroad be adjusted to the level in that country, or paid out at the same level, irrespective of whether the child is living in the country or in another EU state? This question is legitimate, but ultimately only normative and therefore has to be answered politically.

All in all, the Expert Council encourages not only to deal with the integration of refugees and asylum-seekers staying permanently in Austria, but also to think about the “normal integration” of third country and EU immigrants. Excluding exactly the latter, just because the EU speaks not of migration, but of mobility, appears less than convincing.

Effects on destination countries and countries of origin

Calculation of social transfers by country of origin or country of destination

128 World Bank (2017), GDP per capita.

129 WKO (2017), GDP per inhabitant.

4. From the National Action Plan to the Integration Report 2017

CREATION PROCESS

Dialogue — Expert talks — Talks with citizens — Steering group



NATIONAL ACTION PLAN FOR INTEGRATION (NAP.I)



	EXPERT COUNCIL <hr/> WORKING PROGRAMME Volume 1	STATISTICAL YEARBOOK <hr/> REPORT ON INDICATORS Volume 2	ADVISORY COMMITTEE ON INTEGRATION <hr/> ESTABLISHMENT Volume 3
INTEGRATION REPORT 2011	20-Point Programme	Migration & Integration 2011	Conclusion about previous measures
INTEGRATION REPORT 2012	Conclusion	Migration & Integration 2012	Conclusion about previous measures
INTEGRATION REPORT 2013	Perspectives and Recommendations for Action	Migration & Integration 2013	Integration database
INTEGRATION REPORT 2014	Integration Issues in Focus	Migration & Integration 2014	Integration database
INTEGRATION REPORT 2015	Achievements to date and guiding principles for the future	Migration & Integration 2015	Integration database
	50 ACTION POINTS for the integration of persons entitled to asylum or subsidiary protection in Austria		
INTEGRATION REPORT 2016	Interim evaluation of the 50 Action Points	Migration & Integration 2016	Integration database
INTEGRATION REPORT 2017	Evaluating refugee integration – Refocussing on regular integration	Migration & Integration 2017	Integration database

THE MEMBERS OF THE EXPERT COUNCIL



5. The members of the Expert Council

Chairman



Univ.-Prof. Dr. Heinz Faßmann

Heinz Faßmann, born in Düsseldorf, studied geography and economic and social history at the University of Vienna and received his doctorate in 1980. Appointed in 1996 as C4-Professor at the TU of Munich, since 2000 University Professor of Applied Geography, Spatial Research and Regional Planning at the University of Vienna. Since 2011, he is also Vice-Rector at the University of Vienna. Prof. Faßmann is active in many other functions, e.g. as a founding member of the Expert Council of German Foundations on Integration and Migration in Berlin (until 2016), full member of the Austrian Academy of Sciences and Chairman of the Commission for Migration and Integration Research located there.

Members



Univ.-Prof. Mag. Dr. Gudrun Biffl

Prof. Biffl has been Chair of Migration Research at the Danube University Krems since 2008. She is head of the Migration and Globalisation Department and was Dean of the Faculty of Economics and Globalisation between 2010 and 2015. From 1975–2009, she worked as an economic researcher at the Austrian Institute of Economic Research (WIFO). Her research focuses on the labour market, education, migration, gender, industrial relations and institutional change as well as work-related diseases. Prof. Biffl is Chairperson of the Statistics Council of Statistics Austria, a member of the Scientific Advisory Board of the Sir Peter Ustinov Institute for Prejudice Research and Prevention and Deputy Chairperson of the Advisory Board of EcoAustria – Institute for Economic Research.



Mag. Dr. Eva Grabherr

Mag. Dr. Grabherr studied history and Jewish studies at the Universities of Innsbruck and Vienna and completed a research PhD at the Department for Hebrew and Jewish Studies at the University College London. From 1989 – 1990, she was a university lecturer at the University of Hull (UK) and from 1990 to 1996 construction director of the Jewish Museum Hohenems. From 1996 – 2001, she conducted research and taught in Vienna, London, Innsbruck, Graz and Munich, and organised exhibition projects on the subjects of Jewish studies, museology, Austrian history and current politics. She has been active as leader in the construction of the project site for immigration and integration at okay.zusammen leben since 2001. In addition, she holds lectures and seminars, including the course Migration Management at the Danube University Krems.



