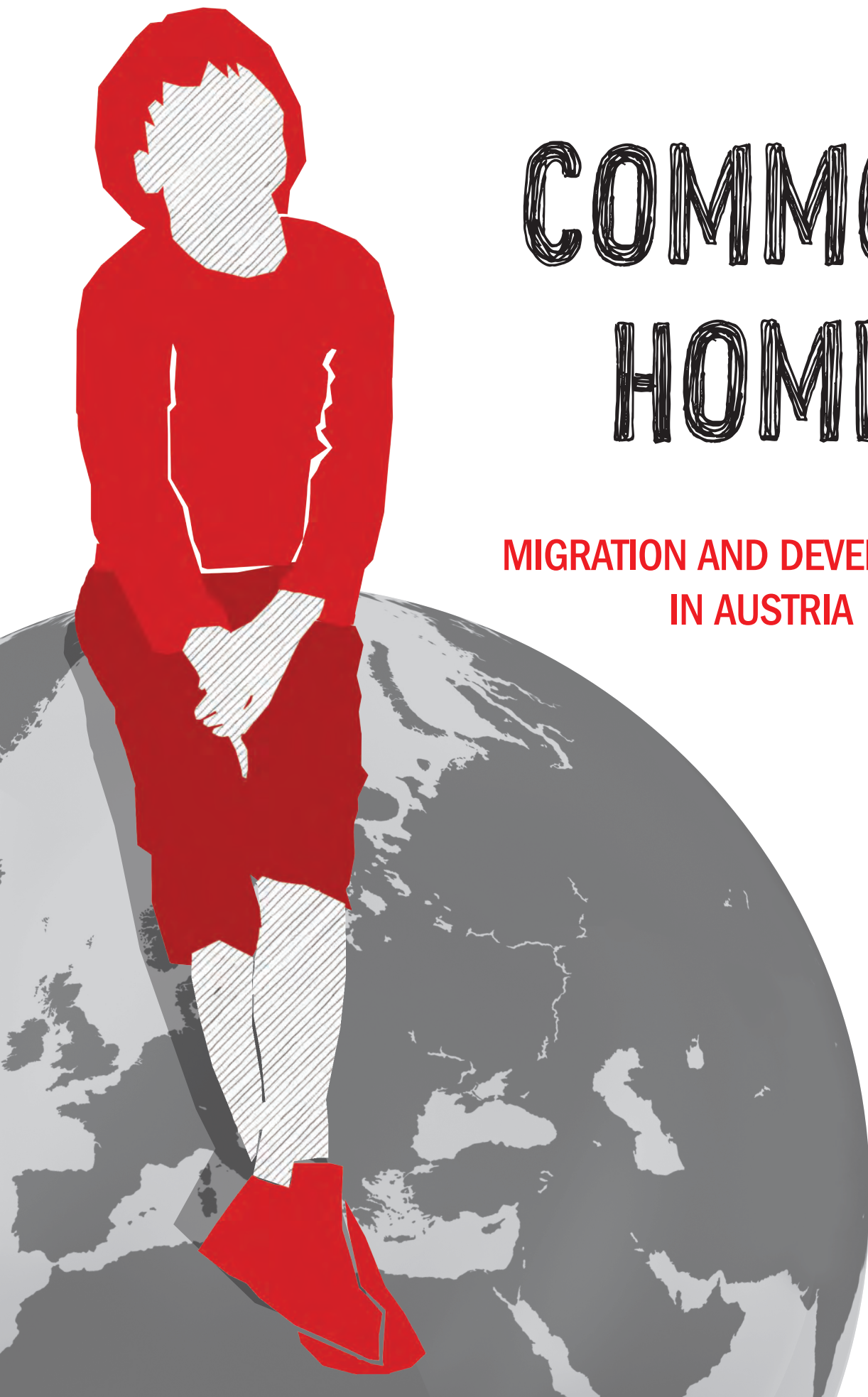


Caritas
Austria

COMMON HOME

**MIGRATION AND DEVELOPMENT
IN AUSTRIA**



**COMMON
HOME**
—series—

Researched and written by Katerina Kratzmann and Katharina Hartl (Caritas Austria) with the support of the staff of Caritas Austria.

Contributions and editing by Olga Kadyшева, Patrick Taran, and Piyasiri Wickramasekara (Global Migration Policy Associates - GMPA) and Davide Gnes and Shannon Pfohman (Caritas Europa).

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Led by Caritas Austria, the partners of the MIND project are: Caritas Bavaria (Germany), Caritas International Belgium, Caritas Bulgaria, Caritas Czech Republic, Caritas Europa, Caritas Italy, Cordaid (Caritas Netherlands), Caritas Portugal, Caritas Slovakia, Caritas Slovenia and Caritas Sweden.

For more information about MIND follow the campaign:



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Graphic design by Vanden Broele Group with the support of Leticia Lozano (Caritas Europa)

Layout by Markus Putz

Cover illustration by Jean Bernard Boulnois

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FOREWORD

By Bernd Wachter, General Secretary of Caritas Austria

Migration is a fact. It has always existed and will continue to exist during our lifetime and beyond. The way in which we see and deal with migration has however a profound effect on the extent to which migration will become a success. Historically, migration has been part of Austria and has brought benefits to the country, as it has been the case in many other places in the world. Therefore, we see migration first and foremost as an opportunity that can benefit the migrant, the country of residence, as well as the country of origin.

The positive contribution of migration to development has been acknowledged at international level. However, public discussions on migrants and persons seeking international protection in Austria have been very controversial and increasingly hostile in the past years, especially in the aftermath of the large refugee movement in 2015/16 in the context of severe and protracted conflicts in the Middle East. The public discourse in Austria about people in need and in situations of hardship worries us. This discourse excludes entire groups of people; and it increasingly challenges the applicability of the universal human rights and the fundamental access to them. This discourse also has an impact on social cohesion and on the ultimate goal of living together respectfully.

Forced migration and displacement are linked to the overriding questions of our time: Poverty and hunger, unemployment, exploitation and severe inequalities, wars and armed conflicts. In addition, the consequences of climate change are already perceptible in many parts of our planet. Those conditions do not befall our societies by destiny; they are, as the sociologist Ulrich Beck (1986) observed, consequences of our actions.

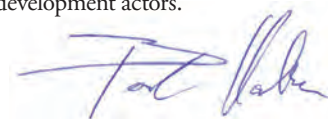
Pope Francis (2015) reminds us that the Earth is “our common home” and he urges a global dialogue on “how we are shaping the future of our planet”. Therefore societal, economic, ecological and political challenges have to be addressed in a comprehensive manner (CAFOD et al. 2018); this is the only way how we can find lasting solutions. With the 2030 Agenda, the same comprehensive vision of the future for a sustainable development of the Earth has been accomplished at a global level in order to leave no one behind. However, the adoption of the 2030 Agenda, which was an extraordinary success of the international community was a first step, now the time for the realisation of its vision has come.

Migration is as complex as development. Although there have been many discussions on migration, there is still limited public understanding, especially of how migration is connected to development. This is reflected in a recent survey on the level of information about migration in Austria. More than half of the respondents said they are not well informed about immigration and integration related matters. However, when asked about migrants’ contributions to the cultural, economic and social development in Austria, 35% believed that migrants do not contribute at all, while 28% have mixed feelings about it. About one third thought that migrants contribute positively to the Austrian society (European Commission 2018).

In 2017, in order to contribute to a society that understands these complexities and stands by those negatively affected, the MIND project was launched. MIND, which stands for “Migration. Interconnectedness. Development”, aims to address three areas of concern:

- Root causes of forced migration: identifying reasons that force people to migrate, contributing to the understanding of linkages between migration and sustainable development, and addressing the immediate needs of people forcibly displaced.
- Welcoming and integrating migrants and refugees: identifying safe and legal pathways of migration, promoting humane asylum policies and the participation and long-term integration in our societies.
- Facilitating migrants’ contribution to sustainable development: involving migrants as development actors in the countries of origin, but also in the countries of residence.

With the “Common Home” publication we want to raise awareness on migrants’ contributions to development based on research and facts, and to promote mutual understanding and social cohesion. It is part of eleven national and one European publications. The research paper explores the factors enabling and limiting migration’s potential to contribute to development in Austria and in the countries of origin; and how these factors relate to migration and development policies in Austria. Finally it includes concrete recommendations on how to enable a positive participation of migrants as development actors.



Bernd Wachter, General Secretary of Caritas Austria

May 2019

EXECUTIVE SUMMARY

The “Common Home” publication approaches the question of how migrants living in Austria contribute to the development of both – Austria, their country of residence, and their countries of origin – as well as to aspects of their integral human development. Thereby, factors enabling and limiting their contributions will be discussed. In line with the 2030 Agenda, development is understood as a concern of all countries on the planet, not merely the so-called developing countries in the Global South; in order to achieve development for all, the commitment and participation of all groups within all societies are needed.

The publication is the Austrian country report following the common specifications developed by Caritas Europa and the Global Migration Policy Associates within the MIND-project. It takes stock of the available sources on migration and development, and builds on new empirical material to gain a deeper understanding of these dynamics. It was produced between April 2018 and March 2019 including desk research and data review as well as thirteen guided interviews with key stakeholders and experts on migration and development.

Both emigration and immigration have long been major features of the history of Austria, and migrants have been contributing to Austrian economic development and growth as well as to many aspects of integral human development in the country. Migrants today constitute a significant portion of the work force. The vast majority is from wider Europe. As the OECD put it, migrants are the major driver of total employment growth in Austria. However, the treatment faced by significant numbers of migrant workers in certain low wage and higher risk sectors constitutes an impediment to their welfare as well as to the contributions they can make to the development and well-being of Austria, as well as to their countries of origin.

Apart from multiple economic contributions, migrants engage in community, social and cultural life either as professionals or on a voluntary basis in Austria; through transnational ties they

contribute through a set of different practices in their countries of origin. Economic remittances are one of the most tangible signs; while Austrian emigrants and others abroad send to Austria nearly \$3 billion per year, migrants in Austria remit some \$4 billion abroad. The former represents a substantial contribution to the Austrian economy, while the latter can be seen as a contribution to development and welfare in origin countries, many of which are important economic partners for Austria.

Besides economic contributions (economic remittances, foreign direct investments, social-economic investments) migrants engage, within their individual capacities (either individually or organised, and mostly on a voluntary and non-profit basis), with the communities in their countries of origin. The organisations and projects exemplified throughout the report range from charity work and social projects in the field of education and promoting income-generating activities, to transnational exchange of expert knowledge, advocacy work, human rights’ observation, and fostering diaspora entrepreneurship. The report found that the intrinsic motivation and philanthropic interest of many migrants engaging on a non-profit basis has to be considered as a resource.

In this regard, stable and secure living conditions in Austria are preconditions to engage. This reflects back on integration policies and migrants’ possibilities to access the most relevant societal spheres (such as the labour market among others), and to a secure residence status in Austria. In addition, vivid transnational networks are crucial to engage in countries of origin.

Migrants’ organisations do not only direct their activities towards their countries of origin but also engage in Austria; many are active in the field of integration, in promoting intercultural understanding and exchange. More generally speaking they fulfil roles that are of great importance for the particular situation of migrants, migration related issues and

their integration process. The report showed that migrants' organisations engaging in developmental activities are confronted with: a lack of recognition by some development actors, a need for more coordination with stakeholders in this field, scarce resources, and issues referring to professionalism. With the comparatively low spending on development cooperation altogether and the scarce financial situation of small initiatives, some migrants' organisations complained that there is not enough emphasis on development, which they also see as an obstacle to fully contribute to development themselves. In Austria, promising practices in the context of migration and development initiated by or in cooperation with migrants' organisations can be found above all in the fields of development education and awareness raising, and the promotion of migrants' entrepreneurship in countries of origin.

While immigration makes major contributions to development and to sustaining development in Austria, a large portion of public opinion believed that migrants do not contribute at all to the cultural, economic and social development in Austria, or else they had mixed feelings about migrants. The attitudes towards migrants and refugees in Austria are increasingly sceptical. Media coverage, especially the way how it is reported and talked about in the public domain could explain the more sceptical public perception. Biased and inaccurate reporting, or even false, generalising, and alarmist reporting led to an increasing criminalisation of refugees and migrants; even if this reporting is far from reality. In order to counter increasingly sceptical public attitudes towards migrants and refugees in Austria, existing initiatives contributing to a more realistic perception of migrants and refugees, recognising their contributions in

both integration and developmental aspects, and promoting mutual understanding should be further strengthened.

The UN 2030 Agenda for Sustainable Development strengthened the role of migration in development processes both in Europe and countries of the Global South. Addressing all the relevant policies in Austria concerned by the SDGs can become a powerful framework to improve future prospects of all – in Austria and in developing countries – and to protect the planet at the same time. Up until 2013, migration was not explicitly discussed within the Austrian development policy. Ever since, the government's approach is to manage and mitigate migration through development cooperation (e.g. by conditioning the funds to readmission agreements and their enforcement), which was criticised by the civil society. There are untapped potentials to strengthen the Austrian development cooperation in order to contribute to address structural causes of forced migration such as poverty, hunger, and inequality, to support host countries of asylum seekers and refugees in the Global South; and to address the large group of internally displaced persons (IDPs). Austrian development cooperation can certainly contribute – if it is substantial and appropriately allocated – to the realisation of the 2030 Agenda and the many Sustainable Development Goals (SDGs) relevant to displacement, forced migration, and migration-related situations.



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CARITAS CONCEPTUAL DEFINITIONS AND VIEWS ON MIGRATION AND DEVELOPMENT

For Caritas, a human-centred and ethical approach is fundamental to every policy. Thus, an ethical interpretation of the relation between migration and development is essential to frame the “Common Home” publication. Caritas’ vision, actions and views are rooted in various legal and political instruments and sources. The affirmation of human dignity, equality of all, and inalienability of human rights as are key moral principles to ensure the peaceful coexistence and basic well-being of all persons and peoples on this planet. Those include: the Universal Declaration of Human Rights¹ (UDHR) and the eight fundamental United Nations human rights covenants and conventions; the 1951 Refugee Convention on the Status of Refugees and its 1967 Protocol; and the International Labour Standards defining principles and rights for decent work; and recently the United Nations 2030 Agenda for Sustainable Development. Catholic Social Teaching (CST), the doctrine developed by the Catholic Church on matters of social and economic justice and fundamental Christian values are the foundations for Caritas views and action.

Migration

Migration is a major feature of today’s globalised world. In broad terms, *migration is the movement of people from one place of residence to another*. While the term migration covers population movement internal to a country – rural to urban or from one locality to another in a different jurisdiction – the MIND project addresses international migration. International migration is a distinct legal, political and social category, as people move from a nation-state in which they are citizens with the rights and protections citizenship normally confers, to other countries where rights and protections of nationality, of access to social protection, and of common identity often do not apply, and where social and cultural paradigms may be significantly different.

While there is no international normative definition for migration, there are international convention definitions for *refugees* and for *migrant workers and members of their families*;

the latter applicable to nearly all international migrants. The definition of a refugee in the 1951 Convention and 1967 Protocol on the Status of Refugees is: “*someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion*”. (UNHCR n.d.:para.4) All EU member States have ratified both the 1951 refugee Convention and its 1967 Protocol. In addition, international protection is granted to persons seeking asylum (“asylum seekers”) who do not qualify as refugees but as beneficiaries of subsidiary protection. They receive international protection because they face real risks of suffering serious harm if they would return to the country of origin².

The International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (ICRMW) states that: “*The term ‘migrant worker’ refers to a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national*”.³ That convention recognises *frontier worker, seasonal worker, seafarer, offshore worker, itinerant worker*, and other specific categories of migrant workers as covered under its provisions. It states that all basic human rights cover family members living with and dependent on migrant workers.



Photo: V. Morgan

However, a specific definition and statistical standards to obtain reliable and comparable data globally on international migrants have been agreed under UN auspices and are used by most governments. For statistical purposes, an *international migrant* is defined as “a person who has resided in a country other than that of birth or citizenship for one year or more, irrespective of the causes or motivations for movement and of legal status in the country of residence.”

There are an estimated 260 million foreign-born people residing today in countries other than those where they were born or of which they held citizenship⁴ (UNDESA 2017). However, this figure does not include persons visiting a country for short periods such as tourists, commercial or transportation workers who have not changed their place of established residence. Many other persons in temporary, short-term or seasonal employment and/or residence situations are not counted in UN and other statistics on *migrants* when their sojourn is less than a year and/or if they retain formal residency in their home or another country – even though they may fit the definition of *migrant worker*.

For an accurate analysis of the interconnectedness of migration and development, Caritas uses a broad understanding of migration, inclusive of all those who are refugees and asylum seekers as well as migrant workers and members of their families.

Development

The pledge to leave no one behind and to ensure human rights for all is a cornerstone of the UN 2030 Agenda and the 17 Sustainable Development Goals (SDGs), adopted by all 193 UN Member States in 2015. It expresses their shared vision of and commitment to a “*world of universal respect for human rights and human dignity, the rule of law, justice, equality and non-discrimination; of respect for race, ethnicity and cultural diversity; and of equal opportunity permitting the full realisation of human potential and contributing to shared prosperity. [...] A just, equitable, tolerant, open and socially inclusive world in which the needs of the most vulnerable are met.*”⁵

The 2030 Agenda promoted paradigm shifts in the perception of development: development and sustainable development concerns all countries on the planet; it is a shared responsibility of all countries worldwide; protecting the environment and tackling inequalities are considered key development goals; peace and social justice are seen as integral components of the universal development agenda; and the need for the commitment and participation of all groups within all societies and states is emphasised in order to achieve development for all. The new worldwide consensus on development is grounded in the Universal Declaration of Human Rights and all human rights

treaties; therefore, if states do not make progress on the actual realisation of human rights for all, the SDGs cannot be reached.

Development aims at enhancing opportunities for people to live in dignity and enjoy their fundamental rights. When speaking of development, Caritas uses the concept of *integral human development*, which places the human person at the centre of the development process. It may be defined as an all-embracing approach that takes into consideration the well-being of the person and of all people in seven different dimensions (Caritas Europa 2010).

- *Social* dimension, which focuses on the quality of life in terms of nutrition, health, education, employment, social protection and social participation as well as equality of treatment and non-discrimination on any grounds.
- *Work* and economic activity dimension as the main means of self- and family sustenance, of socio-economic engagement and of direct contribution to development for most adults in all populations.
- *Ecological* dimension, which refers to the respect for the goods of creation as well as ensuring the quality of life of future generations without ignoring this generation’s cry for justice.
- *Political* dimension, which includes the existence of the rule of law; respect for civil, political, economic, social and cultural human rights; democracy, in particular as a representative and above all a participatory tool.
- *Economic* dimension, which relates to level of GDP and distribution of income and wealth, sustainability of economic growth, structure of the economy and employment, degree of industrialisation, level of high-tech ICT, and state capacity to obtain revenue for human services and social protection, among other considerations.
- *Cultural* dimension, which addresses identity and cultural expression of communities and peoples, as well as the capacity for intercultural dialogue and respectful engagement among cultures and identities.
- *Spiritual* dimension. According to Catholic Social Teaching (CST), social inequalities demand coordinated action of all the people/ whole of the society and the whole of government in all countries for the sake of humanity based on two grounds: 1) social questions are global, and 2) socio-economic inequalities are a danger for peace and social cohesion.

In this sense, development of our own country and that of others must be the concern of us all – the human community.

Migration and development

The question of how development is linked to *migration* is a centuries old law, policy and practical question. Vast forced and voluntary population movements from the 17th century onwards provided the people to develop the Americas North and South. This comprised both the forced movement of millions of slave labourers from Africa and, since the late 18th Century, millions of immigrants displaced by wars, famine and industrial development in Europe.

Since the end of World War II, migration and development has been the subject of intense discussions among policy-makers, academics, civil society and the public. Pope Pius XII dedicated an encyclical on “every migrant, alien and refugee of whatever kind who, whether compelled by fear of persecution or by want, is forced to leave his native land” (*Exsul Familia Nazarethana* 1952), reaffirming that migrants and refugees have a right to a life with dignity, and therefore a *right to migrate*.

Under the impulse of regional integration and development projects notably the European Economic Community since the 1950s succeeded by the European Union, as the development of regional free movement for development systems in Central, East and West Africa in the 1970s, as well as the development of the (former) Soviet Union since the 1920s, the relationship of migration and development became a fundamental pillar of international integration and development across several regions

Spurred by geopolitical events that greatly affected human mobility on a global scale, the relationship between migration and development has since the 1990s and 2000s become central in contemporary political and economic and social policy debates. The first global development framework to recognise the role of migration and its immense contribution to sustainable development worldwide was the Declaration and Programme of Action of the International Conference on Population and Development at Cairo⁶ in 1994. The overarching contemporary framework is the above-mentioned 2030 Agenda for Sustainable Development with its Sustainable Development Goals. While explicit reference to migration and development is laid out in SDG Target 10.7 on “safe, regular and responsible migration and mobility,” more than 43 SDG Targets across 16 of the 17 SDGs apply to migrants, refugees, displacement and forced migration and/or migration-compelling situations⁷.

In 2016, in the wake of severe and protracted conflicts in the Middle East and South Asia and the collapse of basic provision

for refugees in neighbouring countries, UN Member States adopted the New York Declaration for Refugees and Migrants⁸, calling for improved global governance of migration and for the recognition of international migration as driver for development in both countries of origin and of destination. The Global Compact for Safe, Orderly and Regular Migration (GCM) and the Global Compact on Refugees (GCR), adopted in 2018, elaborated on those principles and suggested ways of implementing them through political dialogue and non-binding commitments.

Caritas recognises that a growing number of people are forced to leave their countries of origin not only because of conflicts and persecution but also because of other existential threats. Those include poverty, hunger, unemployment and absence of decent work, lack of good governance, absence of access to education and healthcare, as much as the consequences of climate change. *Forced migration* for Caritas encompasses all migratory movements where an element of coercion exists. People fleeing conflicts and persecution naturally have a particular claim and right to international refugee protection.

Caritas also recognises that the overwhelming proportion of migration in and to Europe reflects most EU member countries’ objective need for ‘foreign’ labour and skills to maintain viable work forces capable of sustaining their own development. This demand results from rapidly evolving technologies, changes in the organisation and place of work and, particularly, declining native work forces reflecting population aging and declining fertility.



Regardless of the legal status in a country, all migrants and refugees possess inherent human dignity and human rights that must be respected, protected and fulfilled by all States at all times.

In Caritas’ view, both people who migrate and those who remain –whether in the country of origin or of residence– have the right to find wherever they call home the economic, political, environmental and social conditions to live in dignity and achieve a full life. Caritas calls for a human response of solidarity and cooperation to assume responsibility

for integral human development worldwide and for the protection and participation of people on the move –migrants and refugees. Migration contributes to the integral human development of migrants and of members of their countries of residence. Such a vision implies the recognition that migration, regardless of its drivers, is an opportunity for our societies to build a more prosperous, global "*Common Home*", where everyone can make a contribution and live in dignity.

1.1 Methodological approach

The present report was developed based on common specifications for the Common Home national publications of the MIND project. The report takes stock of the available sources on migration and development, and builds on new empirical material to gain a deeper understanding of these dynamics. It was produced between April 2018 and March 2019 including a two month desk research and data review as well as thirteen guided interviews with key stakeholders and experts on migration and development (10 face-to-face and 3 via telephone). Migrants' organisations and projects exemplified in the report are written in bold; for the internet sources please refer to the Annex.

The desk research and data analysis included a review of existing literature, including academic, policy and conference papers, analytical reports by Austrian and international organisations, news reports, relevant websites and online publications, and other sources of information on the topic of migration and development in Austria. The report follows a multidisciplinary approach.

Katerina Kratzmann implemented the interviews and wrote several parts of the report based on desk research, data review and the responses of the interviews; Katharina Hartl was responsible for the chapter on migrants' contribution to development in Austria and integration related topics. The report was written with the support of Caritas Austria, Global Migration Policy Associates (GMPA) and Caritas Europa. The recommendations build on the findings of the report and were written by Caritas.

- CHAPTER 2 -

THE NATIONAL MIGRATORY CONTEXT

2.1 Brief history of migration

In the middle of the 16th century, the composer and poet Wolfgang Schmetzl (1913 [1549]) observed in his eulogy about Vienna that one could listen to German, French, Italian, Spanish, Hebrew, Hungarian, Greek, Latin, Turkish, Czech, Dutch, and others. Austria – especially the greater Viennese area – has a long history of emigration and immigration; being placed in the centre of Europe, Austria has also been a country of transit.

In the late period of the Austria-Hungarian Empire there have been two major migration movements as a consequence of poverty, lack of perspectives and persecution: transatlantic emigration mainly to Northern America, and internal labour migration to the industrialized and urban centres of the entire empire. Since the beginning of the 19th century the population of the imperial and residence city of Vienna grew about 1.7% each year, from 700,000 in 1880 to more than 2 million people in 1910, mainly due to internal migration from the periphery of the monarchy; the number of foreigners, people from outside the empire, was on the contrary very low (Bauer 2008; Bauböck 1996). At the same time emigration rose significantly all over Europe. In 1910, 3.5 million people from the Austrian-Hungarian Empire lived abroad, above all in the United States of America and the German empire (Fassmann 1990).

The First World War and the formation of the first Republic brought major changes: the first major refugee movement and the transformation of former citizens of the monarchy into foreigners (Bauböck 1996). After the National Socialist takeover in Austria, about 128,000 Austrian Jews were leaving forcibly the country until 1941. In 1945, after the Second World War, approximately 1.6 million displaced persons – forced labourers from Central and Eastern Europe, prisoners of war, survivors of concentration camps and surviving Jews and other persecuted groups – found themselves in Austria; many left the country within a few months. At the same time, about one million Germans who had been expelled from

former settlement areas, temporarily settled in Austria; about half million stayed in the country (ibid).

While little research has been done, it is reasonable to estimate Austrians living elsewhere and who identify Austrian ancestry or origins resulting from emigration at several million. In the USA alone, 948,558 persons identified themselves as of full or partial Austrian descent in the 1990 Census. It is estimated that in the years from 1820 to 1960, 4.2 million or ten percent of the immigrants who arrived in the USA came from Austro-Hungary and the states succeeding it (Jones 2010). Significant numbers of people in Australia, Canada, present-day Germany and other countries around the world can also trace ancestry to Austrian origins. As noted below, remittances to Austria represent nearly \$3 billion in value, much of which comes from Austrians abroad and from people of Austrian origin who maintain family and in some cases business ties with their country of origin.

Austria went through more major events in the Second Republic which led to important reconfigurations of the patterns of migration and the emergence of new migratory phenomena (Kraler and Sohler 2007).

During the Cold War, between 1955 and 1989, Austria hosted a number of persons seeking international protection, mainly from Eastern Europe; for most of them Austria was a country of transit. In the Hungarian Uprising in 1956 about 180,000 Hungarians sought international protection in Austria; by the end of December 1956 nearly 88,000 left Austria (Carlin 1989) and approximately 20,000 stayed long-term (Bauer 2008). In 1968, about 162,000 Czechs and Slovaks came to Austria fleeing the Soviet military repression of the so-called “Prague spring”; 12,000 of those stayed in the country, whilst many were resettled to third countries elsewhere in Western Europe and beyond (ibid). A few years later – in 1972 – Austria accepted the first non-European refugees based on

international commitments: 1,500 refugees of Asian origin expelled from Uganda by the Idi Amin regime; 1,400 of them left Austria to go to the Netherlands, Sweden, Canada and Great Britain (Asylkoordination 2011). Afterwards, in the mid-1970s Austria provided protection to about 1,000 refugees from Chile as well as about 2,000 refugees from Indochina until 1983. Another persecuted group were Iraqi Kurds. Austria offered international protection to 100 of them in 1974 (ibid). In 1980/1981 people sought protection in Austria from Poland. The country declared martial law and 120,000 people arrived of which 90% moved on to other countries (Bauer 2008). In addition, about a quarter of a million Jewish refugees from the Soviet Union stayed in Austria temporarily between 1973 and 1989. Many migrated to Israel and the USA (Bauböck 1996).

As a consequence of the long phases of high economic growth starting in the 1950s, there was a lack of workers, which was also fuelled by Austrians emigrating to Germany and Switzerland (Bauer 2008). At that time the demand was predominantly high for low-skilled workers in the textile industry, metal and construction work as well as in the service sector. The main objective of the so-called “guest-worker-system” was “satisfying immediate labour demand, i.e. of reducing general and specific labour scarcities of domestic enterprises via migration.” (Biffl 2017:135) The system built on the idea of the rotation of temporary workers and was legally based on bi-lateral agreements. The first one was agreed on with Spain in 1962; however, no workers came to Austria. An agreement with Turkey followed in 1964 and with former Yugoslavia in 1966. As a consequence, 265,000 persons moved to Austria between 1961 and 1974. In the early 1970s the share of foreign workers was 6.1% (thereof, 78.5% were pre-war Yugoslavia nationals and 11.8% Turkish citizens) (Bauer 2008). The population share of foreigners in Austria rose significantly due to this system: In 1961, about 102,000 foreign nationals lived in Austria (1.4% of the total population); in 1974, the share rose to 4.1% with 311,690 foreign nationals living in Austria (MSNÖ2016).

After the oil crisis and a peak of approximately 230,000 guest-workers residing in Austria in 1973, the programme was put on hold and new immigration of guest-workers was severely reduced (MSNÖ 2011). Nevertheless, the number of foreigners coming to Austria kept rising due to family reunification of the guest-workers. A legal decree from the Social Ministry from 1974 made it difficult for some workers to return to Austria once they left the country – so rather than returning, some migrants stayed and moved their family to Austria (Gächter 2008). This was echoed in the famous saying of Max Frisch: “We asked for workers. We got people instead.”

In the same period there were other recruiting channels differing from the guest-worker system that targeted specific

countries such as the Philippines or India, and particular sectors and niches such as nursing staff and the colportage of newspapers with different residence and employment perspectives (König et al. 2015).

The early 1990s and the fall of the iron curtain brought new changes – especially the political situation in Rumania and the subsequent arrival of refugees led to some amendments of the Asylum Act and a significant tightening of the foreign law (Bauer 2008). In addition, the war in the Balkan region affected Austria because due to the geographical proximity many people from Bosnia-Herzegovina sought international protection in Austria. 90,000 refugees were given a temporary permission to stay until 1995. Furthermore, in 1998/99, when the expulsion of Kosovo-Albanians escalated, 13,000 Yugoslavian nationals (mainly from Kosovo) claimed asylum in Austria. Between 1989 and 1993 the share of foreign nationals almost doubled from 387,000 to 690,000. Reasons for this increase were the opening of the Eastern borders, wars and subsequent displacements, and the need for foreign labour as well as immigration of family members (ibid).

Several laws concerning migrants and refugees were amended after 2003/04 and stricter rules concerning work permits for foreigners and their stay in Austria applied (Pöschl 2015). As a result, the migration balance decreased for a while as can be seen in the graph on the next page.

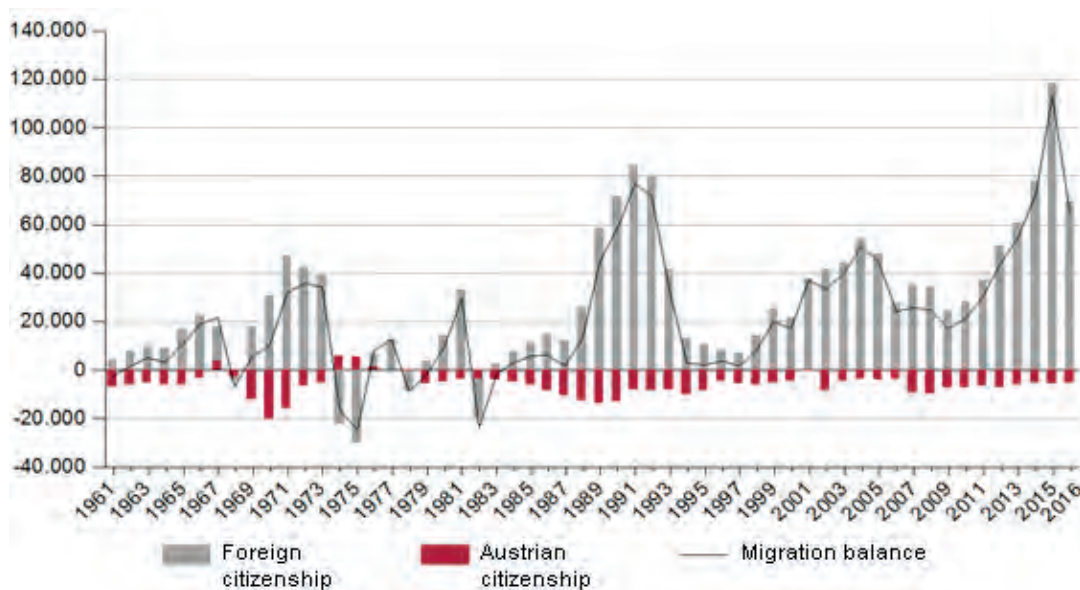


Figure 1: Migration balance in Austria 1961-2016 disaggregated by citizenship (Number of persons)
 Source: Statistics Austria 2017

A few years later, since 2010, migration to Austria has steadily increased. Migrants come mainly from other EU member states and/or the counties of origin of former guest-workers and refugees (Statistics Austria and KMI 2017). Similar to other European countries, Austria received a significant number of refugees in 2015/16 due to conflicts in the Middle East region. In 2014, 28,064 persons applied for international protection. In 2015, the number more than tripled with 88,151 applications (BM.I 2015). Afterwards, the number decreased again with 42,073 applications for asylum in 2016; 24,296 asylum applications in 2017, and 12,529 until November of 2018 (BM.I 2016; BM.I 2017; BM.I 2018b). Most persons asking for international protection in 2015 and 2016 came from Syria and Afghanistan followed by Iraq, Iran and Pakistan (BM.I 2017). Main countries of origin of asylum seekers in 2018 were Syria, Afghanistan, Iran, Russian Federation, Iraq, Nigeria, Somalia and Georgia with significant differences in the quota of recognition (e.g. persons from Georgia and Nigeria have very limited chances to be accepted for international protection, whilst Syrian and Iran nationals have a much higher recognition rate) (BM.I 2018b).

2.2 Current stocks and flows and main groups

Since the 1960s, the population of Austria has increased by 1.2 million people and migration played an important role in the overall population growth (Statistics Austria and KMI 2017). Austria became a country with a variety of foreigners coming from countries all over the world - foreign citizens from 143 countries (excluding the EU-27) lived in Austria in the beginning of 2018.

In 2017, 15.3% (or 1.3 million people) of the population of Austria (8.7 million people) held a foreign nationality. An even higher percentage, 22.1% of the total population (1,897,977 individuals), were people with “migrant background” (both parents born abroad), while the majority had no “migrant background” (Statistics Austria and KMI 2017). Persons with “migrant background” are on average younger (34.6 years) than Austrian nationals (42.5 years). 22% of the population with “migrant background” were younger than 19 years; 35.6% were between 20 and 39 years old; 32.7% were in the age category 40-64 years; and 9.7% were 65 years and older (ibid). The majority of foreign nationals residing in Austria were coming from European countries with half of them originating from EU-/EFTA-countries (Statistics Austria 2018a). In 2017, Germans were by far the largest group of foreigners residing in Austria (more than 181,600 people). Due to historical migration movements Serbs are the second largest group (118,000 people), followed by Turkish nationals (117,000 people) and people from Bosnia-Herzegovina (95,000 people). Romanians are the fifth largest group of foreigners living in Austria (92,000 people). The number of Romanians residing in Austria increased especially after Romania entered

the EU in 2007 (Statistics Austria and KMI 2017). Syria and Afghanistan were the most prominent countries of origin for refugees.

In addition to the several hundred thousand resident migrants living and working in Austria, the country has a large contingent of temporary foreign workers. Posted workers who are employed in an EU member state and sent for a short term to Austria to carry out services, are mainly coming from neighbouring countries, as will be shown below. There is also a number of seasonal workers, mainly from European third countries working in agriculture, forestry, and tourism. Another group who works in Austria but resides in neighbouring countries are cross-border or so-called frontier workers; they return to their country of residence daily, or at least once a week. Furthermore, according to Gudrun Biffel (2017) various forms of temporary third-country employment, especially household help - measured by an increase in permits for this category for au-pairs, third-country students and cross-border service providers – has become more important since 2010.

Concerning migration movements to and from Austria, in 2017 a total of 154,749 persons moved to the country while 110,119 left. The majority of persons moving to Austria were foreign nationals (139,329) including 86,552 persons from EU-/EFTA-states entering the country on the basis of the freedom of movement; 52,777 were third-country nationals. The majority of people leaving Austria were also foreign citizens (89,556), of which 53,034 were from EU-/EFTA-states, and 36,522 were third-country nationals (Statistics Austria 2018b). Thus, in 2017 the net migration/immigration

to Austria was just over 43,000 representing the entirety of the modest population growth of the country by two tenths of one percent. Meanwhile, the native population faces ageing and decline as the fertility rate for the country is well below population replacement at 1.47 children born on average per woman (2017 estimate), in fact one of the lower rates across the EU.

Over the last forty years, net immigration only surpassed 50,000 per year in two spike periods of refugee emergency inflows, in 1989-91 and 2015-2016. Overall, migrant arrivals have barely compensated for work force ageing and numerical decline – except for the spike year of 2015. Austria’s population growth has been small since the 1990s, and the Austrian work force is in decline; the overall number of people in the work force is facing a decline even with current immigration levels. According to a survey on skills shortages in Austrian medium-sized companies, a vast majority (79%) had difficulties to find qualified employees (Ernst & Young 2018) as today there are relatively few European workers available to fill gaps in Austrian and other EU labour forces. More than half of the foreigners who came to Austria between 2007 and 2011 did not stay longer than five years in the country (Statistics Austria and KMI 2017). From those who moved to Austria in this period, 54% left the country within five years and 46% stayed longer. Persons who stayed longer in Austria were from Afghanistan (78%), Turkey (66%) and Kosovo (65%) as well as Germany (54%). On the contrary the shortest stays were observed from Iran (25%) and the United States of America (21%).

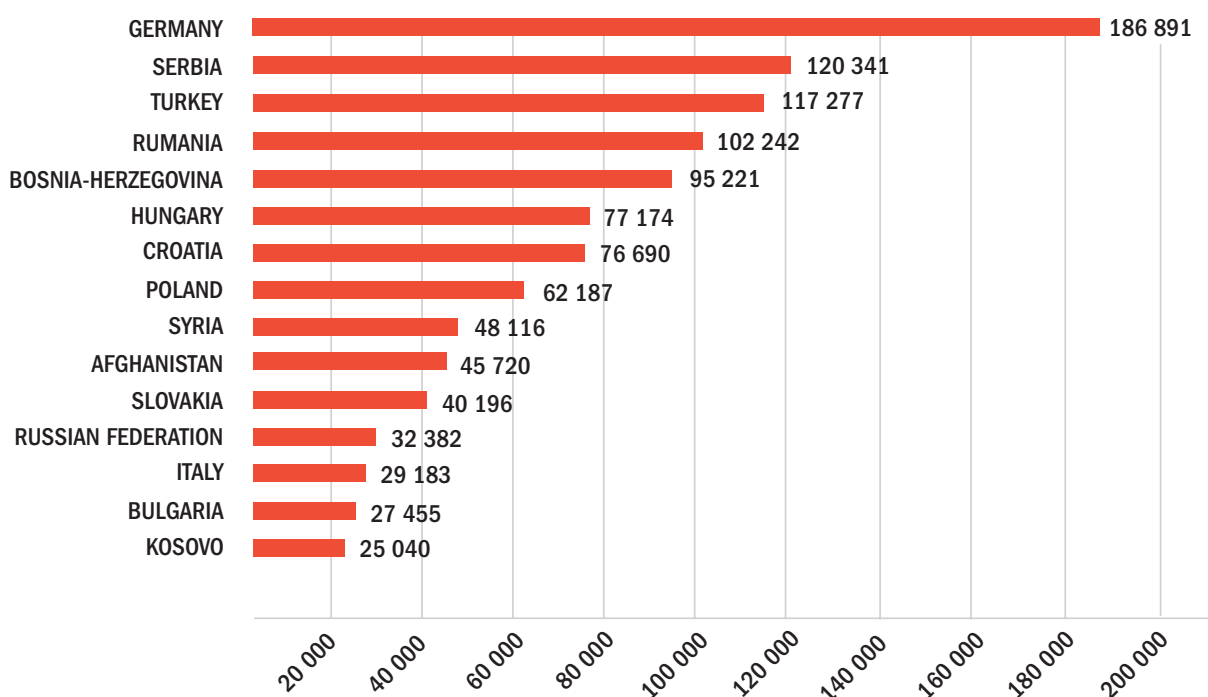


Figure 2: Top-15 Nationalities living in Austria as per 1.01.2018

Source: own graph, data: Statistics Austria 2018a

Third-country nationals who want to stay in Austria for a period longer than six months require a residence title according to their residency purposes; for periods of less than six months a visa must be applied for if necessary. In 2016, 25,600 first residence permits were issued to third-country nationals: Approximately 1,200 were granted to skilled and highly skilled workers (residence permit “Red-White-Red” or “Blue Card EU”) and 14,200 to persons coming to Austria via family reunification. Another 7,400 were issued to pupils, students and clerical staff as well as au-pairs and researchers, plus 3,200 seasonal workers (ibid).

Concerning migrants holding no regular residence permit, often referred to as irregular migrants, the measurement is very difficult; irregularity does not only refer to irregular entry or emigration (e.g. unrecorded returns), there are other paths leading to an irregular residence status (e.g. overstaying, withdrawal of residence status, births) (Kraler and Reichel 2011). However, there is little information about this phenomenon; therefore, for statistical approximation often the numbers of seizures by the police are used. In the report of the Migration Council for Austria (Migrationsrat für Österreich 2016) lower and upper limits of irregular migrants present in the country are estimated to be between 95,000 and 254,000 in the course of 2015, which is a share of 1.1% to 2.9% of the total population. As this reflects the situation in 2015 – today, almost four years later – it can be assumed that this estimate dropped as some of the people who came to Austria in 2015/16 applied for international protection and are recognised refugees today or they might have gone back to the country of origin or to another country.

2.3 Geographical distribution

Most foreigners in Austria live in Vienna followed by Upper Austria (13%), Lower Austria (12%), Styria (9%), Tyrol (8%), Salzburg (7%), Vorarlberg (5%), Carinthia (4 %) and Burgenland (2%). The percentage of foreigners varies widely within the country with percentages ranging from 2% up to 40% with the highest rate in Vienna (Statistics Austria 2017a).

When looking at the local level, it becomes obvious that most foreigners residing in Austria live in the bigger cities such as Vienna, Linz, Graz, Salzburg and Bregenz. Communities tend to concentrate in bigger cities due to infrastructure, work possibilities, child care and the fact that there are already migrant communities they can connect to.

- CHAPTER 3 -

REALITY ON THE GROUND

HOW MIGRANTS CONTRIBUTE TO DEVELOPMENT

Migrants' contributions to the development of the Austrian society and to their countries of origin are hardly recognised by the public as shown by a recent survey (European Commission 2018). However, in spite of existing obstacles, migrants have an impact on societies in a variety of ways: as employees and self-employed, as taxpayers and social insurance contributors as well as consumers. Apart from the economic development, migrants engage in community, social and cultural life either as professionals or on a voluntary basis. They often keep transnational ties to family, friends, former working colleagues and others in their countries of origin and through these people, they contribute to their places of origin (Waldrauch and Sohler 2004; König et al. 2015). These contributions can have an economic nature and often include societal engagement. Nevertheless, this chapter can only give an overview of a range of relevant areas; many others such as the political participation are not covered or can only be touched lightly such as their influence on cultural contributions⁹. While the first part of this chapter discusses their contribution either on an individual basis or through migrants' organisations towards development in Austria, the second part focuses on the countries of origin.

3.1 Contributions to development in Austria: The place of residence

3.1.1 Participation in labour market

Migrants have long been part of the Austrian labour market, contributing to economic development and growth in a variety of sectors. The history of labour migration in the Second Republic dates back to the early 1960s. Austria has a high and increasing proportion of foreigners in the labour force. While in 2009 10.6% (out of 3.99 million employed people) had a foreign citizenship, the proportion of foreigners increased to 15.3% out of 4.26 million employed people in 2017; 20% were born abroad (reflecting hardly no percentage change compared to 2009). More than 22% had a migrant

background at that time. About 9% of the total labour force came from the European Economic Area (EU-/EFTA-member states), and 6% are third-country nationals. The composition of the foreign labour force by nationality has changed in recent years, primarily due to the rising share of EU citizens; especially the proportion of persons from pre-war Yugoslavia, the most important source region in the 1970s for foreign labour via the guest-worker system, has been declining dramatically (Biffl 2017).