Dipl.-Soz. wiss. Kenan Güngör

Kenan Güngör, Dipl. Soz., is the holder of the office for Gesellschaft I Organisation I Entwicklung [think.difference] in Vienna. As an organisational consultant and international expert on integration and diversity issues, he advises and accompanies governmental and non-governmental organisations at federal, state and municipal levels. He has headed numerous integration-related model processes at state and city level. As a strategic consultant, he has accompanied, among others, the City of Vienna for several years with integration and diversity-related issues and directs the Prevention, De-Radicalisation & Democracy Culture Expert_Forum.



Prof. MMag. Dr. Ilan Knapp

Prof. Knapp was born in Tel Aviv/Israel, graduated from a musical education programme in Israel and Vienna as well as business administration studies, business education and business psychology at the Vienna University of Economics. He is currently the Corporate and Educational Director of JBBZ (the Jewish Vocational Training Centre), lecturer at the Technical University of Vienna and Deputy Chairman of the Special Commission of Immigration, Attraction of New Community Members and Integration as well as the Education Commission of the Jewish Community Vienna. Since 2014, he has been the official representative of the Jewish Agency for Israel (Sochnut) in Austria. Furthermore, Prof. Knapp was active as a lecturer at the University of Vienna, the WU Wien and FU Berlin for many years. He was also formerly the Managing Director of the Austrian Institute for Vocational Education Research (ÖIFB), EcoPlus and NÖG Lower Austria as well as Parliamentary Advisor for the labour market, economy, youth, social affairs and education.



Prof. Dr. Klaus Lugger

Prof. Dr. Klaus Lugger, born 07.03.1948, has been CEO of NEUEN HEIMAT TIROL Gemeinnützige WohnungsGmbH (EUR 114 million p.a. building volume, 34,000 managed units, of which 17,571 rental and owner-occupied) from 1989–2016, and Managing Director of its commercial subsidiary, INNSBRUCKER STADTBAU GMBH, from 2004–2016. From 1995 to 2016, he was Chairman of the Advisory Board for the Austrian Association of Non-Profit Housing – Auditing Association and Austrian Representative for CECODHAS HOUSING EUROPE of the EU-Lobby for the Non-profit Housing.



Univ.-Prof. Dr. Wolfgang Mazal

Prof. Mazal was born in Vienna, studied law at the University of Vienna, where he received his doctorate in 1981 and has been active as a professor of labour and social law since 1992, where he is Institute Director. Besides a broad range of teaching, research and publication activities, inter alia, in Vienna, Graz, Linz, Innsbruck and Beijing on issues of labour law, social law, medical law and in family matters, Prof. Mazal is also Head of the Austrian Institute for Family Research at the University of Vienna, Chairman of the University Council of the Danube University Krems and Vice President of the Board of the Agency for Quality Assurance and Accreditation AQ Austria.



Dir. Dr. Arno Melitopulos

Dr. Melitopulos, born in Innsbruck, graduated from graduate and doctoral studies in law in Innsbruck. He has been Director of the Regional health insurance organisation for Tyrol (TGKK) since August 2011. Previously, he was Managing Director of Gesundheit Österreich GmbH (GÖG) in Vienna from June 2009 to July 2011, where he has been active as a member since 2008. From 2005 to 2008, Dr. Melitopulos was Head of the Strategy and Law Department in the TGKK and simultaneously Managing Director of the Tiroler Gesundheitsfonds (TGF) [Tyrolean health fund] from 2006. Between 2003 and 2005, he was also an advisor to the Austrian Ministry of Health during the health reform. Dr. Melitopulos is university lecturer in Social Law and holds teaching positions at the Management Center Innsbruck, the private university UMIT and the Medical University in Innsbruck.



Univ.-Prof. Dr. Rainer Münz

Rainer Münz is a Senior Advisor at the European Political Strategy Center, the Think Tank of the President of the EU Commission. He teaches at the University of St. Gallen and at the Central European University in Budapest. He is chairman of the Migration Advisory Board of the UN Organization for International Migration (IOM) and one of the programme coordinators of the World Bank Programme Global Knowledge Partnership on Migration and Development (KNOMAD). Prior to this, Rainer Münz headed the research department of Erste Group and was a senior fellow at the Brussels Think Tank Bruegel, at the Hamburg Institute of International Economics (HWWI) and at the Migration Policy Institute (Washington DC). In the years 2000 – 2001, he was a member of the Commission on the Reform of the Immigration Policy of the German Federal Government (Süssmuth Kommission). From 2008 to 2010, Rainer Münz was a member of the reflection group “Horizont 2020 – 2030” of the European Union (the so-called “EU-Weisenrat”).