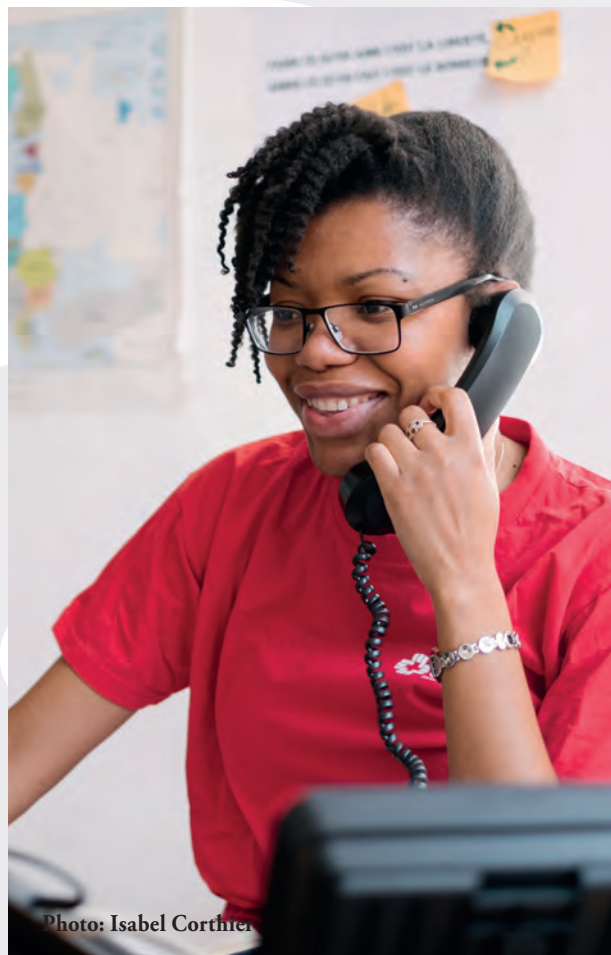


Photo: Isabel Corthier

The most populous migrant groups by citizenship are proportionally represented in the labour market: In 2017, 2.5% of all wage earners are Germans; respectively 1.2% are from Bosnia-Herzegovina and Croatia, followed by Romania, Serbia (incl. Montenegro) and Turkey (each with 1.1%) as well as Hungary (1%). Approximately 16% of all male wage earners had a foreign citizenship, compared to 15% of all female earners.

The majority of the foreign labour force is from Europe: 89% are Europeans, 7% are from Asia, and about one percent is respectively from African countries (1.3%), Central/South America (1.3%) and North America (0.8%).

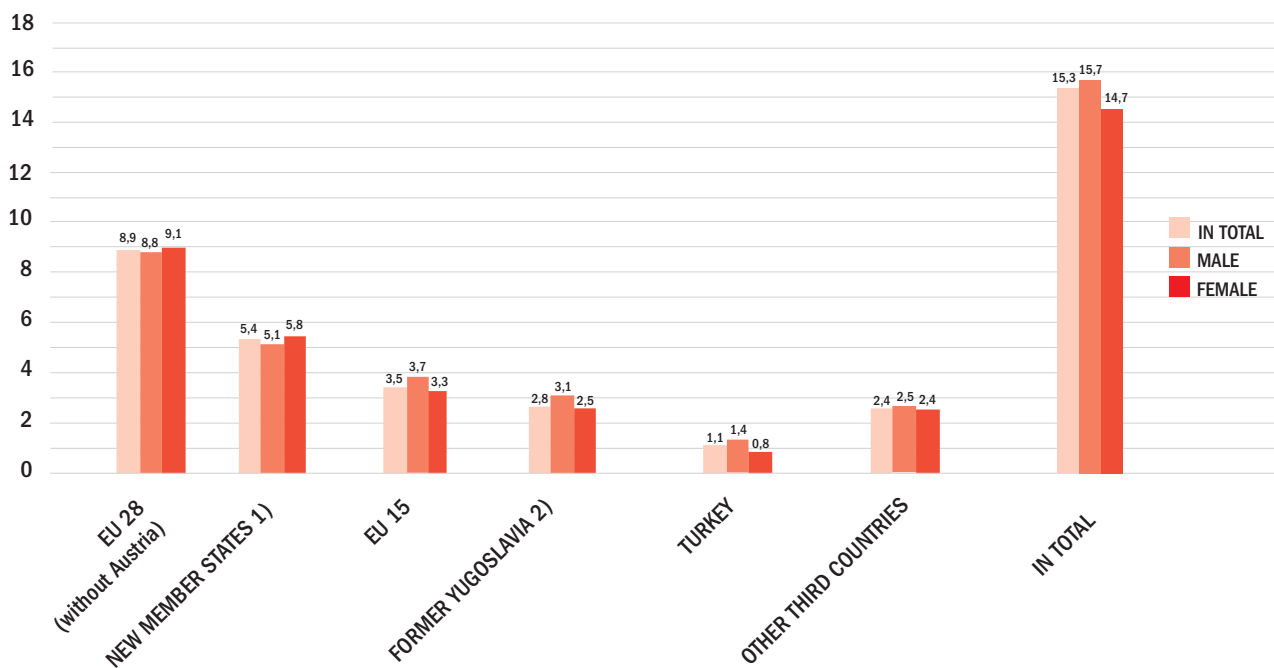


Figure 3: Foreign labour force in Austria by citizenship and sex 2017 (as % of total)

Source: own graph, data: Statistics Austria. . Labour Force Survey (Microcensus), average of all weeks of a year. Population in private households. 1) Member states as per 1.05.2004, 1.01.2007 and 1.07.2013; 2) Without Croatia and Slovenia

a. Employment and economic sectors

Migrants contribute to the most important employment and economic sectors in Austria and are according to OECD (2017) “the major driver of total employment growth” in Austria: In 2017, 16% of the total labour force in the services sector and 16% of all workers in the industry and commerce hold a foreign citizenship (Statistics Austria 2017b¹⁰). The services sector generates 70.4% of the overall economic performance including all private and public services (e.g. public administration, accommodation and food services, transportation) in 2017, and it hosts about 71% of the total labour force. The industry and commerce sector (e.g. manufacturing, mining) accounts for 28.4% of the Gross Domestic Product (GDP) and for 25% of the total labour force. Agriculture and forestry¹¹ make up the remaining 1.2% of the GDP (WKO 2018; Statistics Austria 2017b).

Some economic sectors depend highly on migrant workers such as administrative and support services (e.g. rental and leasing activities, travel agencies, services to buildings or call centres) with 35% of all workers having a foreign citizenship. About 35% of all workers in the accommodation and food services sector (e.g. hotels, gastronomy) are migrants. Other economic sectors with a high percentage of foreign compared to Austrian citizens are private household activities (e.g. domestic work) (30.2%); arts, entertainment and recreation (21.6%); construction (20.6%); transportation and storage (16%); information and communication (15.1%); manufacturing (14.8%); professional, scientific and technical activities (12.7%); education (12.2%); human health and social work (11.2%). The tourism sector plays a central role in Austria accounting largely for a positive balance of all economic activities and for one fifth of all employees (Wiener Zeitung 2018b). It has an impact on different economic sectors such as accommodation and food services, the arts, entertainment and recreation sector, transportation as well as travel agencies to which migrants contribute significantly (WKO 2018).

From the perspective of migrant workers in Austria the most important sectors are the manufacturing sector - 15% of all migrant workers are employed in this sector - followed by accommodation and food services (14%), wholesale and retail trade and the repair of motor vehicles (13.3%) as well as construction (10.8%).

According to Biffi (2017:127), migrants occupy either the low or the high end of skilled positions “indicating a certain extent of complementarity in employment” with regard to the Austrian labour force. Whereas EU citizens tend to work in academic professions such as engineering and related professions, third-country citizens are to a great extent hired at the lower end of the skills’ spectrum (e.g. workers in manufacturing, construction, transport and mining). Research in Austria

suggests that processes of displacement of native-born workers are not very pronounced since “migrants are concentrated in some labour market segments, from which locals move.” (Biffi and Schütz 2004:26)

In the past, migrant workers have contributed to overcome labour shortages, especially in auxiliary work and low skilled labour, and thereby helped to seize opportunities for economic development. Migrants’ contribution to the Austrian economy has to be seen in the context of the original economic intention to promote the competitiveness of the export industry, mainly in the labour intense industrial-commercial areas (e.g. textile, leather, clothing products) or in services that are highly competitive such as tourism (ibid).

Overall, immigration has provided a significant boost to Austria’s economic development by providing labour in important economic sectors where native labour has become increasingly scarce due to ageing and decline in the native work force, and by rising educational and skill levels of native-born men and women.

b. Posted workers

Apart from resident migrant workers, Austria has a large contingent of short term posted workers. In 2015, 108,627 permits were issued for posted workers coming to Austria; the country ranked 4th in the EU after Germany, France and Belgium (Hollan and Danaj 2018). This was an increase by 7.5% compared to 2014 and constituted a share of 2.7% of workers in national employment. Slovenia, Germany, Hungary, Slovakia and Poland were the five main countries of origin. About 54% of the posted workers in Austria were at construction sites, followed by the service sector (25%) and other industrial activities (20%) (ibid).

c. Seasonal work

Seasonal work in agriculture and forestry as well as summer and winter tourism with the latter being an important driver for the economic development can only be covered partially by labour force residing in Austria. Since working conditions are hard and physically demanding and the minimum salary is low, it is difficult to find workers. Third-country nationals who are not based in Austria are encouraged to work on the basis of a temporary employment permit for the time of the season. Furthermore, seasonal work is one of the few fields of activities to which asylum seekers have access to. The access to seasonal work for third-country nationals¹² is regulated by an annual quota and subject to a visa (seasonal worker directive (BGBl. I Nr. 66/2017)).

In 2017, a total of 13,342 temporary employment permits for third-country nationals¹³ were issued, mostly to people

from Bosnia-Herzegovina, followed by Ukraine, Serbia and Kosovo. Thereof, 662 permits were issued to asylum seekers. About 23% of the seasonal workers in 2017 were core seasonal workers (“Stamm-Saisonniers”), mostly coming from Bosnia-Herzegovina and Serbia (AMS 2017). There are far more seasonal workers than the number of issued employment permits suggests because many are citizens of the new EU-member states and are not subject to employment permits (Biffl 2011).

3.1.2 Participation in business activity

In 2017, there were 465,000 self-employed in Austria with about four out of ten hiring employees. Well-established firms and their employees play an important role in the economic development and high living standards in Austria (OECD 2017). Self-employment among migrants in Austria is relatively new compared to the long history of labour migration. “It was not until the settlement of ‘guest workers’ and their families that self-employment of foreigners set in. This was a slow process and gained momentum only in the 1990s.” (Biffl 2017: 135) In 2017, 52,000 people with a foreign citizenship - that is 8% of the foreign labour force - is self-employed (compared to 11.4% of the Austrian labour; excluding assisting dependants). About a third hires employees. More than 60% thereof are EU citizens; the remaining percentage holds other third-country citizenships¹⁴. 72,500 self-employed have a migrant background (both parents born abroad) (Statistics Austria 2017b).

Many newcomers are increasingly starting their own companies, mostly in the legal form of an individual company¹⁵. This might in part be explained by the difficulties migrants face finding stable employment (Biffl and Schütz 2004). About 31% of all individual entrepreneurs had a migratory background¹⁶ when registering their business as per 1st January 2017; not all of them are residing in Austria. More than 7% of all individual entrepreneurs have a Slovakian citizenship, about the same percentage are Romania citizens, and 2% are German citizens. Persons with migrant background are particularly often engaged in commerce and crafts (41%), followed by transportation (31%), tourism and the leisure industry (20%) and trade (14%) (WKO 2017). According to a study on companies run by people with migrant background in Vienna there is a great diversity of migrant entrepreneurship apart from the commonly known international restaurants, mobile and call shops, supermarkets and traditional crafts run by people with migrant background (Schmatz and Wetzels 2014). Those companies are far from having only a niche function for the respective country of origin; they have rather an important supply function for the entire Viennese population and are relevant for the local economy.

3.1.3 Contribution to welfare system

About 63% of all persons in Austria with migrant background aged between 15 to 64 years are working (Statistics Austria and KMI 2017). Since the Austrian social security system is based on a mandatory insurance for employees and self-employed and their dependants; labour taxation (income tax and social security contributions) is the main funding source of the welfare system (health, unemployment, pensions). According to Biffl (2017:173), migrants contribute primarily through social security contributions, wage and value added taxes. However, inflows of migrants over the past decade, particularly from new EU member states and more recently from Afghanistan, Iraq and Syria seeking international protection resulted in discussions on their contribution to the economic development and the welfare system. An additional, more specific discussion emerged around the costs of providing international protection to asylum seekers and integration measures for recognised refugees (Berger et al. 2016; Prettenthaler et al. 2016).

Debates on the effects of migration on the national budget and especially on the social system in Austria came up already in the late 1980s when labour supply was growing (as a consequence of the baby boomers entering the labour market) and when immigration was more and more a result of family reunification and an increasing number of people sought international protection in Austria (Biffl 2017). Before, it was “obvious that they were paying more into the welfare system than they took out, as they were in the main prime age workers.” (ibid 2017:174)

According to a report from the Federal Ministry of Social Affairs (BMASK 2016), the foreign population contributes in total considerably more to the Austrian social system than they receive in terms of social cash benefits. A total of €5.3 billion, this is 9.5% of all social security contributions, have been paid into the social security system in 2015 by foreign citizens¹⁷. In the same year, they received 6.1% or €3.7 billion of social cash benefits. In comparison, Austrians paid €50.5 billion into the social system and received €57.6 billion in cash benefits. Foreign citizens are net contributors to the social system: Austrians received €970 more per capita in 2015 in terms of social cash benefits than they paid in; while foreign citizens pay €1,490 more than they receive. Compared to Austrians the contribution per capita in 2015 of foreign citizens financing the social state was higher by €2,460 (ibid).

The social security system is based on the principle of social equilibrium (solidarity principle). The age – an above average proportion of Austria’s foreign population is younger than 50

years—is the main reason for higher social security contributions. Since the majority of social security contributions and taxes are paid into the social system during the active employment phase, migrant workers have been financing in 2015 parts of the social benefits for Austrians due to the on average younger age structure. Biffl (2017:175) comes to a similar conclusion: “[M]igrants tend to contribute more to social budgets than they take out. This may not come as a surprise as the Austrian welfare system is contribution based and has a relatively small redistributive capacity.”

3.1.4 Contributions to community, social, cultural, and economic development

Professional sportspersons such as David Alaba or Mirna Jukic, the renowned authors Peter Handke or Thomas Glavinic, the film director Michael Haneke, or the rapper Nazar do all happen to have one thing in common apart from their popularity: migration is part of their family history. Foreigners make up a large proportion of people working in arts and culture, professional sport, science and research. 15,412 foreign citizens work in arts, entertainment and recreation (Statistics Austria 2017b). 19,365 of 71,297 employed in this sector have been born abroad. In scientific and technical activities, such as legal and accounting activities, scientific research and development or engineering activities, 30,375 persons have a foreign citizenship and 39,058 are foreign-born. The majority in both sectors are EU citizens (about 70%).

Artistic and cultural activities, theatre, film, music, fine arts and literature are traditionally international. Mobility is due to guest and festival performances, temporary engagements and tours that form part of the everyday professional life. More than half (56%) of actors, dancers and musicians in eleven prominent theatres in Austria had a foreign citizenship in 2013; the majority were Germans (19%) (MSNÖ 2013). In the Viennese National Ballet, 104 dancers had altogether 27 different citizenships, and many came from Russia, Japan, Slovakia or Hungary. 16% of 584 musicians in five well known orchestras in Austria were foreigners; and the philharmonic orchestra in Graz was the most international with 42% foreign-orchestra musicians (ibid).

In professional football, seven out of 26 football players in the national football squad in 2018 have a migrant background. In 2012, about 30% of the junior players in national league clubs have a migrant background (ibid 2012). However, the granting of Austrian citizenship in arts, sports and science as well as economy is facilitated in case of extraordinary achievements that are of particular interest for Austria (Citizenship Act §10).

Apart from employment and business activities and the economic development in Austria, there is often a blind spot on non-remunerated and voluntary activities. Contributions on a voluntary basis are yet crucial to the development of societies; they contribute considerably to the social, cultural, and political cohesiveness of societies, to mutual support of people and to a peaceful living together (Meyer et al. 2009). In Austria, voluntary work is of great importance either carried out formally in organisations, associations and clubs, within loosely formalised local initiatives and platforms, or in active neighbourhoods. In 2016, about 2.3 million people in Austria worked voluntarily in an organisation or association; about the same amount of people contributed informally within the family and circle of friends or in their neighbourhood (IFES 2016).

Migrants contribute to community life as neighbours, as club members or as volunteers. The most recent report on voluntary commitment in Austria reveals that people with migratory background¹⁸ are represented in every sector within formalised voluntary work, starting from sports to environment protection and animal welfare; however, they are less often engaged in formalised settings than Austrians. Nevertheless, people with migrant background engaged very actively within the formalised refugee aid, voluntary educational work, within the social and health sector as well as the religious sector (ibid).



Informal voluntary work such as unpaid child care, assisting persons in need of care or manual and technical assistance for neighbours or friends is of great importance for migrants. People with migrant background are above average engaged in neighbourhood assistance or informal help for refugees. However, the study does not reveal voluntary contributions (either formally or informally and on an individual level) towards developing regions and in the case of people with migratory background towards their countries of origin. The engagement of persons residing in Austria in the field of development activities was not surveyed.

3.1.5 Migrants´ and diaspora organisational presence and contributions

Austria has a rich variety of migrants´ organisations¹⁹. There are longstanding associations organised in federations across Austria but also many small initiatives at local level which are sometimes organised informally and mostly on a voluntary basis. Despite the organisational presence of the “new” migrants´ minorities since the 1960s, the literature is scarce (Reiser 2009). Therefore, it is not possible to provide a comprehensive overview on the number and size of migrants´ organisations and diaspora networks in Austria, even less when it comes to their engagement in societies and communities in the countries of origin (ibid; Fanizadeh 2014).

As has been shown for migrants´ organisations in Vienna by Harald Waldrauch and Karin Sohler (2004), migrants organise themselves mostly on a voluntary basis alongside national or regional as well as ethnic and linguistic common grounds, social and religious feelings of belonging or because of cultural, economic, gender-specific, religious, political or sports interests. Migrants have organised themselves already for a long time in Austria. British citizens and anglophile Austrians started the first football clubs in Austria in times of the monarchy (Liegl and Spitaler 2008). Turkish students on the one hand and Turkish workers on the other founded the first migrants´ organisations of Turkish migrants already in the 1960s. The study showed that the majority of the active organisations at the time (46%) have a European origin (including Turkey); 19% relate to the Asian continent; 11% to African countries; 3% to (Latin) America, and 5% to other regions or countries²⁰. The region or country of origin of the remaining 16% is unclear. Most migrant organisations in Austria represent the main migrant groups present in the country. People from Turkey and former Yugoslavia are the mostly organised migrant groups in Vienna (Waldrauch and Sohler 2004).

Migrants´ organisations from Afghanistan and Syria – the main source countries of recent refugee movements to Austria – became more present since a few years with the Afghan community becoming more organised than the Syrian one, which is due to the fact that Afghans have been in Austria for a longer period. Within the Afghan diaspora, which includes also very young people who came to Austria as unaccompanied minors, there are cultural associations, network circles, and other initiatives, which engage in charity work and development activities (for example in education or vocational training). As the situation in Syria is still very unstable and rebuilding / development engagement is not really possible, the Syrian community concentrates on integration issues for

the most part. Since there are significant numbers of Syrian refugees in Austria, it is likely that Syrians will increasingly get organised in the near future – also with the aim to support their country of origin.

Waldrauch and Sohler (2004) show that the most important activities for all surveyed migrants´ organisations in Vienna are related to the maintenance of folklore and traditions (37%) followed by the practice of religion (22%) as well as sports, integration, education and intercultural understanding (9-15%). For 4% the “help destined for countries of origin”, and for one percent “development cooperation” (which is not further defined) are among the three most important activities. The percentage is higher among different diasporas: 9% of the African organisations and 9% of the (Latin) American organisations consider “development cooperation” as one of the most important aspects of their engagement, while 9% of organisations from former Yugoslavia see “help for countries of origin” as one of the three most important activities. However, they conclude that a typology of migrants´ organisations in predominantly social, cultural or political organisations targeting either the countries of origin or residence is not possible since their activities are very diverse and can in fact be better described as multi-sectorial and multi-functional.

Many migrants´ organisations are oriented towards both the country of origin and Austria. “In addition, it has been shown that an engagement towards the country of origin does not exclude an engagement towards the country of immigration but sometimes even encourages it.” (*own translation*, ibid 2004:39) Migrants´ organisations and diaspora networks can become bridge builders between countries and regions and work as transnational agents. In a globalised world “migrants are both local and transnational actors.” (Glick Schiller 2010:29)

Interview partners argued that many migrants´ organisations and individuals in Austria might engage in development activities but would not label their activities as such. At the same time they were active in integration, intercultural understanding and exchange. Many were sending economic remittances (also collectively); they implemented activities in the field of development education and awareness raising; they realised charity work and social and socio-economic projects and supported entrepreneurship in countries of origin taking advantage of their transnational networks without considering their activities as contributions to the development of their countries of origin. Sometimes, even the term “remittances” was unknown.

Alexandra König et al. (2015) found in a study on the transnational engagement of 82 interviewees from Bosnia and Herzegovina, India, the Philippines and Ukraine, mostly residing in Austria, that their individual engagement in the

regions of origin is numerous and does not only refer to social and political projects by migrants' organisations or individuals but often involve entrepreneurship and economic projects.

There are also very lively African communities spread over several federal states ("Bundesländer") in Austria, and several organised groups do define their initiatives explicitly as "migration and development" work. Some migrants' organisations are organised as twin societies between Austrians and the respective nationality as is the case for Uganda and Nigeria. The societies aim at establishing, supporting and improving relationships between the countries of origin and Austria; they sometimes collect money and use it for a specific project.

3.2 Towards regions and countries of origin and shared responsibility

Transnational engagements towards regions and countries of origin are very diverse. Due to the enormous volume of economic remittances exceeding Official Development Aid (ODA), there has been a strong focus on economic aspects in the discussions on migrants' contribution and their transnational networks to countries of origin in the past years. Remittances are (additional) household income generated in foreign economies by people either temporarily or permanently moving to those economies including "funds and non-cash items sent or given by individuals who have migrated to a new economy and become residents there, and the net compensation of border, seasonal, or other short-term workers who are employed in an economy in which they are not resident." (IMF 2008:272) Economic remittances are clearly one of the most tangible signs of how migrants contribute to the development in countries of origin. However, besides economic remittances, direct investments, entrepreneurship and other economic projects, migrants contribute either individually or organised in associations, initiatives or platforms in multiple ways depending on their personal resources. A study on highly skilled Egyptian migrants in Austria found that besides sending remittances, one third stated to engage or have engaged in transnational activities such as charity work (e.g. sending medicine), activities to transfer knowledge through lectures, workshops or YouTube videos, business development and political engagement (Bacchi 2016).

3.2.1 Economic remittances

Economic remittances are personal, well-targeted transfers from migrants to families and friends in order to sustain their livelihood and to alleviate situations of hardship (illness, unemployment, occupational accidents, ageing); they are "(social) risk spreading and co-insurance livelihood strategies" (De Haas 2010:18) pursued by households. The meaning of economic remittances for developing regions is enormous. In 2018, global remittance flows to low- and middle-income countries (LMICs) are estimated to reach \$528 billion, which is an increase of 10.8% compared to the year before (World Bank 2018). Drawing from international studies, it is estimated that about 15% of the annual income is sent to countries of origin, while the majority is contributed to the countries of residence (IFAD 2017; UN 2018); however, transfer rates differ among countries (Obrovsky 2016).

Those personal transfers are furthermore used for child care, education (school fees), health care (of older and/or sick persons), clearing debts, and even in coping with climate-induced disasters and humanitarian crises. König et al. (2015) showed in their study on the contribution of migrants residing in Austria towards their countries of origin (Bosnia and Herzegovina, India, Philippines, and Ukraine) that approximately two thirds of the respondents were sometimes or even regularly sending remittances, mainly to parents, siblings and other relatives but also to charity and religious organisations. Furthermore, collective remittances were collected in cases of disaster such as the Typhoon in the Philippines or heavy floods in Bosnia and Herzegovina as well as conflicts in the Ukraine.

Economic remittances are also sometimes utilised for entrepreneurship, to support a business activity or to feed into a bigger investment or project as has been shown above. While international organisations highlighted the development potential of remittances, researchers emphasise that economic remittances will not solve structural constraints and point rather to "the failure of states' policies" (De Haas 2010:18). According to Hein de Haas (2010) states and international institutions play an important role in shaping conditions for social and economic development. The latter was echoed also by Austrian stakeholders: remittances are primarily private funds that should not be instrumentalised by governments. Furthermore, economic remittances do not only flow towards migrants' countries of origin but also on a large scale in the opposite direction towards the countries of residence.

a. Remittances sent from Austria

According to the Bilateral Remittances Matrix of the World Bank (2017), a total of \$4,083 million was sent abroad from Austria in 2017. As one can see from Figure 4, major amounts of remittances are sent to EU countries, which is due to the fact that the main migrant groups in Austria are from the EU. About 60% of the out-going remittances were sent to European countries, and 40% to third countries. The highest amount was sent to Germany with \$834 million in 2017 followed by Hungary (\$384 million). For other main migrant groups in Austria such as Turkish migrants and those from the Balkan region remittances are also high: with \$379 million sent to Serbia, \$193 million sent to Bosnia-Herzegovina and \$54 million sent to Turkey. Nigeria and Egypt are the only countries on the African continent that receive quite high amounts of remittances from Austria. Several countries in Asia (namely China, Philippines and India) also receive a remarkable share of remittances from the country.

Remittances can be seen as contributions to development and welfare in countries of origin, many of which are important economic partners for Austria. In 2015, about 38% were going to the so-called developing regions, referring to countries recorded by the DAC list of recipients of Official Development Assistance (ODA). However, only a minor part was flowing to the poorest countries worldwide (Obrovsky 2016). According to Michael Obrovsky (2016:96) the impact of remittances on poverty alleviation in the poorest countries is therefore rather low.

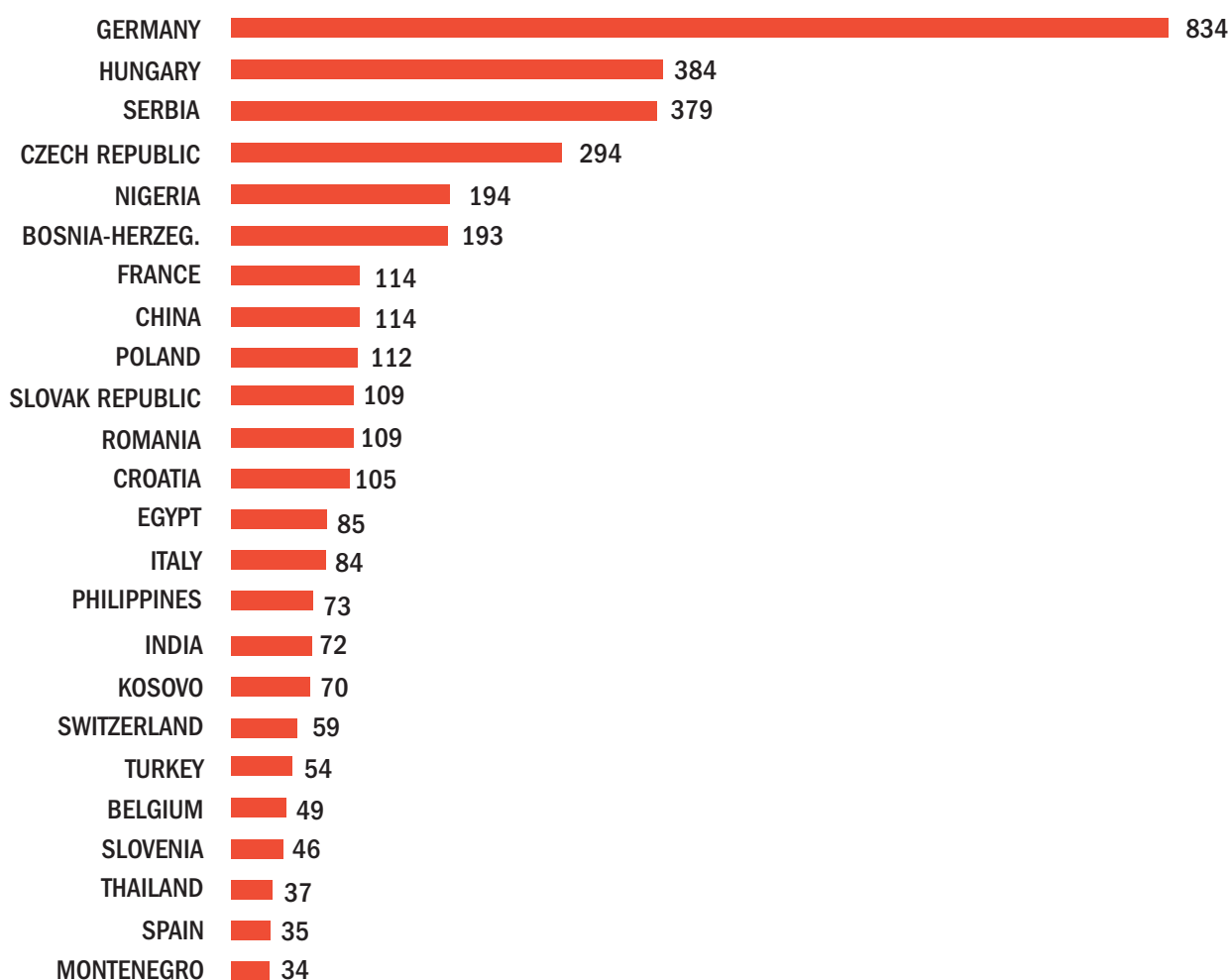


Figure 4: Remittances sent from Austria in million USD in 2017 (countries receiving over 30 mn. USD)

Source: own graph, data: World Bank, Migration and Remittances Data, Bilateral Remittances Matrix

b. Remittances received by Austria

A total amount of \$2,934 million was sent to Austria in 2017 representing a substantial contribution to the Austrian economy. The highest amount of remittances received by people residing in Austria came from Germany (\$1,102 million) in 2017, followed by Switzerland (\$362 million), the USA (\$306 million), Canada (\$133 million) and Australia (\$121 million). Substantial amounts of remittances to Austria also came from European countries such as the UK, France, Italy, Spain, Slovenia, Hungary, and the Netherlands as well as from Turkey. About 71% from European countries and 29% were coming from third countries. As one can see from Figure 5 major amounts of remittances came from Canada, Australia and Turkey. In general, since 2008 out-going remittances from Austria substantially exceed in-coming remittances also because the share of foreign-born residents in Austria has increased (Obrovsky 2016).

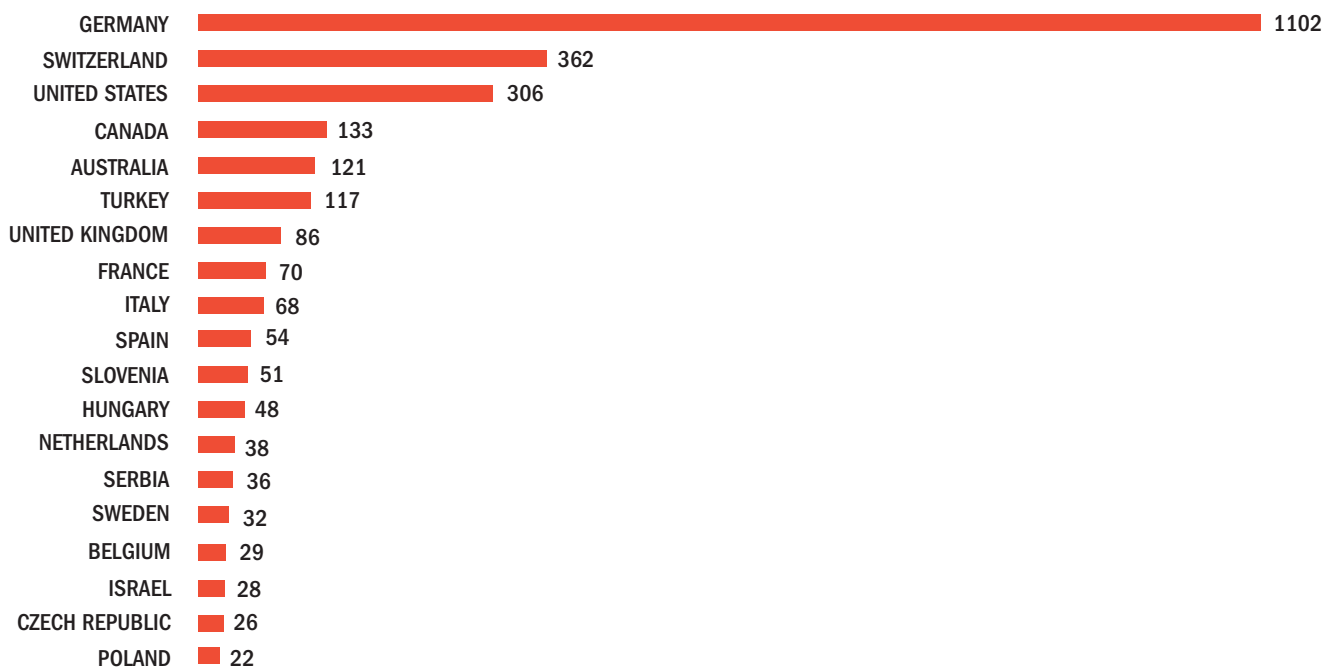


Figure 5: Remittances received by Austria in million USD (starting from 20 mn. USD) in 2017
Source: own graph, data: World Bank, Migration and Remittances Data, Bilateral Remittances Matrix

3.2.2 Outward foreign direct investments

In past decades, foreign direct investment (FDI) has increased very fast; however, only until recently has FDI taken place in large parts of the developing world. Outward FDI are the value of direct investments made by the residents of the reporting economy to foreign economies²¹. Since there is no data available on migrants' share on outward FDI from Austria towards the countries of origin, this chapter only includes larger investments usually referring to financial assets flowing from resident investors in Austria to direct investment enterprises abroad (in the form of equity subsidies or intra-company loans). FDI's are different from other forms of economic investments as they only classify as such when at least 10% of the voting capital is acquired (OeNB n.d.). In addition, it has to be highlighted that the effects of FDI towards the countries of origin, and their potential to generate "spillover effects" (enhancing technology, know-how and managerial skills of local companies), and to increase investments, employment, and other local added value cannot be generalised and depends very much on the specific context (as has been shown for the apparel industry in Sub-Saharan Africa by Staritz and Frederick 2016).

Looking at the regions, one can see that most outward FDI goes to the EU-28 followed by other European countries, while only very limited outward direct investments go to Oceania and Africa. Most outward direct investments are invested in financial intermediation, followed by professional, scientific and technical services; trade; chemicals, petroleum products and pharmaceuticals; real estate activities, and agriculture and mining. Furthermore, outward direct investments from Austria go into the wood, paper and printing industry; manufacture of transport equipment; and metals and fabricated metal products (OeNB 2017).

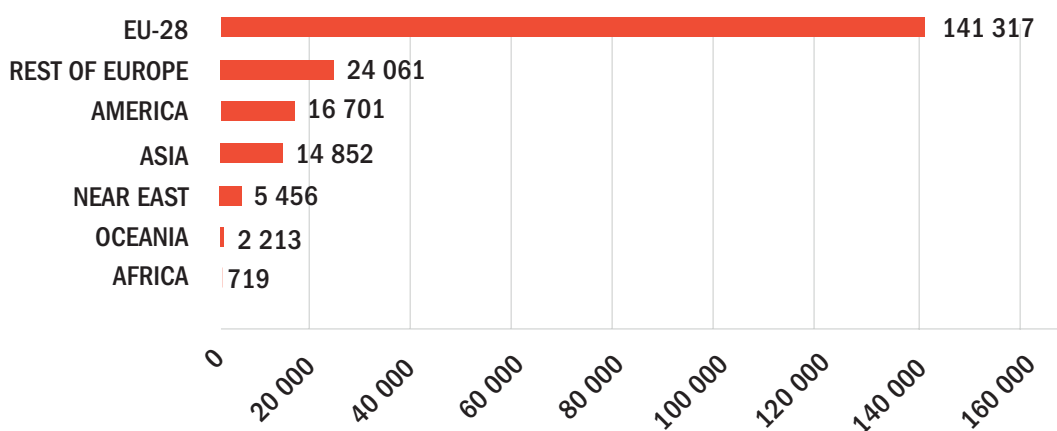


Figure 6: Outward direct investment positions broken down by region in 2017

Source: own graph, data: Oesterreichische Nationalbank (OeNB)

3.2.3 Socio-economic investments

Investments in the countries of origin of migrants working and living in Austria sometimes have a private nature and sometimes target whole communities. In a study on migrants from Bosnia and Herzegovina, India, the Philippines and the Ukraine residing mainly in Austria about three quarters reported to invest or have invested in their country of origin. Many used the investments for property, renovating houses or flats or for education and trainings; only a few invested into businesses (König et al. 2015). Reasons for setting up businesses were reported as “means to generate income, but also [...] to safeguard their independence, maintain transnational social ties and realise their personal ambitions or household-related projects and positively contribute to the region’s transformation.” (ibid 2015:52) Besides sending remittances African migrant health workers in Austria also supported their family members with other forms of financial backing to invest in businesses or infrastructure (e.g. construction of houses or wells) (Wojczewski et al. 2015). Social impact investments are defined by OECD (2015:74) as investments “in a social area, targeting beneficiaries in need. [...] (T)he good provided should have a mix of public and private good characteristics [...], the investor should [...] have return expectations above or equal to zero.” However, an overview on socio-economic initiatives or projects from migrants’ organisations or individuals in Austria targeting the countries of origin is missing.

JOADRE is an example of a socio-economic project by Joana Adesuwa Reiterer who opened her first boutique in Nigeria when she was nineteen years old. She organised several fashion events for the film and entertainment industry in Lagos and transferred her business to Austria in 2003. However, Joana did not only engage in business activities but founded the *NGO Exit* in Vienna with the aim to fight trafficking and trade of African women. As a core activity in the fight against human trafficking she initiated a series of awareness raising campaigns in the German speaking countries, and in 2011 she implemented the NAWA Festival – an awareness raising event in Nigeria and six European countries – in cooperation with the United Nations Office on Drug and Crime (UNODC) and the International Organisation for Migration (IOM). Joadre aims at creating economic prospects for vulnerable groups using entrepreneurship within the fashion and accessory industry. They aim to connect African producers to the global marketplace.

3.2.4 Social remittances

Whereas economic remittances, foreign direct investments and socio-economic investments manifest the economic connection of migrants in the countries of origin, it ignores that migrants are not merely economic but also political and societal agents

in transnational networks and local communities. Social remittances, a term coined in the late 1990s, refer to “ideas, behaviours, identities, and social capital [or in other words: opportunities arising from relationships between individuals, within groups or social networks] that flow from receiving- to sending-country communities.” (Levitt 1998:926) Migrants can be bridge builders and translators and can sometimes re-interpret and re-formulate ideas and concepts contributing to “(both) powerful (negative and positive) change.” (Lacroix et al. 2016:2) However, legal and socioeconomic conditions have a strong influence on the circulation of social remittances (ibid 2016:2ff.). It was highlighted by Peter Evans (1996) that social remittances do not just move in one direction and that they cannot always be seen as positive, which could be confirmed in the Austrian context. The qualitative part of the research has provided two examples of what social remittances could be in the Austrian context and of how migrants contribute to shaping the countries of origin through them.

The first example referred to migrants’ organisations in the Turkish diaspora which is per se very heterogeneous, and approaches of organised groups within the diaspora might differ or even oppose each other especially when there is a political and/or religious orientation involved. Some associations are highly influenced by Turkey and one interviewee said that values, concepts and political orientations are “imported into Austria” supporting traditionalist and conservative policies, and thereby supporting illiberal tendencies in Turkey. The participation of Turkish nationals living in Austria at the last election in June 2018 seems to confirm this point: 70% of those who were eligible to vote from Austria gave their vote to the current president – a much better outcome than in Turkey. The reason for the high approval can be explained to a high extent by the social origin of the Turkish nationals migrating in the course of the guest-worker system according to experts. They are located mainly in the conservative milieu (Wiener Zeitung 2018a).

The research for the report at hand also provided positive examples of ‘social remittances’. Looking at the *Austrian-Ugandan Friendship Association*, individuals engaged in all kind of activities, which can be seen as ‘social remittances’: A primary school teacher did not teach in Uganda, but offered her knowledge to friends and family who teach in schools – so she remitted methods and didactics formerly unknown to her fellow nationals. An office manager told her friends in Uganda about methods used at the UN to manage time and workload. In doing so, she was offering new impulses and interventions that could potentially be used by her friends for their own working environment and context. The son of a farmer regularly met with the community back home to discuss developments in the agriculture sector. He did not act as a farmer himself, but he transferred knowledge and assisted in building up a network between farmers, which was a new practice. Many other positive examples of social remittances

towards the countries of origin can be found in Bacchi (2016), König et al. (2015), and Wojczewski et al. (2015). It becomes evident that social remittances can support to engage, either individually or through organisations, in the society and local communities in the countries of origin.

3.2.5 Engagement in/for society and community

The engagement in the countries of origin (either as individuals or through organisations) can be very diverse as has been shown above. In the case of migrants' organisations this has to do with the fact that many initiatives organise informally (especially at the beginning) and have low levels of institutionalisation. Examples of organisations engaging in and for society and the communities in the countries of origin that have been mentioned by interviewed stakeholders are outlined throughout the report. It becomes obvious that their activities refer not only to their countries of origin but also to the Austrian society; including activities in the field of integration and intercultural understanding and exchange,



Photo: Jork Weismann

development education and awareness raising. Activities in the countries of origin range from charity work and social projects in the field of education and income-generating activities (also in situations of conflicts), the promotion of transnational exchange of expert knowledge, advocacy work (e.g. for lower transfer costs of remittances) to activities in the field of human rights observation. Others promote entrepreneurship in the countries of origin (see chapter 5).

Barka Barka is a small Austrian initiative supporting the province of Ioba in Burkina Faso in West Africa through fundraising activities, charity events and cooperation with other development actors. They organised new school desks for the local school in Foroteon, a small village located in the Southwest together with the association HILFE DIREKT. From 2013 to 2015 they started a project to help women produce shea butter. Women have very limited possibilities to secure an income in the village, so the project aimed at increasing the household-income of 72 women to guarantee better nutrition and health of their families. In cooperation with the Vienna Institute for International Dialogue and Cooperation (VIDC), a fruit press was purchased in order to guarantee the sustainability of the project.

The *Austrian-Nigerian Initiative (A-NI)* is a NGO that aims to initiate economical, educational, and cultural development projects between Austria and Nigeria and supports the transnational exchange of expert knowledge from Austria to Nigeria. The organisation wants to improve intercultural awareness and understanding by offering the possibility for interested Austrians and descendants of emigrated Nigerians to reside in Nigeria for a certain period of time. A-NI offers support all along the journey to anyone interested in going to Nigeria. However, they do engage in the Nigerian community in the same way as they support the contact with Austrians.

The objective of *ADEPT – the Africa-Europe Diaspora Development Platform* is to improve the capacity and impact of African diaspora organisations involved in development activities in Africa. They try to optimise development engagement in Africa, professionalise organisations and activities, create effective partnerships between Europe and Africa as well as influence the policy and practice of development cooperation. The representative of ADEPT Austria (and chairman of the association Radio Afrika TV, see Chapter 6) said that politicians often lack an understanding of the diaspora being a valuable resource for the development in the countries of origin; therefore the association visited Senegal to lobby for the diaspora to be more present in the parliament. Kenya was visited as well to start a process to lower the transfer costs of remittances. The work of the ADEPT platform (on a European level) and of *Radio Afrika TV* (in Austria) covers a huge variety of activities; for example the project “sponsorship Mediterranean”. Media partners and young people collect innovative business ideas with the objective to invest in the best ones after a selection process.

An example for migrants’ engagement in countries of conflict and protracted crises comes from the Afghan community in Austria. The *Afghan Cultural Association AKIS* and the relief organisation Jugend Eine Welt – Don Bosco Action cooperated to build a school for children living on the street in Kabul. Together they supported a girls’ school in 2016/17 and managed to include about thirty children living on the street in their teaching lessons. Next to basic education also vocational training (e.g. courses on sewing and metal working) was offered in the school. Besides activities in the field of education, they provided shoes, clothes, school books and other school material, and at least one meal a day for the children. They planned to extend the capacity of the school to 100 places but due to a lack of funding AKIS



Photo: Radio Afrika TV

cannot realise this plan for the time being. The founder of the organisation stated that there was a turn in Austria after 2015/16 from supporting small development initiatives such as his own towards the common aim to mitigate migration flows (not exclusively, but also through development initiatives). According to Ghousudden Mir, a long-term investment in education in Afghanistan would be beneficial – especially for girls – “to support people in their own country so that they are not forced to migrate”.²² This seems especially interesting given the fragile context in Afghanistan and the highly debated issue of returns to Afghanistan. Aurvasi Patel (2018), vice director of UNHCR Afghanistan said at a conference in early 2018 in Vienna that the security situation in Afghanistan has worsened drastically in the past few years causing record numbers of civilian casualties, especially in Kabul, an increase in violence, and a rise in forced displacement in every region. Humanitarian response is becoming less and less frequent due to the limited access to areas of conflict.