Dr. Thomas Oliva

Dr. Thomas Oliva was long-time manager of the Industrial Association of Vienna and the Austrian Association of Branded Goods Industry. He became focused on integration and immigration early on – e.g. within the Viennese Immigration Fund and as Chairman of the Vienna Immigration Commission and currently in Forum Wien Welt Offen. He is Chairman of the Board of the Vienna Science and Technology Fund (WWTF) and is particularly active in the Vienna concert and cultural life.



Univ.-Prof. Dr. Katharina Pabel

Dr. Pabel has been University Professor of Public Law at the Johannes Kepler University of Linz since 2010 – after stints at the Universities of Bonn, Graz and the WU Vienna – and has been Dean of the Faculty Law there since 2015. She is the author of numerous publications on various fields of constitutional and administrative law, with a special focus of research in the field of national and international human rights protection. Prof. Pabel is a member of the Advisory Committee of the UN-Human Rights Council.



Mag. Rainer Rößlhuber

Mag. Rößlhuber is Managing Director of the Austrian Sports Organisation since April 2017 and was Managing Director of the Sportunion pro.motion Sportservice GmbH from 2007 – 2017. From 2000 to 2007, he was head of the office of Governor Dr. Franz Schausberger and Governor Deputy Dr. Wilfried Haslauer in the state government Salzburg. He studied law at the University of Graz.



Ao. Univ.-Prof. DDr. Christian Stadler

Prof. Stadler holds doctoral degrees in law and philosophy. Since 2000, he has been an associate professor at the Institute for Legal Philosophy of the Law Faculty of the University of Vienna. He is, amongst other things, a member of the science committee (Strategic Security Policy Advisory Board) at the Federal Ministry for National Defence and Sport (BMLVS) and the Société de Stratégie (Paris). Prof. Stadler regularly holds guest lectures at the Security Academy of BM.I (.SIAK, Vienna or Wiener Neustadt), at the Theresian Military Academy (MilAk, Wiener Neustadt) and at the national defence academy (LVAK, Vienna). His key areas of activity include, among others: Political philosophy of modernity (rationalism, idealism, political romanticism), ethics of public security, political philosophy of international relations, polemology and geopolitics as well as European legal and constitutional culture.



Dr. Hans Winkler

Hans Winkler is an independent journalist and columnist for the daily newspaper Die Presse, blogger and guest author in various media. He led the political editorial department of the Kleine Zeitung, and was head of the Vienna editorial office, as well as deputy editor-in-chief of the Kleine Zeitung from 1995 until 2007. He studied law at the University of Graz.

6. Glossary

Recognition and Assessment Act (AuBG)

The AuBG anchors assessment procedures at all levels of education, adjusts deadlines to EU standards, creates important service offers through the recognition portal and Austria-wide advice centres, sets new transparency criteria for uniform statistical recording of all applications and decisions. It also provides for special procedures for refugees who can for reasons of escape no longer provide documents on their qualifications.

Asylum procedure

At the beginning of the asylum procedure, it is determined whether Austria or another EU country is responsible for handling the asylum application (admission procedure or Dublin procedure). If the competence of Austria is affirmed, the procedure in respect of the content shall be continued in Austria. The competent authority for both the admission procedure and the further substantive examination is the BFA, which is subordinate to the BMI. If the BFA makes a negative decision, the person concerned may lodge a complaint with the Austrian Federal Administrative Court (BVwG), which not only reviews the decision of the BFA regarding its legal appraisal, but also the facts itself. Appeals can also be lodged against the decisions of the BVwG; with the claim that constitutional errors have occurred in the BVwG procedure, a complaint may be lodged with the Austrian Constitutional Court (VfGH), otherwise a revision to the Austrian Supreme Administrative Court (VwGH).

Asylum Seekers

The term asylum seeker refers to a person during the ongoing asylum procedure. Asylum seekers are legally residing in Austria for the duration of the proceedings, generally having to stay during the admission procedure within the district area assigned to them.