The initiatives *HASCO - Help Afghan School Children* and *Austrian-Afghan society* follow similar approaches addressing the need for education and basic infrastructure in schools in Afghanistan. While HASCO delivered school material to the Ariana Lycée and other material like drawing books to the kindergarten of the same institutions, the Austria-Afghan society installed heating systems in a kindergarten in Kabul. On a small scale this activity supports development objectives; however efforts are limited due to the worsening of security. In the East and South of Afghanistan schools have been attacked and had to close. Other activities by the Austrian-Afghan society include the support of a music project in the capital of Afghanistan, which was implemented through the art faculty of the university in Kabul. Within the last project approximately 200 instruments were brought to Kabul.

A very different activity but also in the area of engagement in and for the society is realised by the association *Guatemala Solidarity Austria*. They are part of the project ACOGUATE, a project on human rights observation in Guatemala. The project is implemented in coordination with a local Guatemalan human rights organisation “Centro de Acción Legal en Derechos Humanos” and the witnesses’ association “Asociación por la Justicia y Reconciliación”. Part of the project’s activities is to accompany witnesses in trials against former political leaders accused of human rights violations and genocide and to offer protection and support to witnesses. People from Guatemala living in Austria are part of the association.

3.2.6 Returnees contributions

Recent discussions have looked at the role of returnees in the development process in their countries of origin. Some examples in the Austrian context showed that returnees

bring skills, know-how, and financial means that have a positive impact on the development of their country of origin. However, this can hardly be generalised since their possibility to contribute depends highly on qualifications, individual experiences and more generally speaking the individual social background.

One personal story of a migrant from Ghana was told by Dr. Bella Bello Bitugu, an educationist and sociologist with special focus on development and change living in Austria for more than fifteen years. Bitugu taught at the University of Innsbruck and at the University of Krems in Austria. He was the first African referee in Austria and some of his past professional experiences and achievements included many positions²³. His will to engage more directly in Ghana inspired him to return to his country of origin. In 2012 and 2013, Bitugu served as the Country Manager of “Right to Play Ghana”, part of “Right To Play International” which is the biggest “sport for development” organisation in the world. Since October 2013, he is directing the Sports Directorate of the University of Ghana.

Lisa Akesson (2001) challenged the central assumption that returnees might use their skills acquired in the EU to engage in the development of their country of origin through the example of returnees to Cap Verde. She showed that most returnees – often in low-level jobs accompanied by discrimination – did not consider that their acquired skills in a foreign country help them build a new life. Returnees are a very heterogenous group with regard to educational, cultural and social backgrounds. Some had no education in their country of origin and/or were not able to work in an adequate position in the countries of residence; others are well educated with a professional career. In addition, the context of return – if it was on a voluntary basis or forced – matters (Heilemann and Lukits 2017).

According to Austrian stakeholders, challenges with regard to the reintegration in the country of origin increasingly occur when persons cannot make advantage of their residence in Austria in terms of gaining additional capacities, skills or working experience. This is especially the case for asylum seekers with a negative final decision on the asylum application who had to experience long waiting periods in the asylum procedure without access to the labour market, even leading to skills’ losses. Low qualified returnees also face difficulties returning to the countries of origin. Their potential to engage in development is very limited since they are mainly focused on sustaining their livelihood in their country of origin where they sometimes have to start from the beginning. Besides support structures for returnees in some countries of origin are weak or unknown and returnees are rarely seen as development actors – “even if they have the capacity to act as such” as one interviewee mentioned.

- CHAPTER 4 -

OBSTACLES THAT IMPEDE MIGRANTS FULL CONTRIBUTIONS TO DEVELOPMENT

Opportunities and obstacles for migrants to contribute to Austrian society and to engage for the development in the countries of origin refer to policies and their implementation here and elsewhere. Their contributions depend on their possibilities to access institutionalised social spheres - such as the labour market among others - and to establish secure and stable living conditions in Austria as will be shown below. This is also a precondition for migrants to engage in activities in the countries of origin.

According to the Migrant Integration Policy Index (MIPEX)²⁴, a country index and study on 38 countries including all EU-countries, Austria's integration policies "create as many opportunities as obstacles for non-EU immigrants to fully participate in society" (MIPEX 2015: para.2); most countries provide better possibilities for becoming a citizen, for family reunification, and fighting discrimination. In 2015, Austria ranked place 20 out of 38 countries, and place 14 out of the EU-28. As a cross-cutting issue, integration embraces all social spheres addressing newcomers as well as the local population and institutions aiming at a peaceful and respectful living together .

Due to the range of relevant policies for migrants and the great heterogeneity of the group itself, the section provides a brief overview on the access to, and the protection and treatment of migrant workers in the Austrian labour market, the access to a secure residence status and the general climate and attitudes towards migrants in Austria. In addition, there is a focus on migrants and their organisations contributing to the countries of origin.



4.1 Labour market in Austria

Migrant workers constitute an important share of the work force in Austria. Labour migration is highly regulated as will be shown below. Whereas migrants from EU countries work in different sectors, European and other third-country nationals work above average in the lower end of the skills' spectrum, often in low-wage sectors. Discrimination is a challenge that influences the position of migrants on the Austrian labour market. There are pay gaps and discrimination in recruitment (e.g. when a name sounds foreign and/or is associated with a certain nationality) as well as within companies (e.g. when it comes to internal further education) (Hofer et al. 2013; Ertl 2011). An important obstacle to fully realising the development contributions of migrants working in certain low wage and higher risk sectors in Austria – and their contributions to the countries of origin — is discriminatory treatment at work, faced by migrants, both from elsewhere in the EU and from other countries.

4.1.1 Access to the labour market linked to residence status

Access to the labour market is determined by the country of origin and the fact of being subject to a residence or work permit. While EU-/EFTA-citizens (except Croatians)²⁵, who represent more than half of the foreign labour force (59%), enjoy freedom of movement, third-country nationals can only live and work in Austria under certain conditions (e.g. labour market testing) regulated by immigration laws replacing the former guest-worker model. Third-country migration was restricted since the 1990s in the context of Austria's EU membership, and since the early 2000s it was limited to highly skilled migrants (differentiated by skill level and period of residence) including a "selective family reunification regime" (König et al. 2015:51) and an increase mobility from third-country students (Biffl 2017; Bittmann 2013). Due to an increased demand for skilled labour, a point system called "Red-White-Red Card" (RWR-Card)²⁶ for (highly) skilled third-country nationals (introduced in 2011) has been amended several times. For third-country nationals the access to the labour market is basically tied to one employer and one sector; however, family migrants have been granted full access in 2011. The access to trade licenses is a potential obstacle for third-country entrepreneurs unlike in most other countries (MIPEX 2015).

According to a study on labour migration from third countries, high percentages of third-country nationals working below their educational and skills level suggest that there is demand for low skilled labour in Austria although there is no public discussion on this issue (Gächter et al. 2015). In addition, MIPEX (2015:para.5) stated in 2015 that Austria generates "brain waste" of highly educated non-EU citizens due to a lack of recognition of skills and qualifications received abroad, and less access to trainings and study grants. The Law on Recognition and Assessment of Qualifications (AuBG) in 2016 should address these challenges by facilitating the procedures; increasing most needed counselling, and widening the offer of information. In addition, flexible processes were introduced especially for refugees who cannot access documents.

Contrary to other European countries like Germany, the labour market in Austria is strongly restricted for persons seeking international protection and it demands different administrative procedures. In 2018, the Austrian government abolished the possibility for young asylum seekers to start an apprenticeship education ("Lehre") in shortage occupations (Der Standard 2018a). Ever since, asylum seekers can only enter the labour market via seasonal work in agriculture, forestry or tourism²⁷. In addition, asylum seekers can become self-employed in certain fields of employment.

a. Refugees and beneficiaries of subsidiary protection

Recognised refugees and beneficiaries of subsidiary protection are not subject to employment permits and they enjoy unrestricted access to the Austrian labour market. Nonetheless, it is important to highlight that people granted international protection face more challenges to access the labour market. Therefore, specific and needs-oriented integration measures to an increasing heterogeneity (in terms of countries of origin, educational attainments, financial resources, family situation) of refugees are needed (OECD 2016), all of which was debated in Austria in the course of the refugee movements in 2015/16.

In recent years the integration of refugees became a very dominant topic in Austria with a focus on labour market measures, language, and cultural orientation leading to the Integration Act (IntG) in 2017, the Integration Year Act (IJG) and the harmonisation of integration measures for third-country nationals, recognised refugees and persons granted subsidiary protection. The Integration Act (IntG) is the first central framework for integration, defined as a process relating to the society as a whole demanding the active contribution of every person in Austria, particularly of migrants and of all state institutions at national, federal state and community level.

The Integration Act (IntG) binds legal claims for integration measures (e.g. language courses) to duties and sanction mechanisms. Recognised refugees and persons granted subsidiary protection (15 years and older) must sign now the "Integration Declaration", immediately after the recognition of their protection status. The declaration demands a German language level of A2 among others, including sanctions in case of non-compliance, resulting in cutting social assistance, the last social net support for persons who have not been sufficiently entitled into the social security system (basically through employment) in Austria. For refugees and persons granted subsidiary protection it is hardly possible to reach the minimum social security entitlements which allow access to the benefits of the unemployment security.

At the time of preparing this report, a new Social Assistance Act is under way which refrains fundamentally from the former needs-based minimum benefit system ("Bedarfsorientierte Mindestsicherung"); the former minimum standards shall be replaced by nation-wide maximum amount with hardly defining any floors. Especially people granted international protection shall clearly receive a less favourable treatment. While people granted subsidiary protection shall only be entitled to a very limited amount – about the same as asylum seekers (despite the recognition of their protection needs by the state), the access shall be generally linked to very high integration-policy objectives (affecting first and foremost recognized refugees). In order to receive the normal social

assistance, affected persons have to demonstrate even higher German language levels than within the “Integration Declaration”. A German language level of B1 (or an English language level of C1) is required; otherwise the social assistance shall be cut by 35%. Despite the fact that this counteracts the original objectives of preventing and eradicating poverty, it does not take into account practicalities of learning a new language and the heterogeneity of the more vulnerable group of persons entitled to international protection. Linguistic features of languages (diversity of linguistic families, different writing systems), educational backgrounds and learning habits, and the age of language learners all play a role (Blaschitz et al. 2019).

The relatively new Integration Year Act (IJG) aims to facilitate long-term labour market integration of recognised refugees and people granted subsidiary protection and asylum seekers (Spiegelfeld 2018) “according to available financial and organisatory resources” (Integration Year Act §1). However, the enforcement of the Integration Year Act (IJG) has been extremely limited due to cuts in social spending for labour market integration measures in 2018 affecting vulnerable groups, especially recognised refugees (Wiener Zeitung 2018c). In addition, the integration budget for schools has been reduced (Der Standard 2018b).

4.1.2 Legal protection and treatment of migrant workers

Austria has an extensive framework of labour law and an enforcement system that in principle applies to the protection of all foreigners employed in the country. Austrian labour law and its enforcement through labour inspection are largely based on International Labour Standards, known as ILO Conventions and Recommendations. Austria has ratified all 8 *fundamental conventions*, 3 of 4 *priority governance conventions*, and a total of 43 International Labour Conventions are in force in Austria²⁸. All of these international labour standards generally apply to all migrant workers regardless of status.

The Austrian Labour Constitutional Act sets out the general rules for the relationship between employer and employee while the Austrian General Civil Code (ABGB) provides the legal basis for employment contracts. The employment of foreign employees in Austria is regulated in the Act on the Employment of Foreign Workers. A new Code on Combating the Dumping of Wages and Social Services (LSD-BG) was enacted in 2017 with provisions that regulate the transfer of employees from abroad to Austria, such as posted workers, among others (Boller 2018). Austrian labour law provides for and regulates legally binding collective bargaining agreements between employer and employee organisations for a broad range of industrial and services sectors.

Of particular importance is strong anti-discrimination legislation that should apply to all migrants although it does not expressly mention nationality/national origin as prohibited grounds:

“The Austrian Equal Treatment Act prohibits any direct or indirect form of discrimination in connection with employment (and since 2011 also in connection with other legal relationships) due to gender, age, racial or ethnic origin, religion or belief, or sexual orientation. Discrimination based on these grounds is explicitly prohibited with respect to hiring, working conditions, compensation, fringe benefits, promotion, education and training, as well as termination. The Equal Treatment Act also prohibits sexual harassment by employers and third parties and regulates the consequences of such behaviour (including consequences upon failure of the employer to prevent sexual harassment by third parties).” (ibid)

However, significant gaps remain in protections for foreign workers and migration governance provisions in national law as Austria has ratified none of the four main international conventions that provide specific delineation of the rights of migrant workers and their families and model provisions for governance of migration for employment. These are the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families; ILO Convention 97 on migration for employment (ratified by a dozen other EU member states); ILO Convention 143 on migrant workers (supplemental provisions), and ILO Convention 189 on Decent Work for Domestic Workers, ratified to date by seven EU member states including Germany and Italy, as well as by Switzerland.

a. Treatment of migrant workers in low wage and higher risk sectors

While Austria generally has a strong labour legislation based on international standards, poor treatment of migrant workers in certain low wage and higher risk sectors appears to reflect inadequate or absent application and enforcement of labour standards and occupational safety and health protections. Labour inspection does not reach some workplaces where migrants are employed. A number of studies in the 2000s (International Metalworkers’ Federation 2009; Hofer et al. 2013; Hollan and Danaj 2018) found discriminatory practices and poor treatment especially in low paid and low skilled occupations, where many migrant workers – of both European and third country origin – are concentrated.



Photo: Fancycrave

An international survey by the International Metalworkers' Federation (2009) including input from its Austrian affiliate, the national federation, found common concerns regarding the treatment of migrant workers and that are found throughout the metalwork industries:

- Common methods of employing migrant workers are found to be precarious (i.e. due to temporary contracts). In Austria, foreign workers are directly hired by an employer on temporary contracts; the obligatory employment authorisation (including a labour market testing) is limited to one year and bound to one employer. Only after a certain period can this be changed to a work permit with free choice of employers.
- Wages paid to migrant workers are generally less than for local workers in similar jobs. Although collective contracts in Austria apply to all employees, pay gaps are reported between Austrian and foreign workers. Therefore, an important union objective is to ensure equal pay and conditions for migrant workers and thereby prevent social dumping. Also Hofer et al. (2013) found pay gaps; however, differences were reported to be smaller.
- The unionisation rate of migrant workers is extremely low. The biggest obstacles are that migrant workers are afraid of joining a union and they are not aware of their rights; in addition, language and cultural barriers play a role which is addressed by the Austrian union through different offers.

Regarding posted workers, the POOSH study by Katarina Hollan and Sonila Danaj (2018:2) above emphasises that their temporary migration status has an impact on their situation in several ways:

“firstly, employers pay less attention in terms of OSH [occupational safety and health] training towards them; secondly, their temporary status marks them as workers who are easier to exploit and to coerce into accepting unsatisfactory working/OSH conditions; thirdly, it also influences posted workers’ behaviour in so far as due to their short-termed stay, they tend not to inform themselves sufficiently about their rights and the regulations in Austria.”

The report highlights that especially posted workers in low skill sectors from lower-income countries are “highly dependent on the income they receive in Austria” (ibid 2018:15); therefore they often agree to work more than the legal maximum working hours (per day, per week or per month) and accept dangerous working conditions. “Third-country nationals are in an even more vulnerable situation. Their stay in the European Union depends on a valid work visa, often from the sending country, so they become particularly dependent on their employers.” (ibid 218:2)

4.2 Legal security regarding the residence status

The access to a secure residence status is very difficult in Austria compared to other European countries. While EU-/EFTA-citizens enjoy a visa-free regime and the right to reside in Austria due to the agreements on the free movement of people (for three months and thereafter with minor restrictions), Austria’s requirements for permanent residence and accessing the citizenship are among the most restrictive in Europe and “do not take into account immigrants’ real efforts to participate in society to the best of their individual abilities and their local circumstances.” (MIPEX 2015:para.4) Insecurities with regard to the residence status often lead to feelings of personal insecurity (König et al. 2015; UNHCR 2015). While permanent residence offers better integration opportunities for migrants, legal conditions for long-term residents in Austria are more insecure, and naturalisation policies are among the strictest in Europe (MIPEX 2015).

a. Permanent residence

Permanent residents can work, study and live in Austria with the same rights as Austrian citizens except political rights. About 42% of third-country nationals were holding a permanent residence title (Permanent Residence – EU title) as per January

2017 that is only eligible to people residing longer than five years in Austria without interruptions, 25% were holding even more time-restricted residence or settlement titles, and the rest were either asylum seekers, recognised refugees (who need no residence title), seasonal workers or others (Statistics Austria and KMI 2017).

According to MIPEX (2015), eligible residents are facing “some of the most restrictive conditions to become permanent residents” - unlike in most Western European countries - which probably keeps many long-term residents from applying for permanent residence; the permanent residence status is in addition more insecure compared to most countries because it is only issued for five years and has to be renewed thereafter (in 27 countries no renewal demanded). Furthermore, applicants can be rejected and permits withdrawn due to several reasons without options for judicial review. “And without the security and rights of permanent residence, they do not have the same opportunities to invest in their labour market integration, local skills and settlement.” (ibid 2015:para.5)

In 2011, conditions have been further restricted demanding very high levels of German skills as part of the so-called “Integration Agreement”²⁹ (which has to be signed by third-country nationals and completed within two years) and higher income requirements. According to MIPEX (2015:para.5) the required high-level B1 language level is “unrealistic to expect of all applicants learning German, especially without enough guaranteed free/low-cost courses.” With regard to the integration agreement, requirements are the same for people acquiring the Austrian citizenship (Integration Act §1). For beneficiaries of subsidiary protection the transition to a permanent residence after five years of residing in Austria is very difficult since this group faces many challenges due to their vulnerable legal position (UNHCR 2015).

b. Access to the Austrian citizenship

Austria has the most restrictive citizenship policies, which have been regulated between 2005 and 2013, and therefore one of the lowest naturalisation rates in Western Europe (MIPEX 2015; Biffi 2017). In 2016, there have been 8.500 naturalisations which accounts for 1.1% of the third-country population residing in Austria for at least ten years; about one third of the persons receiving the Austrian citizenship have already been born in Austria. Although the number of naturalisation increased slowly from 6,100 in 2010 to 8,500 in 2016, it represented a substantial drop compared to the early 2000s due to more restrictive citizenship policies (in 2003 44,700 naturalisations) (Statistics Austria and KMI 2017). The access to citizenship is extremely restricted: 10 years of residence without interruption are required to obtain the Austrian citizenship (except for well-integrated persons, which requires 6 years); since 2018, recognised refugees must also

wait 10 years before they can apply for the citizenship (before it was 6 years) leading to a worsening of their legal position. The requirements for language proficiency, lawful conduct, income and the costs of the procedures are among the most difficult in Europe (e.g. in 2006 a citizenship test has been introduced, and in 2011 the language level for obtaining the citizenship has been risen to B1 as mentioned above) (MIPEX 2015).

Unlike in most countries in Europe, new Austrian citizens have to give up their former citizenship which is one of the reasons why naturalisation rates are low. Dual citizenship is only possible in exceptional cases. Third-country nationals who become citizens are mostly migrants who have already been born in Austria (“2nd generation”) and long-term migrants, mostly from low- to medium-developed countries and who mainly arrived in Austria via family reunification or seeking international protection (ibid).



c. Legal security for recognised refugees

Besides the restricted access for recognised refugees to Austrian citizenship there have been further limitations for the group with regard to the residence status in recent years. In 2016, “temporary asylum” was introduced: Since then, beneficiaries of refugee status are no longer granted an unlimited right of residence (which was of course nullified if there were grounds for withdrawing refugee status) but only one that is limited to a period of three years. After three years, it is extended to an unlimited period if the status is not withdrawn.

Legal insecurities are prevailing for beneficiaries of subsidiary protection. Since 2014, their protection status and hence residence permit is issued for one year and has to be renewed thereafter every second year (Asylum Act §8).

Time restrictions can lead to general insecurities causing enormous psychological stress. In addition, this group faces challenges to access housing and employment but also in other ordinary service contracts (e.g. internet access, mobile contracts) due to their insecure residence status leading to precarious living conditions in Austria and further hampering the integration process (UNHCR 2015).

4.3 General climate and attitudes towards migrants and refugees in Austria

Each year the “integration barometer” measures the general climate on migration and integration in Austria. At the end of 2016, about half of the Austrian population judged the living together to be negative (Hajek and Siegl 2017). The living together with Muslim persons was even more sceptically evaluated compared to the year before with more than 60% assessing it to be negative. With the refugee movement towards Austria in 2015/16 the general climate drifted from being welcoming at the beginning to growing scepticism and a more hostile environment later on (Rutz 2018). The arrival of refugees raised in part awareness on conflicts especially in the Middle East; however, reactions were twofold: On the one hand there was solidarity and civil society engagement which is still present; and on the other, the subjective feeling of security worsened, and scepticism and increasing polarisation spread across some segments of society. However, the academic literature suggests that negative feelings towards new comers have an impact on them. König et al. (2015:49) state that “being made to feel like a foreigner [...], which many respondents reported as an experience, can work as a strong impediment to feeling safe and stable.”

Hajek and Siegl (2017) suggest that the long media reporting in Austria and the education factor play a decisive role in how migration and integration are perceived. Not only the persistent media coverage but also the way how it is reported and talked about, the way flight and migration are portrayed could in part explain the more sceptical public perception. The fracture from a relatively objective reporting towards a more and more negative depiction of refugees and migration in the media took place in 2015 (Sarikakis 2017). A study showed that the percentage of “obviously negative media coverage” was, at 37%, especially high on online media in 2015 compared to other countries – the peak of the humanitarian crisis. While neutral reports steadily dwindled, negative reports doubled positive ones. The public perception increasingly shifted from the assessment of a humanitarian crisis and urgent action needed by the international community, towards border controls and national actors. Biased and inaccurate reporting, or even false, generalising, and alarmist reporting, first and foremost in tabloid newspapers that have a large reach in Austria, all of this led to an increasing criminalisation of refugees and migrants and to a description of migration as a threat for national security. In addition, the “tendency towards ‘negative’ reporting on migrants is linked to the fact that reporting does not include the voices of migrants.” (ibid 2017:18) Broadsheet newspapers, public media and private audio-visual networks instead have reported in the last years “in a more balanced and a less alarmist way than the tabloids” (ibid 2017:18); they

also reported on culture, economy or democracy linked to migration and tried to diversify the media coverage about migrants and refugees. Nevertheless, the criminalisation of refugees and migrants and the negative treatment of them in the Austrian media are described by some surveys as norm; nonetheless, as a study author stated, this is far from the reality (ibid).

This can have real impacts. According to reports of the organisation “civic courage and anti-racism work” (ZARA) reported racist incidence, mainly via online hate postings and social media, in Austria peaked in 2017 (ZARA 2018). Since 2016, online hate, often induced by media reporting, addresses mainly Muslims and refugees. “The lack of public outcry as well as general disparagements and suspicion expressed by people with a public platform, seem to confirm hate posters in their conduct.” (*own translation*; ZARA 2018:para.3) But also in “real life” agitation and discrimination against Muslims, especially against practicing Muslim women wearing veils are documented to have gotten worse (ibid). This is partly reflected in public debates on the integration effects of mosques and has revived discussions about the veil as a religious symbol (e.g. ban of full body veil in 2017, debates on forbidding the headscarf in schools) (Heinisch and Memedi 2017; Halm and Sauer 2017).

Another explanation is the relatively low information level on migration and integration topics of the population. A survey in October 2017 reveals that 56% of the respondents have not been informed at all or have not been well-informed about migration and integration (European Commission 2017). When compared to findings on the assessed living-together with refugees in Austrian communities, it might suggest that communities hosting refugees experience greater acceptance and more positive attitudes, especially when encounters between newcomers and the local population have been promoted (GfK 2016).

4.4 Migrants’ engagement in/for countries of origin

When it comes to migrants’ engagement (mostly on a voluntary basis either individually or within an organisation) for development, academic literature and expert interviews suggest that stable and secure living conditions are one of the preconditions for migrants to be able to contribute to development. This reflects back on integration policies and migrants’ possibilities to access most relevant societal spheres.

“You have to be in a good and stable position. You have to have extra resources as an individual. That means you cannot be in an insecure position yourself. When you are in an asylum procedure you are not stable and cannot help. Of course you still have to send

money but that is more a drain than a contribution. So you have to have your residence title, a job, children in school, extra time, etc. All in all you have 'to be full' to give something."

The statement is not surprising since for migrants societal participation depends on their residence status which is mostly linked to employment (or the availability of large self-sustaining economic resources); other policies such as access to social housing depend on the duration of residence in Austria (which e.g. recently recognised refugees hardly fulfil). In addition, access to the social security system and some social benefits are based on employment. Also König et al. (2015:7) mentioned that in order for migrants to “make one’s place”³⁰ it is crucial for them to be safe and stable. “For our respondents, a number of factors jointly constituted their notions of safety and stability, comprising of personal security and wellbeing, especially revolving around means available to maintain physical and mental integrity, as well as the possibility to rely on residence security and possible access to welfare.” (ibid 2015:49)

In order to engage transnationally, structural conditions such as a secure residence status and possible access to welfare are reported to be important besides available resources. The academic literature indicates that the living situation, especially a long duration of stay, the access to citizenship and higher levels of education are favouring migrants’ engagement (either individually or organised) in integration related issues and/or for their countries of origin (Sieveking et al. 2008).

a. Individual capacities and transnational networks

The interviews showed that besides stable living conditions, individual capacities and available resources, the existence of transnational networks can influence migrants’ engagement in their countries of origin. Activities often cover entrepreneurial initiatives which demand specific skills and technical know-how that is highly dependent on the social background. Extended times of absence and related management issues were also brought up when talking about obstacles. Migrants said that it constitutes a challenge to properly manage an initiative when one is often absent as there are not enough control mechanisms: “You never know what is really going on, because you are not there.” Therefore, reliable networks, family members and others, or even the possibility to pay staff can become crucial to manage tasks in times of absence.

Migrants are often characterised as bridge builders between two (or more) countries, but if the connection to the country of origin is looser than anticipated, this might have an effect on the possibilities to engage in development: “Some people

think that they still have full functioning ties in the country of origin, but it can turn out that they are not as deeply rooted as they thought. Migrants often function as a bridge to the home country but they need networks to operate – they need an ecosystem in place, where they fit in and that accommodates them to implement initiatives,” as one key stakeholder said.

In addition, it cannot be assumed that every person has an interest in engaging mostly on a voluntary basis in their countries of origin. One interviewee stated in this context that “(t)he expectations on migrants are sometimes quite high. They should engage locally; they should do something for their country of origin but it is legitimate if someone is not interested and does not want to engage; especially when someone comes from a country where he had political problems or alike. Why should I engage in development? I am glad I am gone.”

b. Circular migration

Some stakeholders argued that for those who want to engage in/for the countries of origin, more administrative and legal support could be offered in terms of visa conditions, customs and support for circular migration in order to promote migrants’ contributions towards the countries of origin. Also König et al. (2015:52) highlight that “respective policy frameworks barely accommodate transnational practices, as the destination country’s reception and settlement framework is mainly shaped by an implicit norm of immobile life.” However, mobility and traveling to the country of origin is explicitly excluded for recognised refugees who would lose their refugee criteria if they entered their country of origin. Traveling back and forth is possible for third-country nationals (not living permanently in Austria) with the Visa D³¹, which can be issued as a multi-entry visa, but stakeholders said that options for circular migration are still very limited. In addition, highly skilled third-country nationals who would like to seek employment in Austria can apply for a Job-seekers Visa if general requirements are met and evidence regarding special qualifications is provided. They can apply for a Residence Visa Category D with a validity period of six months to look for a job but they do not have access to the labour market (BMEIA n.d.).



Photo: Harrison Qi

Due to citizenship policies including the requirement of residing at least ten years in Austria without long interruptions, third-country nationals who are absent from Austria for a long period might not be able to reach the requirements for citizenship, and might therefore not be able to travel back to their country of origin for a long time. Furthermore, dual citizenships are in general not foreseen in the Austrian legal framework. Interviewees mentioned that dual citizenship would – as well as visa provisions – ease travel conditions, which would also support engagement as it makes travelling to the country of origin much easier (provided that the country of origin also allows for dual citizenship). However, authors argue that it is first and foremost the role of governments to encourage brain circulation and different transnational activities (Harvey 2012) and to provide an enabling environment for the successful engagement of migrants in their countries of origin (De Haas 2005).

c. Obstacles in the countries of origin

Obstacles hindering migrants' engagement on an individual level or through organisations in the countries of origin in developing regions referred primarily to security situations, the limited enforcement of the rule of law, and other structural challenges. Furthermore, in some countries the diaspora might not be seen as a valuable resource for the development of the countries of origin as an interviewee mentioned. One stakeholder argued that it cannot be assumed that all local communities want engagement from abroad and that migrants engaging in development activities are not always perceived positively. "Some do not want this engagement because they feel intimidated or envy or greedy for the resources and skills." However, this phenomenon cannot be generalised as other interviewees stated; at large, the specific national context matters when it comes to obstacles but also to opportunities for migrants' engagement.

Conflict, civil unrest and limited enforcement of the rule of law can affect development prospects in the countries of origin (e.g. conflict makes development more difficult because institutions may be fragile or in disarray, violence may be ongoing, or there is no legal certainty for people and they had to flee with no resources to invest back) but they do not necessarily have to. In fact, one interviewed stakeholder argued that war and conflict do not hinder engagement in the development of individuals: "Look at Afghanistan, the diaspora is very active, even though there is war since years. There are limitations – in Kunduz nothing can be implemented as the security situation is too difficult, but the diaspora finds its ways to support even if there are difficult circumstances in the country of origin." A fact that is also highlighted in academic literature: "Increasingly, 'diasporas' are acknowledged actors in financial, economic, political and social support in post-conflict reconstruction,

peace building and (re-democratisation in their homelands from which they had once fled." (Faist and Fauser 2011:17) Nevertheless, this cannot be generalised – engagement or even maintaining (private) contacts can become difficult in areas of conflict (Wojczewski et al. 2015).

One project affected by an unstable security situation is *ALODO – Helping Hands*, an association based in Lower Austria, reaching out to Togo from Austria. Komlan Jean B. Kponvi-Dzaka from Togo, who has lived in Austria since many years, founded the association in 2004 with the main objective to promote education and to lower poverty. Activities financed by donations ranged from investments in infrastructure (e.g. building or reconstructing schools, water supply), and raising awareness to fostering intercultural dialogue (e.g. via partner groups in Austria and Togo promoting cultural exchange). The founder is driven by a strong passion "to help the people in Togo and give them some hope." However, ALODO had to put all activities on hold due to the actual security situation in Togo. A health initiative aiming to send health workers for a temporary exchange to Togo to assist the medical system in rural areas had to be stopped.

In addition, another interviewee pointed out that in some countries corruption can hinder development activities. In this context, he recommended to get involved in policy advice and networking, to make it easier for people who would like to engage. Apart from this, a stakeholder highlighted that "this will not keep people from giving something back to their country". On the contrary, it was emphasised that even in countries with high corruption (e.g. Nigeria ranking 148 out of 180 countries according to Transparency International³²) and/or conflict and lack of rule of law (such as Afghanistan) remittances are sent and development activities take place.

d. Structural challenges in the countries of origin

There might also be structural limitations for migrants not only in the country of residence, as has been shown above, but also in the countries of origin. For example, an Austrian stakeholder from Rwanda explained that he needs to get a visa if he wants to travel to Africa as he is holding the Austrian citizenship. Since the embassy of Rwanda is in Germany, it takes a lot of effort to obtain a visa which in turn affects his engagement. While in Africa he felt that he was treated as a foreigner in institutions rather than a fellow national due to his Austrian citizenship as laws applicable to him are those for foreigners. In addition, an interviewee reported that bureaucratic procedures in the countries of origin are sometimes very time consuming and concepts or project ideas difficult to transfer: "Here [in Austria] you fill out a paper and then something is fixed. You can start. Over there it takes forever, you have to go here and

there and everywhere and then at the end it is still not fixed. And when you explain your idea, it is sometimes very difficult for people to understand.”

Within ICMPD’s “Link Up!” project main structural challenges for enabling businesses in the countries of origin were identified to be “linked to information, know-how and capital in order to fully unleash the potential of diaspora entrepreneurs.” (ICMPD n.d.a:para.5) An example shows that accessing the credit system in countries of origin is difficult for migrants. Most banks ask for a bank history, which many migrants cannot provide since they abandoned their bank account in their country of origin. In addition, a place of residence might be needed and/or a certificate of the local registry which most migrants cannot fulfil. König et al. (2015) observed that their respondents even tried to support family and friends in countries of origin when they faced challenging structural circumstances by developing a range of strategies such as mobilising others within transnational ties, collecting initial capital, recruiting labour through their networks, setting up formal structure to stabilise projects, using communication technology and others. However, this is, as has been mentioned, dependent on available resources and individual capacities.

4.4.1 Migrants’ organisations engaging in development activities

a. Lack of recognition of migrants’ organisation and of coordination with development actors

Although migrants’ organisations engage in/for their countries of origin in numerous ways, operating in the fields of development education and awareness raising, charity work and social projects in education, and advocacy for migration and development related topics among others, actors in development cooperation are hardly aware about their engagement (Fanizadeh 2014). This has to do partly with the low institutionalisation levels of these organisations and the fact that most of them work voluntarily and sometimes informally as has been described above. “They provide voluntary work above all and have few resources for marketing and lobbying.” (*own translation*; *ibid* 2014:244) Their voluntary work is sometimes not honoured by development actors, which leads to frustration on the migrants’ organisation side as they feel not properly recognised. This point was also argued in an event on diaspora engagement in development activities (*ibid* 2012).

In addition, a reported obstacle impeding migrants’ contributions to development in countries of origin is the lack of

cooperation and coordination between migrants’ organisations, well-established NGOs in the field of development cooperation, and the Austrian Development Agency (ADA): “Even if there have been isolated initiatives of cooperation in the past years, contact between these organisations is still rather an exception. Diaspora organisations should have more possibilities to get involved through official structures and/or be able to cooperate with experienced partners from the development NGO-scene in line with a coherent development policy.” (Globale Verantwortung 2013: 8f.) However, since the last strategic framework of the Austrian development cooperation (“Three-year programme 2016-2018”) the potential of migrants and the diaspora in Austria is mentioned: “(T)he know-how of diaspora communities for activities in their countries of origin relevant to the development policy should be used.” (BMEIA 2016a:29) Some stakeholders argued that the diaspora members should finally become partners in development work, whilst others believed that besides a need for a coordinating mechanism more capacity building and professionalisation was necessary (Paulus 2015).

The ADA stated that there is an increased interest from smaller migrants’ organisations to work with them. It was suggested that a “small-project-pool” would help to increase coordination and cooperation. Furthermore, it was recommended that networking and partnership opportunities should also be increased to develop more cooperation between the ADA, development NGOs, and diaspora and migrants’ organisations. At the same time it was mentioned that this needs a lot of time and resources. Nevertheless, regular networking-meetings to increase cooperation possibilities seem to be an idea, which could be picked up on in the future.

b. Lack of resources and professionalism

According to stakeholders, some migrants’ organisations perceive the development cooperation sector (including NGOs and the ADA) as being too bureaucratic and complicated; and some development cooperation actors see migrants’ organisations as too little professionalised for an operational working cooperation. “Migrants’ organisations do not like to hear it, but there is often a lack of professionalism and basis qualification. It does not qualify you as a development actor just because you come from a country that needs development,” said one interviewee. Consequently, there “seems to be a huge gap between the expectations and ideas of the [...] diaspora and those organisations working in the field of development policy.” (VIDC 2011)

In addition, migrants’ organisations are mostly organised on a voluntary (non-remunerated) basis and offer their time and efforts in addition to their ordinary employment and care

responsibilities (for children or elderly); thus there is often a lack of resources (time-wise and person-wise). At present there is no guidance centre, counselling office or alike to assist migrants' organisations when they plan to answer a call for proposals, have questions on budgeting and reporting, or to provide training and capacity building on relevant topics. Several stakeholders argued that this would be needed for small initiatives in order to enable them to participate in bigger projects.

c. Lack of funding and of political support

Although some migrants' organisations receive financial resources to pay staff – either from projects, support from federal states (“Bundesländer”) or from fund-raising activities – most of them work voluntarily on a philanthropic basis and lack financial funding. However, it is not only small initiatives that lack funding, but a more structural challenge which was mentioned by the interviewed stakeholders: Austria's Official Development Assistance (ODA) was criticised for the low spending compared to other countries and for including several areas which do not promote development in the countries of origin such as accommodation for asylum seekers in Austria. Due to the strong decline of asylum seekers arriving in Austria, the ODA dropped from 0.42 of Gross National Income (GNI) in 2016 to 0.30% in 2017 – being far off the internationally agreed UN target of 0.7% ODA/GNI. With the comparatively low spending on development cooperation altogether and the scarce financial situation of small initiatives, some migrants' organisations complained that there is not enough emphasis on development, which they also see as an obstacle to fully contribute to development themselves.

In this context it was also mentioned by some interviewees that more generally speaking there is a lack of political support for migrants to engage in development activities. In recent years it was brought forward by some people in the public sphere that migrants who engage in development cooperation keep ties with their country of origin hindering integration. In addition, political actors argued that remittances should not be sent to the countries of origin, but should rather be invested in Austria (Die Presse 2011). Statements like that led to uncertainties among migrants and the feeling that their engagement in the countries of origin is perceived as negative, undesirable and disintegrative; and might explain to a certain extent why some migrants are reluctant to engage in development activities as mentioned by some interviewed stakeholders: “They feel fully integrated in Austria and do not want to be perceived otherwise, so they stay away from it.” Particularly, given that migrants do in fact spend the bulk of their earnings in the country of residence (UN Secretary General 2017; IFAD 2017) and the positive connotation of remittances for development on international level, these statements were met with surprise by interviewed stakeholders.



OPPORTUNITIES FOR CONTRIBUTIONS OF MIGRATION TO DEVELOPMENT

The following section provides an overview of opportunities for contributions of migration to development in the countries of origin and for shared responsibility among actors. Relevant policy fields especially on enhancing migrants' individual development refer to integration related policies at national, federal state, and community level as promising practices. However, the focus will be on development policies and related good practice examples.

5.1 Migrants and their engagement as an opportunity

While immigration makes major contributions to development and to sustaining development in Austria, a large portion of public opinion believed that migrants do not contribute at all to the cultural, economic and social development in Austria, or they had mixed feelings about it (European Commission 2018). In addition, it has been shown above that migrants engage in the countries of origin in numerous ways – either as individuals or through migrants' organisations. It has to be noted that the diaspora is to a certain extent a predictor of future migrant movements all over the world. “Where future migrants go is largely determined by their trailblazing relatives in the past.” (MEDAM 2018:22)

Migrants' organisations and the diaspora networks fulfil roles that are of great importance for the particular situation of migrants, migration related issues and their integration process (König et al. 2015; Waldrauch and Sohler 2004). One of the most important features is the “formation of social help and supporting networks for the specific community of origin or especially disadvantaged migrants' groups (like refugees or women).” (*own translation*, Waldrauch and Sohler 2004:37) This is especially important for newcomers, and when support is needed in cases of institutional barriers and obstacles in the labour market, housing and other important societal sectors. These findings were confirmed by König et al. (2015:34): “Activities are strongly connected with the concrete experiences of our respondents, the change that occurred

through the process of migration, the difficulties while settling and the overall difficult and perceived unwelcoming reception in Austria.”

Furthermore, migrants' organisations often take up the role of practising traditions and folkloric festivities; they play a vital role in forming a cultural identity between the country of residence and the country of origin, and in promoting intercultural understanding. Migrants' organisations additionally assume political functions (i.e. exile-political organisations). Mostly they aim at improving the legal, social and economic situations as well as the political participation of migrants and at enforcing their minority rights in Austria (Waldrauch and Sohler 2004). However, besides migrants' organisations and the diaspora in Austria, König et al. (2015) conclude that also transnational networks play an important role for migrants to find their place in society.

Regarding migrants' engagement directed towards the countries of origin (either as individuals or through organisations), the intrinsic motivation and philanthropic interest of many migrants engaging on a non-profit basis in charity work and social projects has to be considered as a resource. Many want to help fellow nationals and to “give something back”. In addition, drastic incidents such as natural disasters, political unrest, conflicts and war motivate many migrants to mobilise within the diaspora, either within migrants' organisations



Photo: Shutterstock

they are already part of and creating new initiatives, or joining an organisation (e.g. rebuilding homes, providing medical care, sustaining the livelihood of affected persons) (König et al. 2015). These motivations are often accompanied by great enthusiasm to implement useful and sustainable activities. They can become bridge builders, speak the local languages, and they are familiar with the cultural codes and societal structures. They usually have family, friends and a network of people in their countries of origin with whom they are regularly in touch. Consequently, while being absent they can use these contacts to stay in touch and increase connectivity. A lively and well-functioning wide network also allows to make business connections and to have a certain amount of responsibility taken over by a member of the network, which contributes to the sustainability of an activity. Plus, networks open up easy access to information and institutions.

Therefore, vivid transnational networks play an important role for migrants' engagement in countries of origin. These networks can ease access to information and institutions, enable business connections, help to overcome structural challenges, or even support fulfilling duties in times of absence as has been shown above. However, this depends also on structural conditions created by governments in Austria and the countries of origin. "If the gap between here and there is too big, there will not be any opportunities. You have to have the possibility to bring your knowledge in and find the right field to connect it to your past experiences and life in Austria," as one interviewee said.

In addition, it has to be mentioned that despite the importance of migrants' contributions to their countries of origin their potential is limited by structural constraints (De Haas 2010). Ronald Skeldon (2008) argues that the international discourse on migration and development has concentrated too much on the agency of individuals and migrants' organisations rather than focusing on global imbalances and institutional structures on national and global level hampering development processes. The interviewed Austrian stakeholders echoed this perspective: "Despite the potential that migration harbours for development processes, one cannot neglect the fact that migration is closely tied to global economic (under-) development." (Globale Verantwortung 2013:2) However, approaches at different levels with different actors involved should not be played off against one another, but rather mutually complement each other.

5.2 Policies and promising practices

5.2.1 The 2030 Agenda and the Sustainable Development Goals (SDGs)

The Austrian government has committed to the 2030 Agenda, "a plan of action for people, planet and prosperity"³³ in 2015 in order to deal with the greatest social, economic and ecological challenges of our time and to achieve development for all, in Austria and in the so-called developing countries. It was recognised that in order to overcome crucial challenges it needs comprehensive acting in all areas at the same time, at all levels and of all societal actors. However, according to the Eurobarometer survey (European Commission 2017), 43% of the Austrian respondents have not heard about the SDGs at all, and 38% of the have heard about them but do not really know what they are. Although there have been large increases in awareness (+14 points), the majority of the population is still not informed about the SDGs.

The implementation of the 2030 Agenda has been criticised by SDG Watch Austria (2018a), a civil society platform of more than 140 member organisations and by the Austrian Court of Auditors (Rechnungshof 2018) for the lack of political commitment, the unclear division of competences, and the lack of an overall strategy for its implementation including missing structured and coherent mechanisms to involve the federal states ("Bundesländer"), local communities, the civil society, as well as relevant stakeholders. The Austrian Court of Auditors (2018) comes to the conclusion that the "mainstreaming approach" leads to a fragmentation of the implementation process. In addition, a regular and public reporting on its progress in the Austrian Parliament is missing. However, the 2030 Agenda, which aims at all relevant policies in Austria concerned by the SDGs can become a powerful framework to improve the future prospects of all – in Austria and in developing countries – and to protect the planet at the same time.

Only recently there have been several initiatives in Austria in order to promote the 2030 Agenda. In 2018, the first Austrian SDG Forum was held to assess the Austrian performance on the SDG implementation. The forum was organised by the civil society platform SDG Watch Austria, founded in 2017 (SDG Watch Austria 2018b). The same year, Global Responsibility trained 43 young adults to become "SDG ambassadors" and implement workshops in schools and youth centres (Globale Verantwortung n.d.). In addition, 15 Austrian universities joined forces in the Alliance of Sustainable Universities Austria in order to strengthen the embedding of sustainability topics in universities and to

contribute thereby to a future-oriented society. In 2019, the alliance starts the “UniNEtZ – Universitäten und Nachhaltige Entwicklungsziele” (Universities and Sustainable Development Goals) project to develop an option paper to assist the Austrian government in the implementation of the SDGs and to promote a continuous science-society-policy dialogue and interdisciplinary exchange (Allianz Nachhaltige Universitäten n.d.). The Lower Austrian Government together with the Climate Alliance, Südwind and Fairtrade Austria started an SDG competition for local communities, education institutions, companies, parishes and private initiatives in 2018 to promote SDG projects (Amt der NÖ Landesregierung n.d.). In Graz the action plan for the sustainable development of the city has been renewed on the basis on the 2030 Agenda with reference to relevant SDGs, and the action plan has been prolonged until 2030 (Stadt Graz Umweltamt 2017).

5.2.2 Development policies

While migration and especially the topic of international protection are very dominant in the media and public discussions, “(t)he complex link between migration and development are however rarely communicated in this context” (Globale Verantwortung 2013: 12) and further, it “receives no publicity in the mainstream media. Something may sporadically appear in development policy media and a variety of community media.” (Ngo Tam and Joschika 2012: 18) However, according to interviewed stakeholders there was a significant change in Austria among policy makers concerning the link between development and migration after the large refugee movements towards Austria in 2015/16.