Persons entitled to Asylum or Recognized Refugees

Persons entitled to asylum or recognized (Convention) refugees are persons whose asylum application has been decided positively. Applications for asylum applications shall be decided positive, if the prerequisites of the Geneva Refugee Convention (GFK) are fulfilled. If asylum seekers can credibly demonstrate that in their country of origin a well-founded fear of being individually persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion exists, and they cannot claim the protection of their country of origin, they shall be entitled to asylum. First, this entitles to a right of residence limited to three years in Austria ("short-term asylum"). This is extended to an unlimited right of residence, if neither a dismissal procedure is initiated nor the procedure is discontinued. The asylum status shall be dismissed, for example, if the reasons for flight are no longer present or a serious crime has been committed. Asylum holders are equated in many respects with Austrian citizens, such as access to the labour market, to social benefits or to higher education.

Voluntary Integration Year

The voluntary integration year is available to persons entitled to asylum and subsidiary protection, whose status has not been granted longer than two years back, and who receive BMS. Depending on the agreement, participation may take between six and twelve months. This is not an employment relationship, but a work-based training that can be completed at social welfare-oriented and non-profit institutions as well as at institutions of the national alternative service and is supplemented by integration support measures.

Integration Act (IntG)

The Integration Act regulates the central framework conditions for the integration of persons entitled to asylum, subsidiary protection and legally settled third country nationals, in the areas of language and orientation. On the one hand, this is done through integration offers for asylum and subsidiary protection-holders as part of a comprehensive training support model for German and values courses, and on the other hand through the definition of an obligation to cooperate. In addition, the Integration Act provides for a uniform nationwide integration exam for legally settled third country nationals.

Integration Year Act (IJG)

The Integration Year Act, which was adopted together with the Integration Act, obliges asylum and subsidiary protection holders, as well as asylum seekers with a high probability of recognition to perform non-profit activities. This is to ensure long-term labour market integration. Competence checks as well as German and values courses are part of the integration year.

National Action Plan for Integration (NAP.I)

The NAP.I represents the overall integration strategy of the Austrian government. It aims to optimise, pool and systematically develop the measures for successful integration of the Federal Government, the states, cities, municipalities, social partners and civil society organisations. The NAP.I is the basis for further measures in the seven key areas of action.

Integration Special Fund

In the cloister of the Federal Government on 11th September 2015, the establishment of an 'Integration Special Fund' in the amount of 75 million euros was agreed on as a measure to better cope with the refugee situation. The funds will be used primarily for language and values education and the promotion of the entry into the labour market. 55% of the total funds cover the BMI and the BMEIA, the other 45%, the BMASK (10 million euros) and the BMB (23.75 million euros). The BMI receives 16.25 million euros for the financing of literacy and A1-German courses for asylum seekers and the BMEIA receives 25 million euros for A1-German courses and advanced values courses for persons entitled to asylum and subsidiary protection.

Persons entitled to Subsidiary Protection

If a person cannot establish a persecution within the meaning of the Geneva Refugee Convention (GFK), if he or she is therefore not individually persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, his or her asylum application shall be dismissed. According to the European Convention on Human Rights (EMRK), which has been ratified by Austria and even has constitutional status, a person cannot be deported if his or her life or health is threatened in the country of origin as a result of war or torture (“refoulment ban”). These persons are designated as persons entitled to subsidiary protection and receive a one-year temporary right of residence, which can be extended (several times) by two years in each case. The status may be deprived under certain circumstances (e.g. due to a crime). Persons entitled to subsidiary protection largely enjoy the same rights as persons entitled to asylum, but may be placed in worse positions in certain cases.

Unaccompanied Minor Refugees

According to public discourse, unaccompanied minor refugees are referred to as persons entitled to asylum and asylum seekers who are under 18 years of age and who are without their legal representative in Austria. They are particularly worthy of protection in many aspects, this fact is considered in different special provisions (e.g. special provisions during the admission procedure or accommodation and care). In the Austrian legislation, however, only “unaccompanied minors” are referred to. This takes account of the fact that specific provisions exist, particularly during the asylum procedure, i.e. during a period in which it is not yet decided whether the minor shall to be recognized as a refugee.

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