Before, there were several smaller initiatives on migration and development related issues mainly aiming at awareness raising. The most important initiative in recent years was the “CoMiDe – Initiative for Migration and Development” project from 2011 to 2014 implemented by the Vienna Institute for International Dialogue and Cooperation (VIDC) and funded by the European Commission, which entered unknown territory for involved stakeholders and institutions.

However, since 2015/16, political discussions have been increasingly focussing on linking development cooperation to readmission agreements and the idea of mitigating migration through development which can be traced to the strategic focus paper of the Austrian development policy. Austrian NGOs working in development cooperation, represented by Global Responsibility (the umbrella organisation of 35 civil society organisations working on development cooperation and humanitarian assistance), discuss policy approaches on migration and development for more than one decade presenting their perspectives in two position papers (in 2007 and 2013).

Global Responsibility recommended to delink development from restrictive migration policy (development cooperation should not be linked to readmission programmes; and the financing of border control mechanisms through development funds should end), and to focus on combatting poverty and structural causes instead. In addition, legal and safe migration pathways to the EU for low-qualified people should be discussed (AGEZ 2007). The second paper published in 2013 recommends that partner countries of European development cooperation and European agents should develop together

SUSTAINABLE DEVELOPMENT GOALS





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migration policies that focus on migrants’ human rights. Furthermore, development issues should be included in migration policies. It is also recommended to create institutional mechanisms to foster policy coherence and a cross-cutting donor structure putting migration and development into practice (AGEZ 2007; Globale Verantwortung 2013).

The strategic orientation of the Austrian development policy has been presented since 2005 in a three-year programme. Since 2013, in the corresponding “Three-year programme” (until 2015), development policy should explicitly mitigate migration flows (BMEIA 2012). In the following Three-year programme (2016-2018), migration becomes one of the fields of action of the Austrian development policy. Under the slogan to “fight root causes of forced migration and irregular migration”, development aid should arrive also in countries that are not “ADA focus countries”, especially in the Middle East and Sub-Saharan Africa, mainly through substitute presentation structures (such as the EU and UN) and in post-conflict crises via humanitarian assistance increasing the geographical reach of the Austrian humanitarian response. This is important since the majority of asylum seekers and refugees are hosted by the Global South and many by the least-developed countries worldwide. In recent years, due to an increase of conflicts worldwide, the Austrian development cooperation also targeted countries hosting large numbers of asylum seekers and refugees. At the moment there are several two- to three-year projects funded by ADA that are aimed at improving the

livelihood, the water, the sanitary and hygienic situation, and the access to education of refugees and the local population in countries hosting large numbers of refugees such as Jordan, Lebanon, Uganda, Pakistan, and Ethiopia (ADA n.d.a).

Furthermore, the strategic programme states that development aid should be linked to building up functioning constitutional structures in the area of migration and asylum including readmission agreements (BMEIA 2016b). The program was updated in 2017 endorsing once more that migration is a new focus of the Austrian development policy due to humanitarian crises all over the world (BMEIA 2017). In addition, the programme refers to the 2030 Agenda and the SDGs including a matrix which offers an overview of the region, regional objectives, actors and relevant SDGs in this regard. However, some representatives of the civil society suggested the linkage of development policy with migration is driven by motivations to mitigate refugee movements towards Austria, and conditioning ODA-reception on readmission programmes was criticised (Obrovsky 2017).

The current Three-year programme (2019-2021) prioritises among other things,³⁴ equal rights and the advancement of women as a crosscutting area. Again, the 2030 Agenda and its SDGs work as a common framework for the programme as mentioned above (BMEIA 2018:10). The civil society points out that references to Austria’s contribution to global development worldwide and the SDGs are missing, and

that the thematic focus areas remain noncommittal and general (Obrovsky 2018). “However, the question of how the overall statehood, thus the policy coherence in the interest of sustainable development being guaranteed, is not sufficiently presented in the three-year programme.” (*own translation*; Globale Verantwortung 2018) Essential elements of a strategy such as concrete objectives and measures including results and indicators are missing. The course on migration³⁵ remains basically the same as in the previous programme. Global Responsibility criticises again the conditionality of partner countries to readmission agreements: “Because such conditionality does not correspond to legally determined tasks of development cooperation. Its objective is to fight poverty and to enable a good life for all according to the 2030 Agenda.” (*own translation*; Globale Verantwortung 2018b)

While migration and development have been discussed together for more than one decade among stakeholders in Austria, offering room for the necessary discussions and possible on-site assistance in this regard, policy makers focused increasingly on the idea of managing and mitigating migration through development cooperation in the last years. However, development cooperation has the task of supporting economic, social and material development elsewhere and to provide the basis to eradicate poverty and to shape integral human development in order to not push people into forced migration due to existential threats. There are untapped potentials to strengthen the Austrian development cooperation in order to address the root causes of forced migration, and to address the large group of internally displaced persons (IDPs) in the Global South. Furthermore, stakeholders said that expectations are high on development initiatives having an impact on immigration and/or emigration from certain countries. Although development cooperation can influence structural conditions to a certain extent, development policy has no impact on armed conflicts which are among the main drivers for large refugee movements. In addition, there are no clear and simple causalities between migration and development, and there is limited evidence that development cooperation would lead to lower migration.

a. The ADA as an actor in the field of migration and development

For years, migration and development were not a main focus of the Austrian Development Agency (ADA), even though the agency was active in South-Eastern Europe striving to find ways to encourage migrants to send remittances to their countries of origin to support enterprises. In addition, an annual competition for students from Western Balkan countries was organised in the past to combat brain drain. With the focus on migration and development after 2015/16 new areas of work opened up for the ADA. In 2016, ADA

released a Focus Paper on Migration and Development (ADA 2016) and in 2017 a “migration and development” call for projects in the area of development education was launched for the first and by now last time. Within the focus paper ADA aims “to maximise the potential of linking migration and development and to minimise related risks [...] based on the development needs of partner countries and the fulfilment of individual human rights. It is not conditioned by the fact that they are migrant-sending countries or on the assumption that they might curb migration to Europe.” (ADA 2016:15)

Within the focus paper, ADA wants to address the following actions, which are not yet fully developed: 1) International, EU and regional dialogue (support of thematic roundtables, coordination with EU institutions and participation in EU meetings); 2) Policy Coherence in Austria (support the establishment of a coordinating mechanism to ensure an approach from the government as a whole); 3) Measures with direct impact on migration and development (e.g. humanitarian aid, combating organised crime and trafficking in human beings, awareness raising measures, strengthening migrants’ engagement in the countries of origin, support in managing migration, and reintegration on the basis of voluntary return), 4) Measures with indirect effects on migration and development (Conflict prevention and peace building, sustainable economic development, improved livelihood conditions and resilience, support of good governance approaches) and 5) Consideration of migration aspects in programs and projects (e.g. considering relevant principles such as human rights-based approaches and gender responsive approaches). Some of these possible actions and engagements are not fully developed yet.

In order to raise awareness among the staff, training sessions were held on migration and familiar issues such as trafficking in and smuggling of human beings. ADA representatives argued that the linkage of migration and development is now widely accepted and known within the institution. Nonetheless, for the ADA it was important to also raise awareness on the limits of development cooperation to mitigate migration as expectations that development activities might lower forced migration might be too high.

b. Funding for development cooperation and humanitarian aid

Since 1970 the Austrian government repeatedly renewed its commitment to the internationally agreed objective to earmark 0.7% of the GNI to development cooperation and humanitarian assistance. This objective has been renewed in the 2030 Agenda (SDG 17.2). However, Austria’s contribution in 2017 was 0.30% (being ranked 12 out of 29 DAC members (OECD 2018a) and within the current Three-year programme (until 2021) the international ODA-commitment is not



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mentioned. Concrete steps have not been set (e.g. like the suggested step-by-step plan). Therefore, it is unclear how and until when this goal will be reached (Obrovsky 2018; Globale Verantwortung 2018b). To reach the goal as promoted, the government would need to spend an additional €200 million per year until 2030 (Concord 2018). Furthermore, almost a quarter (€247 million) of the ODA is not “on-site assistance” arriving in countries in the Global South – a fact that is commonly criticised (Globale Verantwortung 2018a).

There is a need to address the structural causes of forced migration such as poverty, hunger, and inequality; and to support the host countries of asylum seekers and refugees. Austrian development cooperation can certainly contribute in line with the 2030 Agenda and the many SDGs, to tackle displacement, forced migration and migration-related situations. Furthermore, in order to strengthen the impact of development cooperation in developing countries, policy coherence should be guaranteed. It is important to support countries in the Global South hosting large numbers of asylum seekers and refugees. An effective tool is the provision of sufficient funds for development cooperation and humanitarian assistance, including in protracted refugee situations, in order to build perspectives, find long-term solutions and support the local communities .

5.2.3 Promising practices

In Austria, promising practices in the context of migration and development initiated by or in cooperation with migrants’ organisations can be found above all in the fields of development education and awareness raising, and the promotion of migrants’ entrepreneurship in the countries of origin. The examples show that the cooperation between migrants’ organisations, state institutions and other institutionalised stakeholders took place mainly within the last decade. Apart from state institutions, important stakeholders in the field are Global Responsibility, the Südwind Association for Development Policy and Global Justice, the Institute for International Development at the University of Vienna (VIDC), International Centre for Migration Policy Development (ICMPD), and the International Organisation for Migration (IOM). While some have started already cooperation with migrants’ organisations, others hold presentations, give conferences or host specific events on the topic (but only occasionally). However, stakeholders argued that it would be important to offer perspectives for individuals and migrants’ organisation on how to engage in development activities if they have an interest to do so.

a. Development education and awareness raising on migration and development

Even though the media coverage on migration and international protection is relatively high in Austria, there is still a lack of contextual knowledge on migration and the links between migration and development among the population as the Eurobarometer (European Commission 2018) has revealed. However, there are good practice projects raising awareness on migration and development in Austria, and promoting intercultural understanding as well as a comprehension of global connections.

In Austria, the initiative “*CoMiDe – Initiative for Migration and Development*” was the first widely recognised initiative raising awareness on migration and development and bringing migrants’ organisations and NGOs together. It was a three-year project (2011-2014) of several organisations in Italy, Slovenia, Slovakia, and Austria led by VIDC (VIDC n.d.). It aimed at a coherent migration and development policy on a national and European level. The project not only raised awareness on the topic but also supported networking and cooperation between development NGOs and migrants’ organisations. A manifesto on diaspora engagement and migrants’ as agents of development cooperation was elaborated.

The project “*Ke NaKo Afrika – Afrika jetzt! An initiative for a Multi-faceted Picture of Africa*” (ADA n.d.b) was a joint initiative of the ADA, the VIDC and the African Networking Platform, and approximately 100 partner organisations in 2010. It was advocating for a positive picture of Africa and actively included and represented members of the African communities in over 300 events. One was for example an exhibition on Africa in Vienna including a market place for African art. The project attracted 180.000 people and was awarded the State Prize for Public Relations.

Chiala – Association for the promotion of culture, diversity and development was founded in 2012 in Graz. It is a space of encounter and exchange for people with and without migration background. As well as other initiatives, Chiala committed itself to change the perception of the African continent in Austria and to promote positive narratives. The association provides spaces for encounters and exchanges among people with and without migration background. Every year they organise the Chiala Africa Festival in Graz. Among other things, they offer social counselling for migrants; creative and anti-racism workshops for schools; and art and culture work. The first African media library in Graz was found by Chiala. In addition, the association took the first steps in 2017 to implement development activities in the Republic of Cameroon.

Radio Afrika TV is an association since 1997 that has the aim to improve the African-European relationship and to work on a more differentiated and positive picture of the African continent in Austria. Founded as a radio station, its interest was to connect the African diaspora living in Austria and to provide fair information about Africa. Since then, there have been many media activities such as the launch of a newspaper (the “Afrika Magazin”) and TV programs, and the implementation of integration projects such as INTEGRO. Radio Afrika TV reaches about 200,000 people in Austria. The association’s chairman, Alexis Neuberg, also funded AfriPoint, a centre for communication, intercultural exchange and encounter. Among other things, they offer an “expert-pool” for project implementation.

b. Promoting entrepreneurship in the countries of origin

The *Association of African Students in Austria (VAS)* is first and foremost a network of support for African students in Austria, to assist with the integration processes and to encourage entrepreneurship in the countries of origin by providing networking and organising events, such as the so called *African Diaspora Youth Forum in Europe (ADYFE)*. An ADYFE representative is also the chairman of the students’ association. VAS Austria is also a good practical example for successful cooperation with other stakeholders in both areas. They organised several events to encourage labour market integration such as a forum on job placement together with the Austrian Development Agency (ADA) and the United Nations Industrial Development Organisation (UNIDO), as well as several workshops with the Austrian Economic Chamber (WKO) to transfer knowledge and to support students in their efforts to both integrate in Austria and if possible to support their country of origin. In 2014, they started to organise the youth-led ADYFE forum; since its beginning there have already been six forums. ADYFE supports entrepreneurs accessing quality jobs, tries to enhance entrepreneurship, and promotes joint activities between African, Diaspora and European companies. ADYFE enjoys a strong cooperation with UNIDO working together on several events.

The project “*Link Up! Serbia – Facilitating Diaspora Investments*” funded by the ADA, started in 2015 (until 2017) with the goal to assess the business environment for diaspora investments in Serbia by identifying market failures, underutilised investment situations, and exploring mechanisms that could be instituted to leverage diaspora direct investments” (ICMPD n.d.b). The outcome of the study serves as a basis for the development of a follow-up project. Serbia is the country with the third-highest amount of remittances from Austria (\$338 million in 2016). These resources hold potential for the development of the private

sector in Serbia, which is actively promoted by the project. It is implemented by the International Centre for Migration Policy Development (ICMPD), a policy research centre funded by the Austrian Development Agency (ADA) and involves migrants' participation.

In this context the regional conference in 2017 “Direct investment from the Diaspora – Experiences from the West Balkans” in Vienna was an important event for the Serbian community as it emphasised once more the economical contribution of the diaspora to the development of Serbia (Dijaspora online 2017a). In the country of origin these projects and initiatives are very much welcomed. The Serbian government plans to establish an investment centre for the diaspora abroad in 2018 (ibid 2017b). The centre will serve as a point of information, offer services such as counselling and function as a bridge between the diaspora and the Serbian economy, state institutions and local municipalities. The centre is part of the Serbian chamber of commerce and represents an outcome of the strategic partnership with the United Nations Development Programme (UNDP) and the Serbian

Ministry of Economy and Regional Development. It aims at involving different institutions to support the development and realisation of business ideas from the diaspora, as well as at developing the cooperation between the diaspora and Serbia in the preparation phase and work towards sustainable deliverables.

Some stakeholders argued that there is a need to raise awareness on migration and development and to improve knowledge on contexts and structural reasons for differences in Austria in order to improve mutual understanding, to generate a more realistic and constructive picture of migrants and refugees living in Austria, and to improve the social climate. “If there is political and social stability, migration is a possibility not a necessity. This should be the aim, and people in Austria should be conscious of that. People should be able to migrate, if they want to – but they should not have to migrate forcefully,” was the comment by one stakeholder. In addition, it would be important to highlight the multiple positive contributions of migrants living in Austria.



Photo: Blake Barrow

CONCLUSIONS AND RECOMMENDATIONS

Both emigration and immigration have long been major features of the history of Austria, and migrants have been contributing to economic development and growth, as well as to many aspects of integral human development. Migrants today constitute a significant portion of the work force, over 15%. In addition to the several hundred thousand resident migrants living and working in Austria, the country has a large contingent of temporary foreign workers. Especially the number of posted workers sent to Austria has increased steadily over the past years. The vast majority – 89% of the foreign labour force – is from wider Europe; 7% is from Asia; and about 1% each respectively comes from Africa, Central/South America, and North America.

As the OECD put it, migrants are the major driver of total employment growth in Austria. In addition, they contribute more to the Austrian social security system than they receive in social cash benefits (primarily through social security contributions, wage and value added taxes). Foreigners make up a large proportion of people working in arts and culture, professional sports, science and research. Migrants contribute to community life as neighbours, club members and volunteers, represented in every sector within formalised voluntary work, and extensively in informal voluntary activity.

Austrian emigrants and others abroad send nearly \$3 billion per year to Austria, while migrants in Austria remit some \$4 billion abroad. The former represents a substantial contribution to the Austrian economy, while the latter can be seen as contribution to development and welfare in the countries of origin, many of which are important economic partners for Austria. However, the treatment faced by numbers of migrant workers in low paid and low skilled occupations, including those of European origin, constitutes an impediment to their welfare as well as to the contributions they can make to the development and well-being of Austria as well as to their countries of origin. National legislation protecting the human and labour rights of migrants is incomplete. While Austria has extensive labour law regulations, it appears these are insufficiently enforced for migrant workers in certain low wage and higher risk sectors where migrants are concentrated.

Besides economic contributions (economic remittances, foreign direct investments, social-economic investments) migrants contribute within their individual capacities (either individually or through organisations, and mostly on a voluntary and non-profit basis) to societies and communities in their countries of origin. The organisations and projects exemplified throughout the report range from charity work and social projects in the field of education and promoting income-generating activities, to transnational exchange of expert knowledge, advocacy work, human rights' observation, and the fostering of diaspora entrepreneurship. The report found that the intrinsic motivation and philanthropic interest of many migrants engaging on a non-profit basis has to be considered as a resource. Many people want to help fellow nationals and “give something back”. This resource could be further strengthened; stable and secure living conditions in Austria are preconditions. In addition, vivid transnational networks are crucial for migrants to engage in their countries of origin. Furthermore, policy frameworks could encourage transnational activities in the countries of origin.

The possibility to stabilize and secure living conditions in Austria reflect back on integration policies and migrants' access to most relevant societal spheres (such as the labour market among others), and to a secure residence status. As a cross-cutting issue, integration embraces all social spheres addressing newcomers and the local population as do institutions aiming at a peaceful and respectful living together. In order to enable migrants and refugees to participate in Austrian society, it is recommended that their integration process should be de facto facilitated at an early stage – this should also include people seeking international protection and addressing also those entitled to subsidiary protection. Integration at an early stage would enable them to take root in Austria, to unfold their potentials and, if they want, to contribute to their countries of origin.

Particular concerns were identified with inadequate and inappropriate measures for inclusion and integration of refugees and persons granted subsidiary protection. The link of the “Integration Declaration” of the Austrian Integration Act (that refugees and people granted subsidiary protection have to sign immediately after the recognition of their protection

status) with the “social help”, the last social safety net support in Austria, may deny refugees essential support in situations of hardship, a support that could prevent them from drifting into poverty and social exclusion. The new Social Assistance Act which is under way at the time of preparing this report shall grant less favourable treatment especially for people entitled to international protection; access to the normal social assistance is linked to integration-policy objectives and shall be cut drastically if people do not fulfil the very high requirements; there are concerns that the remaining assistance would not prevent peoples from drifting into poverty. Despite the fact that this counteracts the original objectives of preventing and eradicating poverty, it does not take into account the practicalities of learning a new language and the heterogeneity of the more vulnerable group of people seeking international protection. Also, restrictions on asylum seekers’ access to the labour market, contrary to expectations under EU law and recent abolition of apprenticeships for people seeking asylum, cannot be endorsed.

Policy coherence, credibility and effectiveness means that planned integration related policies are target-oriented, tailor-made and not contradictory to other policies, and that they are constructed and implemented with the full involvement and participation of the migrant and refugee populations in consultation with representative organisations and social partners and civil society.

Migrants’ organisations do not only direct their activities towards their countries of origin but they also engage in Austria; many are active in the field of integration, in promoting intercultural understanding and exchange. More generally speaking they fulfil roles that are of great importance for the particular situation of migrants, migration related issues and their integration process. The report showed that migrants’ organisations engaging in developmental activities are sometimes confronted with a lack of recognition by some development actors. In addition, the report found that there is a lack of political support, a need for more coordination with stakeholders in this field, scarce resources, and issues referring to professionalism. With the comparatively low spending on development cooperation altogether and the scarce financial situation of small initiatives, some migrants’ organisations complained that there is not enough emphasis on development, which they also see as an obstacle to fully contribute to development themselves. In Austria, promising practices in the context of migration and development initiated by or in cooperation with migrants’ organisations can be found above all in the fields of development education and awareness raising and the promotion of migrants’ entrepreneurship in the countries of origin. Migrants and refugees - as relative newcomers and often with few material resources - need support to empower themselves as agents for development. They need orientation to be able to contribute

in a targeted and coordinated way. Government at all levels can contribute to this, as can Austrian unions, business/private sectors associations, civil society and faith-based organisations.

The report has shown that immigration makes major contributions to development and to sustaining development in Austria. However, a large portion of public opinion believed that migrants do not contribute at all to the cultural, economic and social development in Austria, or else they had mixed feelings about migrants. The attitudes towards migrants and refugees in Austria are increasingly sceptical. In order to counter increasingly sceptical public attitudes towards migrants and refugees in Austria, existing initiatives in Austria contributing to a more realistic perception of migrants and refugees, in recognising their contributions in both integration and developmental aspects, and in promoting mutual understanding should be further strengthened.

Media corporations and increasingly social media companies have a very important role in this regard and should assume responsibility as the “fourth power in the state” – and in society – for the way public opinion is formed, and thus provide factual coverage in order to generate a fact-based and constructive picture of migrants and refugees living in Austria. Currently, stories on refugees and migrants in mainstream media sometimes lack objectivity. Providing background information and facts are key to promote a fact-based and responsible public discourse on migrants and refugees. Concrete measures in this regard are included in the recommendations below.

An especially serious challenge to an inclusive Austria benefiting from the contributions of migrants and refugees is the observed rise of racist and xenophobic hostile discourse about migrants and refugees. This requires action by ensuring the realisation of anti-discrimination and equality of treatment discourse, policy and practice throughout Austria, as well as organising campaigns to stop and prevent expressions of racism and xenophobia.

Within the Austrian development policy migration was not explicitly discussed up until 2013, the humanitarian crises in the Middle East and the large refugee movements towards the country in 2015/16 constituted a major change in this regard. While among stakeholders the links between migration and development have been discussed for more than one decade, offering room for the necessary discussions and possible on-site assistance, policy makers focused increasingly on the idea of managing and mitigating migration through development cooperation in the last years. However, development cooperation has the task to support economic, social and material development elsewhere and to thus provide the basis to eradicate poverty and to shape integral human development. There are untapped potentials to strengthen the

Austrian development cooperation – which is at the moment far off the internationally agreed objective of 0.7% ODA/GNI – to address structural causes of forced migration such as poverty, hunger, and inequality; to support host countries of refugees; and to address the large group of internally displaced persons (IDPs) in the Global South. In recent years, due to an increase of conflicts worldwide, the Austrian development cooperation also aimed to help countries hosting large numbers of asylum seekers and refugees.

In view of the fact that the majority of asylum seekers and refugees are hosted by the Global South and many by the least-developed countries worldwide, it is important to support these countries since the pressure on them is enormous. The provision of sufficient funds for humanitarian assistance and development cooperation, including in protracted refugee situations, in order to cover the basic needs of asylum seekers and refugees and to support local communities, is an effective tool in this regard. However, this should not happen at the expense of others. Austrian development cooperation can certainly contribute – if it is substantial and appropriately allocated – to the realisation of the 2030 Agenda and the many Sustainable Development Goals (SDGs) relevant to displacement and forced migration and migration-related situations.

In addition, there is a need to sensitise the population on structural causes of forced migration, the lack of legal and regular pathways for asylum seekers and people being pushed to migrate due to existential threats, as well as the potentials of development policy to tackle poverty, hunger and inequality.

Finally, the research conducted for this report demonstrated how essential good data and knowledge are to good policy and practice. On some of the concerns discussed above, adequate, accurate and reliable data was difficult to find, often because the data has not been collected. More broadly, in the case of the overall focus of the report – migration and development in Austria – there were limited research studies, making this report a pioneering accomplishment. The section below highlights the main recommendations stemming from the findings.



Recommendations:

1 Raise awareness about migration and development within the general public and ensure coherence and cooperation across government structures

a. Recognise and promote migrants and their contributions as both fellow human beings and as agents of development, by acknowledging the importance of their economic contributions where they reside and in their countries of origin (through remittances) as well as their 'social contributions' – including flows of skills, knowledge, ideas and values that can be transmitted from and to their countries of origin – as Austrian migrants do elsewhere.

b. Promote policy coherence and coordination between different government actors and other stakeholders on law, policy and practice on migration and development, in particular across the 'whole of government' including all concerned government ministries and agencies covering such functions as Foreign Affairs, Development Cooperation, Interior, Employment, Industry, Agriculture, Health, Education, Social Protection, migration/immigration, and others.

2 Establish a fact-based and responsible public discourse on migrants and refugees in all news and communications media, and on social media in particular

a. Articulate and promote a vision of migrants as contributors to all spheres of Austrian society, and as a bridge between different cultures and people.

b. Support media in creating awareness of the rights and contributions of migrants, and in disseminating accurate narratives which include the challenges, as well as positive images and stories on migration, migrants and refugees.

c. Promote the values and standards contained in the code of honour of the Austrian press to ensure fair and balanced reporting.

d. Organise press events on migration (specifically to counter myths about asylum and flight) and to show the links of migration with development, to raise awareness among journalists.

e. Promote fact checking through independent platforms and the distribution of this information on social media.

f. Establish partnerships with actors in the media and launch campaigns on social media to counter anti-migration and extreme right-wing campaigns with accurate discourse and narratives.

3 Strengthen the role of the Austrian development cooperation to address forced migration and structural causes including poverty, hunger, and inequality, as well as to support integral human development elsewhere.

a. Promote the implementation and inclusion of goal 10 of the Sustainable Development Goals (SDGs): "Reduce inequality within and among countries" and compliance with the Paris Agreement on Climate Change in Austrian domestic and international policy, as well as implementation of all other SDGs related to enhancing peoples' livelihood security (SDG 1, 2, 6, 11, 13), access to basic services and income (SDG 3, 4, 8), gender equality (SDG 5), and peace (SDG 16).

b. Respect international commitments by allocating 0.7% of Gross National Income to *Official development assistance* (ODA) without counting reception costs of asylum seekers as ODA.

c. Ensure that all ODA follows the goal of supporting sustainable development as enumerated in the UN 2030 Agenda for Sustainable Development.

d. Ensure that budgets for migration and development are linked only if both aim at the sustainable development agenda and humanitarian assistance, avoiding any conditionality of Austrian or European ODA linked to management of migratory flows and/or to the funding of border or migratory/mobility control actions.

e. Increase allocations of development and humanitarian assistance to the countries in the Global South hosting large numbers of refugees and asylum seekers.

f. Establish a dialogue with migrants' organisations in international development assistance and promote networking, exchange and cooperation between migrants' organisations, the Austrian Development Agency (ADA), NGOs in development cooperation, and other relevant stakeholders (i.e. universities).

4 Increase the dialogue and engagement with migrants' organisations and civil society in Austria

a. Create an enabling environment for the participation of diaspora and migrant organisations in the process of designing, implementing, monitoring and evaluating public policies at national, city and local community levels affecting migration, integration and development.

b. Strengthen ongoing dialogue with social partners, civil society and relevant stakeholders and engage with migrants and the diaspora to include their input in designing coherent, planned, target-oriented, tailor-made integration policies that are effective and do not contradict other policies.

c. Foster the participation of diaspora and migrant

organisations in discussion about migration and development by, for example, encouraging their participation through expert meetings, structured dialogues and workshops.

d. Make funding and other support available to further build the capacity of refugee, diaspora and migrant organisations, including training, informational meetings, guidance on calls for proposals and capacity building measures on development cooperation quality standards.

e. Establish a “pool centre” collecting and making available *good practice* examples and experiences of migrants’ involvement in associations, projects and initiatives to encourage know-how transfer and cooperation with and among migrants’ organisations.

5 Facilitate migrants’ integration in Austria at an early stage in order to enable them to participate in Austrian society and to unfold their potentials

a. Advocate for proactive communication and policy from the public administration by encouraging the integration of migrants and refugees in all spheres of Austrian society, particularly in employment, education, housing, health, sports, and cultural activities, among others.

b. Promote the importance, availability and accessibility of immediate language classes and integration courses for arriving migrants and refugees.

c. Foster and simplify family reunification mechanisms as a form of legal migration.

d. Expand legal, institutional and sectoral measures at all levels for recognising foreign educational attainment, skills qualifications, and work experience.

e. Take specific measures to facilitate early access by migrants and refugees to employment in decent work, to apprenticeships, to technical skills adaptation to Austrian standards, among others.

f. Strengthen roles and actions of local governments in promoting and facilitating migrants’ inclusion and integration, and a respectful and peaceful living together in the local community, and ensure local governments address all resident and arriving migrants regardless of status.

g. Include migrants’ organisation, churches, associations and labour unions in local integration policies to provide migrants with swift starts, and to contribute to mutual understanding between migrants and Austrian citizens.

6 Ensure particular attention to protection for and integration of refugees and asylum seekers in Austria

a. Support and assist recognised refugees and people granted subsidiary protection to fulfil the “Integration Declaration” under the Austrian Integration Act. Ensure that basic social assistance (“*Sozialhilfe*”), is provided regardless of fulfilment of integration requirements to prevent refugees from drifting into poverty and social exclusion. In addition, people granted subsidiary protection should not be excluded from a large part of social assistance.

b. Strengthen legal securities for all refugees’ residence status to ensure integration and uphold psychological health of refugees, in particular by abolishing the “temporary asylum” status regulation.

c. Provide specific, targeted support for labour market inclusion of recognised refugees and people granted subsidiary protection, including the allocation of meaningful funds under the Integration Year Act, ensuring effective access to the labour market for asylum seekers as foreseen by EU law, and reinstating access to apprenticeship for persons seeking asylum.

7 Prevent discrimination and xenophobia

a. Strengthen anti-discrimination, anti-racism and equality legislation, public policy, business practices and union action to eradicate these behaviours from all spheres: particularly in employment, in the education system, in accessing other resources and rights.

b. Enforce existing anti-discrimination legislation and adopt new law as necessary to prevent discrimination and violence against migrants, and to provide redress for victims, in conformity with the International Convention for the Elimination of Racial Discrimination – ICERD and its Treaty Body recommendations.

c. Work together with political parties, associations and community groups to launch and sustain awareness-creating campaigns in the media, as well as on social media to promote non-discrimination and equality of treatment, respect for cultural diversity, and foster migrants’ participation.

d. Urge political, social, educational, business, sports, religious and community leaders, and public figures to speak up with strong messages of solidarity and respect, promoting equality of treatment and opportunities, and to condemn all racist, xenophobic, or other discriminatory behaviour or actions, including hate speech and violence.

- CHAPTER 7 -

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Notes

¹ Human rights can be defined as protections for individuals and groups, guaranteed under international law, against interferences with fundamental freedoms and human dignity. Human rights are inalienable and cannot be denied to or relinquished by any human being, regardless of any reason including legal or immigration status. They are universal in that they apply to everyone, everywhere. Human rights encompass civil, cultural, economic, political and social rights, and are indivisible, meaning that the different sets of rights are all equally important for the full development of human beings and his/her well-being. Human rights instruments and customary international law generate three overarching obligations for States, namely: to respect, to protect, and to fulfil those rights.

² European Council Directive 2004/83/EC on minimum standards for the qualification and status of third country nationals or stateless persons as refugees or as persons who otherwise need international protection and the content of the protection granted. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32004L0083>

³ UN General Assembly resolution 45/158, International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, A/RES/45/158 (18 December 1990). Available at: <http://www.un.org/documents/ga/res/45/a45r158.htm>

⁴ As noted in UNDESA estimates, “The estimates are based on official statistics on the foreign-born or the foreign population, classified by sex, age and country of origin. Most of the statistics utilised to estimate the international migrant stock were obtained from population censuses. Additionally, population registers and nationally representative surveys provided information on the number and composition of international migrants.”

⁵ UN General Assembly resolution 70/1, Transforming our world: the 2030 Agenda for Sustainable Development, A/RES/70/L.1 (25 September 2015). Available at: http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E, paragraph 8.

⁶ The ICPD was the biggest conference ever held on population, migration and development with 11,000 delegates from 179 countries and some 4,000 participants in the parallel NGO Forum. It articulated a bold new vision about the relationships between population, development and individual well-being. Two of the ten chapters of the Programme of Action were entirely about migration and development, comprising an extensive framework, most of whose elements were reflected – although less amply – in subsequent frameworks. Adopted by all

179 States/governments participating, the ICPD (declaration and) a forward-looking, 20-year Programme of Action (extended in 2010) continues to serve as a comprehensive guide to people-centred development progress. <https://www.unfpa.org/fr/node/9038>

⁷ GMPA. The Sustainable Development Goals and Migrants/ Migration Regarding the UN 2030 Sustainable Development Agenda: Relevant SDGs and Targets, Rationales for Inclusion, Implementation Actions, and Realization Measurement Indicators. Global Migration Policy Associates. Prepared by Patrick Taran and multiple contributors. Revised 2018. Available at: www.un.org/en/development/desa/population/migration/events/coordination/14/documents/backgrounddocs/GMPA_14CM.pdf

⁸ UN General Assembly resolution 71/1, New York Declaration for Refugees and Migrants, A/RES/71/1 (19 September 2016). Available at: http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/71/1

⁹ A first analysis on the influence on immigration to the Austrian society has been made by Biffl and Schütz (2004) on the basis of secondary data analysis and desk research.

¹⁰ Statistics Austria categorises economic activities based on the OENACE 2008 classification; for more details please refer to: http://www.statistik.at/KDBWeb/kdb_VersionAuswahl.do?KDBtoken=null&versID=10438&sprache=EN

¹¹ In agriculture and forestry the proportion of foreign citizens is very low.

¹² The quota applies also for citizens from Croatia.

¹³ Only third-country nationals are subject to authorization. The Austrian Public Employment Service (AMS) collects data of annual employment permits but not the number of people or the type of residence. Therefore, the total number of seasonal workers and whether they are permanently or temporarily living in Austria is not known. However, a person can obtain several temporary employment permits in one year; this is particularly the case in agriculture and forestry.

¹⁴ Further specification with regard to nationalities is due to sampling errors not possible.

¹⁵ Individual companies are among the most often applied legal forms in Austria. Owners operate as sole proprietor at one's own account and name. Owners can also be leaseholders.

¹⁶ The term “persons with migrant background” takes into account foreign citizens and Austrian citizens who have been born abroad. The list of sectors might include multiple

memberships in different federal states (“Bundesländer”) and sectors (WKO 2017).

¹⁷ The analysis includes social contributions of employees and workers, consisting out of social security contributions (health, unemployment, old-age and casualty insurances) and salary-dependent levies (family burdens equalisation fund, contributions to the Austrian chamber of labour, contributions to the insurance against non-payment in the case of insolvency and the contribution to housing subsidies). Only cash benefits are included, which have a share of 70% of all social expenditures in Austria.

¹⁸ Data on the voluntary commitment of migrants in Austria is only collected since 2013 (BMASK 2015). The IFES-survey collected data on migrant backgrounds, not on the citizenship. Persons with migrant background include those who immigrated to Austria (1st generation of newcomers) as well as persons with at least one immigrant parent (2nd generation). Since the survey was conducted in German, the group of newcomers is not entirely represented.

¹⁹ While migrants’ organisations have a collective, more or less homogenous identity and possess a specific (either informal or formalised) form of organisation, the diaspora refers to transnational networks, groups and communities that relate in a broad sense to the migrants’ countries or regions of origin. It has to be noted that the term diaspora assumes a certain collectivity, however, the diaspora is very diverse. (Sieveking, Fauser and Faist 2008; Weinar 2010)

²⁰ For migrants’ organisations from former Yugoslavia, Turkey, Czech Republic, Slovakia, Hungary and Poland in Vienna and an overview of migrants’ organisations in Vienna see Waldrauch and Sohler 2004

²¹ Investments below this threshold are either called “portfolio investments” or “other investments.”

²² For a video on You Tube of the school project visit <https://www.youtube.com/watch?v=YdWHyzmwUjw>

²³ a.o.: Coordinator for Football for Development project for five European countries and six African Countries; member of the board of directors for Football Against Racism in Europe until 2011; project Coordinator for FIFA, UEFA, United Nations Office for Sport for Development and Peace and the European Commission; Ghana Fan Ambassador to FIFA World Cup in Germany 2006; recipient of The Culture Prize of the city of Innsbruck in 2011 and the chairman of International Scientific Network on Sports for Development

²⁴ At least in every four years the Migrant Integration Policy Index (MIPEX) provides information on integration policies

for migrants. MIPEX collects indicators on labour market mobility, family reunion, access to education and health, possibilities for long-term residence, access to political participation, the citizenship and anti-discriminatory measures.

²⁵ Citizen from Croatia need an employment permit due to transitional arrangements regarding the free movement of workers. The Austrian government has prolonged the transitional phase until June 2020.

²⁶ There are two types of cards: the RWR-Card and the RWR-Card plus. While the R-W-R Card can be issued upon first arrival for the first year of employment if access to work with a specific employer is given (employer nomination), the “Plus” card can be obtained after one year allowing free access to work in Austria. The EU Blue Card can be granted to third country nationals with a university degree and a gross annual income surpassing at least 1.5 times the average gross annual income of a full-time employee in Austria. In 2018, the gross annual income was at least €60,948 which is about €4,353 gross monthly income plus special payments.

²⁷ Since 2017 asylum seekers are allowed under certain conditions to do a voluntary traineeship, summer traineeships or internships. Other employment possibilities refer to low skilled work in asylum seeker accommodations or for Federal, Provincial or municipal authorities against a financial compensation for the work performed. In 2017, the Service Employment Cheque Act for less skilled work in private households under the limit of small scale employment was extended to asylum seekers. However, asylum seekers cannot earn more than €110 per month in addition to their basic subsistence by the state. If more income is generated while receiving basic subsistence allowances, corresponding compensations must be paid.

²⁸ See ILO website page on Ratifications for Austria available at: https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:102549

²⁹ Since 2017, in the course of the Integration Act (IntG) the integration agreement further demands an exam on the legal and social system in Austria besides language skills (“integration exam”). (Integration Act §1)

³⁰ Referring primarily to the participation in institutional spheres such as the labour market, housing, education among others but also to notions of belongings

³¹ Visa D are national visa, which entitle the holder to stay for a period from 91 days up to six months in Austria. They can be issued for single or multiple entries. Inter alia Visa D are issued in order to collect a residence permit (Aufenthaltstitel) straight after arrival. A (national) visa D, issued by Austria or

another Schengen state, entitles the holder to move about freely in the territory of the other Schengen member states for up to 90 days per period of 180 days, given that he/she has a valid travel document and fulfils the entry requirements as laid down in Article 6(1)(a), (c) and (e) of the Regulation (EU) 2016/399 of the European Parliament and of the Council of 9 March 2016 on a Union Code on the rules governing the movement of persons across borders (Schengen Borders Code). Above, the applicant must not appear in the national list of alerts of the Member State concerned. If a person intends to stay more than six months in Austria, he/she needs to apply for a residence permit (Aufenthaltsstitel). (BMEIA n.d.)

³² Corruption Perception Index 2017 by Transparency International. Available at: https://www.transparency.org/news/feature/corruption_perceptions_index_2017

³³ UN General Assembly resolution 70/1, Transforming our world: the 2030 Agenda for Sustainable Development, A/RES/70/L.1 (25 September 2015). Available at: http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E, preamble.

³⁴ Besides fighting poverty, sustainable economies, environment and climate protection, peace and security

³⁵ Austria follows a „trio-approach“ supporting 1) constitutional structures (e.g. security sector, combat organized crime and human trafficking) and good governance; 2) vocational education and training, with a focus on youth; and 3) developing the private sector including business partnerships, industrialisation and technological development. (BMEIA 2018:10)

Annexes

ANNEX 1

LIST OF ACRONYMS AND ABBREVIATIONS

AGEZ Working Group for Development Cooperation (Arbeitsgemeinschaft für Entwicklungszusammenarbeit)

AK Chamber of Labour (Österreichische Bundesarbeitskammer)

AKIS Afghan Culture, Integration and Solidarity (Afghanische Kultur, Integration und Solidarität)

AMS Austrian Public Employment Service (Arbeitsmarktservice Österreich)

A-NI Austrian-Nigerian Initiative

BMASK Federal Ministry for Labour, Social Affairs and Consumer Protection (Bundesministerium für Arbeit, Soziales und Konsumentenschutz)

BMEIA Federal Ministry for Europa, Integration and Foreign Affairs (Bundesministerium für Europa, Integration und Äußeres)

BMI Federal Ministry for the Interior (Bundesministerium für Inneres)

CoMiDe Initiative for Migration and Development

CONCORD European NGO confederation for relief and development

CST Catholic Social Teaching

DAC Development Assistance Committee of the Organisation for Economic Co-operation and Development

EFTA European Free Trade Association

EMN European Migration Network

EU European Union

GCM Global Compact for Safe, Orderly and Regular Migration

GCR Global Compact on Refugees

HASCO Help Afghan School Children

ICMPD International Centre for Migration Policy Development

IDPs Internally displaced people

IFES Institute for Empirical Social Studies (Institut für empirische Sozialforschung)

IMF International Monetary Fund

IOM International Organization for Migration (Internationale Organisation für Migration)

MIPEX Migrant Integration Policy Index

MSNÖ Media-Service centre New Austrians (Medien-Servicestelle Neue Österreicher/innen)

NGO Non-governmental Organisation

ODA Official Development Assistance

OECD Organisation for Economic Co-operation and Development

SDGs Sustainable Development Goals of the United Nations

UNDHR Universal Declaration of Human Rights

UNDP United Nations of Development Programme

UNHCR United Nations High Commissioners for Refugees

UNIDO United Nations Industrial Development Organisation

UNODC United Nations Office on Drug and Crime

WKO Austrian Economic Chamber (Wirtschaftskammer Österreich)

VAS Association of African Students in Austria

VIDC Vienna Institute for International Dialogue and Cooperation

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ANNEX 3: LIST OF MIGRANTS` ORGANISATIONS WEBSITES

Organisation	Website
ADEPT – the Africa-Europe Diaspora Development Platform	http://www.adept-platform.org/
AKIS - Afghan Cultural Association	http://akiseu.com
African Diaspora Youth Forum in Europe (ADYFE)	https://www.adyfe.eu
ALODO – Helping Hands	http://www.alodo.org/
Austrian-Afghan society	http://oeafg.at/en/index.php
Austrian-Nigerian Initiative (A-NI)	http://www.a-ni.org/index_english.html
Austrian-Ugandan Friendship Association	http://www.austria-uganda.at
Association of African Students in Austria (VAS Austria)	http://www.vas-oesterreich.at/
Barka Barka	http://www.barkabarka.uio.at/
Chiala – Association for the promotion of culture, diversity and development	https://chiala.at/
Guatemala Solidarity Austria	http://www.guatemala.at/navegation_oben/kontakt/kontakt.html
HASCO - Help Afghan School Children	http://www.help-afghan-school-children.org/newsreportsd.htm
JOADRE	https://joadre.com/
NGO Exit	https://joadre.com/de/ngo-exit-fighting-human-trafficking/
Radio Afrika TV	http://www.radioafrika.net/

ANNEX 4:
LIST OF INTERVIEWEES

Name	Position	Organisation, Direction
Bella Bello Bitugu, Dr.	Director	University of Ghana, Sports Directorate P.O. Box LG 25, Legon, Accra
Petra Dannecker; Univ.-Prof. Dr., MA	Institute director	University of Vienna, Institute for International Development Sensengasse 3/2/2, 1090 Vienna
Youssef Diakité, Mag.	Representative	Association of African Students (VAS) and African Diaspora Youth Forum in Europe (ADYFE) Türkenstraße 3, 1090 Vienna
Michael Fanizadeh, Mag.	Project Coordinator	The Vienna Institute for International Dialogue and Cooperation (VIDC) Möllwaldplatz 5/3, 1040 Vienna
Karin Fischer, BA	Advisor Governance, Human Rights & Migration	Austrian Development Agency (ADA) Zelinkagasse 2, 1010 Vienna
Joseph Kitayimbwa	Chairman	Austrian-Ugandan Society for Friendship Wichtelgasse 39a/3/8, 1160 Vienna
Koman Jean B. Kponyi-Dzaka, Dip. Päd.	Chairman	ALODO – Helping Hands, Association Feldgasse 18/3, 2353 Guntramsdorf
Ghousudden Mir	Managing Director	AKIS Afghan Culture Association Pastorstrasse 39-33/51/4, 1210 Vienna
Alexis Neuberg, Mag.	Chairman	Radio Afrika TV Hofmühlgasse 2, 1060 Vienna
Téclaire Ngo Tam, Mag.	Education Officer	Südwind Association, Non-Profit Organisation Laudongasse 40, 1080 Vienna
Gunter Schall, Dr.	Head of Private Sector and Development	Austrian Development Agency (ADA) Zelinkagasse 2, 1010 Vienna
Annelies Vilim, Mag.	Managing Director	Global Responsibility, Platform for Development and Humanitarian Aid Apollogasse 4/9, 1070 Vienna
Robert Zeiner, Mag.	Director Programmes and Projects Interna- tional	Austrian Development Agency (ADA) Zelinkagasse 2, 1010 Vienna

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Austria

Caritas Austria
Albrechtskreithgasse 19-21
A-1160 Vienna
www.caritas.at



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